

**Agenda - Standing Policy Committee on Infrastructure Renewal and Public Works - June 13, 2006**

**REPORTS**

**Item No. 2                      Residential Automated Garbage Collection Services  
File WT-1**

ADMINISTRATIVE RECOMMENDATION:

That this report be received as information.

**Agenda - Standing Policy Committee on Infrastructure Renewal and Public Works - June 13, 2006**

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On April 11, 2006, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Lord Selkirk-West Kildonan Community Committee be referred to the Administration for report back, namely,

1. That the Water and Waste Department be requested to do all things necessary to ensure that the collection of residential automated garbage services reverts to a five (5) day cycle.
2. That a proactive system be devised by the Water and Waste Department for the cleaning up of litter and illegal dumping around the residential automated garbage bins.

Further, the Standing Policy Committee on Infrastructure Renewal and Public Works requested that the Manager of Solid Waste, Water and Waste Department, be requested to be in attendance at the meeting when the administrative report is considered.

On April 11, 2006, Councillor Smith, Daniel McIntyre Ward, submitted photographs, with respect to the residential automated garbage service.

On April 11, 2006, K. MacKenzie, Image/Greening Coordinator, Spence Neighbourhood Association Inc., submitted a communication dated April 6, 2006, with respect to the residential automated garbage service.

On April 11, 2006, Gary Swanson, President, CUPE Local 500, submitted a communication dated April 11, 2006, with respect to the residential automated garbage service.

COMMUNITY COMMITTEE RECOMMENDATION:

On March 28, 2006, the Lord Selkirk-West Kildonan recommended to the Standing Policy Committee on Infrastructure Renewal and Public Works:

1. That the Lord Selkirk-West Kildonan Community Committee recommend to the Standing Policy Committee on Infrastructure Renewal and Public Works as follows:
  - A. That the Water and Waste Department be requested to do all things necessary to ensure that the collection of residential automated garbage services reverts to a five (5) day cycle.

**Agenda - Standing Policy Committee on Infrastructure Renewal and Public Works - June 13, 2006**

DECISION MAKING HISTORY: (continued)

COMMUNITY COMMITTEE RECOMMENDATION: (continued)

- B. That a proactive system be devised by the Water and Waste Department for the cleaning up of litter and illegal dumping around the residential automated garbage bins.
2. That the Lord Selkirk-West Kildonan Community Committee go on record as sharing the concerns raised by the President of CUPE Local 500, representatives of the Selkirk Avenue Business Improvement Zone, and Susan MacKenzie relative to the ongoing problems of refuse collection with the automated garbage services and the need to increase the frequency of the collection cycle, and that same be forwarded to His Worship Mayor Katz, The Chief Administrative Officer and the Director of Water and Waste.

**RE:** Residential Automated Garbage Collection Services

**FOR SUBMISSION TO:** Standing Policy Committee on Infrastructure Renewal and Public Works

**ORIGINAL REPORT SIGNED BY:** Barry MacBride, P.Eng.  
Director of Water and Waste

**REPORT DATE:** May 30, 2006

**RECOMMENDATION:**

That this report be received as information.

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## Report Summary

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**Key Issues:**

- Committee requested a review of the level of service provided for automated garbage collection service (AutoBins) related to collection frequency, litter and illegal dumping.
- The cost to revert to a five day cycle is not known but could be significant (i.e. \$200,000 to \$400,000 per year over the existing contract price of \$1.3 million per year.)
- The cost to provide a clean up service around AutoBins may be about \$250,000 per year.
- Other initiatives including public education and by-law enforcement can be accomplished within existing budgets.

**Implications of the Recommendation(s):**

**General Implications**

- None
- For the organization overall and/or for other departments
- For the community and/or organizations external to the City
- Involves a multi-year contract

Comment(s):

**Policy Implications**

- No
- Yes

Comment(s):

**Regulatory Implications**

- None
- Eliminates or reduces regulatory impact
- Proposes regulatory impact

Comment(s):

**Environmental Implications**

- No
- Yes

Comment(s):

**Human Resources Implications**

- No
- Yes

Comment(s):

**Financial Implications**

- Within approved current and/or capital budget
- Current and/or capital budget adjustment required

Comment(s): Changing the existing level of service will result in additional costs as outlined in this report.

## Report

### REASON FOR THE REPORT:

At a regular meeting on April 11, 2006, the Standing Policy Committee on Infrastructure Renewal and Public Works referred the request from the Lord Selkirk-West Kildonan Community Committee to the Administration for report back, namely;

1. That the Water and Waste Department be requested to do all things necessary to ensure that the collection of residential automated garbage services reverts to a five (5) day cycle.
2. That a proactive system be devised by the Water and Waste Department for the cleaning up of litter and illegal dumping around the residential automated garbage bins.

Further, the Standing Policy Committee on Infrastructure Renewal and Public Works requested the Manager of Solid Waste, Water and Waste Department to be in attendance at the meeting when the administrative report is considered.

### HISTORY:

On October 26, 2005 Council awarded a four year, 10 month contract (March 20, 2006 to January 31, 2011) in the amount of \$6,688,805 to BFI Canada Inc. to service the AutoBins. BFI started the work on March 20, 2006.

### DISCUSSION:

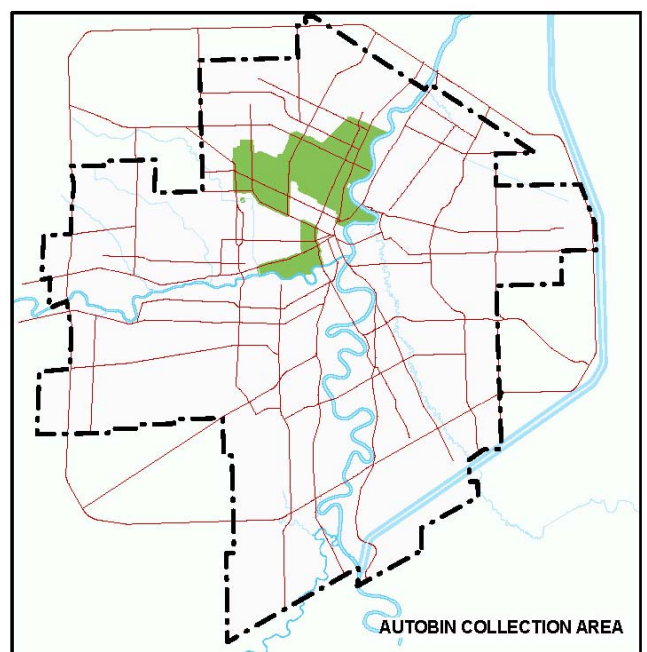
#### Overview

The AutoBin garbage collection system:

- serves 30,746 single family dwelling units in the central portion of the city
- has been in place for approximately 15 years
- includes 5,300 AutoBins placed in back lanes
- is designed to hold only household garbage

Each AutoBin:

- serves 4 to 6 dwelling units
- holds about 30 bags of garbage



**Appendix A** provides some background on key ongoing issues with AutoBins, specifically:

- Placement and size of AutoBins
- Arson
- Illegal dumping
- By-law enforcement
- Public education
- Recycling

Current Collection Frequency

The Solid Waste By-law<sup>1</sup> does not specify the collection frequency the City is to provide for AutoBins at single family and multifamily dwellings, but does require collection on a cycle basis for small commercial and churches and charitable institutions. Our practice for collection has been as follows:

<b>Type of Property</b>	<b>By-law Requirements for Collection Frequency</b>	<b>Our Practice for Collection Frequency</b>
Single Family	Silent	Service the bins before they are full
Multi-Family	Silent	Collect on set weekdays, on a once or twice a week basis
Commercial	Serviced on a cycle basis	Collect on a set weekday, on a once or twice a week basis
Churches and charitable institutions	Serviced on a cycle basis	Collect on a set weekday

The frequency of collection for single-family AutoBin locations is covered in the collection contract (514-2005) as follows<sup>2</sup>;

“E14.2 For the single family AutoBin collection areas (i.e. Days 1 through 5) the scheduled collection areas is only meant as a guide. It is the intent of the AutoBin collection program that AutoBins should be emptied when they are full in order to make the collection effort as efficient as possible while at the same time keeping the neighbourhoods as clean as possible. Contractors will be allowed to deviate from the collection schedule to ensure the bins are collected when as full as possible but not overflowing. In general terms this means the collection schedule could vary as much as two days from the designated collection day for that area.”

In practice, in addition to following the routes, the contractor inspects bins as they are filling, paying special attention to known “hot spots”. The contractor assigns resources to empty any full bins.

<sup>1</sup> <http://www.winnipeg.ca/CLKDMIS/DocExt/ViewDoc.asp?DocumentTypeId=1&DocId=279>

<sup>2</sup> [http://www.winnipeg.ca/MatMgt/FolderContents.asp?FOLDER\\_NAME=514-2005&YEAR=2005](http://www.winnipeg.ca/MatMgt/FolderContents.asp?FOLDER_NAME=514-2005&YEAR=2005)

A contract change order revising clause E14.2 above would be required if Council elects to provide a different level of service. The contract administrator (the City) would issue a change order that includes new wording and a new price to reflect the change in service. The price change is set by the contract administrator after discussion of the cost factors with the contractor

Earlier this year, AutoBin collections were behind resulting in a significant number of filled and overfilled bins. However for some time now, the AutoBins have been serviced every 7 calendar days, including the Easter holiday long weekend and during the higher garbage generation period in May. This frequency of collection has usually resulted in the AutoBins being emptied before they are full. The number of calls from residents indicating that the AutoBins are overflowing has dropped significantly. Daily inspections by City staff show that the AutoBin collection system is working well and the amount of litter resulting from overflowing AutoBins is now minimal.

Issues

- 1. That the Water and Waste Department be requested to do all things necessary to ensure that collection of residential automated garbage services reverts to a five (5) day cycle.**

The following comparison is provided for Council in response to the request for a report on the use of the five-day cycle.

Collection Option	Description	Cost Implication	Advantages	Disadvantages
<b>Option 1.</b> Continue with the level of service as outlined in the contract (status-quo when bins are full)	- Along with the contractor, we monitor the level of garbage in the bins and service the bins before they become full.	- No change to current contract cost	- Bins are serviced before overflowing - Flexible to allow for more collections during peak times (i.e., spring and fall), and less collections during non-peak times (i.e., winter).	- No designated collection day, so those residents that want a clear understanding of the collection frequency are uncertain.
<b>Option 2.</b> Use the five-day collection cycle – as requested by committee.	- AutoBin areas would be assigned a collection day similar to the manual collection areas (Day 1, 2, 3, 4, or 5). - Collection would be every 7 days, except when a statutory holiday occurs, and then it could be as long as 11 days between collections (i.e., Christmas and Easter)	- Requires a contract change order - An additional cost will be incurred to compensate the contractor for any loss in efficiency associated with collecting bins that are not full.	- Those residents that would like to know the collection day would have a clear understanding of the collection frequency. - Garbage collection day would match the recycling collection day.	- There would be times when the bins are collected even though they are not full (i.e., winter). - Particularly following all long weekends, there is potential for more overflowing bins than with the current system.

Collection Option	Description	Cost Implication	Advantages	Disadvantages
<b>Option 3.</b> Assign a set day of the week – although not requested by the Committee this is another alternative to provide more certainty around the day of collection.	AutoBin areas would be assigned a set day of the week, i.e., Monday, Tuesday, Wednesday. If a statutory holiday occurs on a collection day, the AutoBins would be collected either the day before, or on the holiday.	- Requires a contract change order - An additional cost will be incurred to compensate the contractor for any loss in efficiency associated with collecting bins that are not full.	Those residents that would like to know the collection day would have a clearer understanding of the collection frequency.	- There would be times when the bins are collected even though they are not full. - Residents could perceive this as a waste of money and resources if they see bins being serviced when they are not full (i.e., winter).

Note: At the time of preparing this report, we have not been able to have a discussion with the contractor about the cost implications of a contract change order. However, the cost of options 2 or 3 could be significant (i.e., \$200,000 to \$400,000 per year on top of the \$1.3 million contract). More pricing information may be available at the time of the Committee meeting.

**2. That a proactive system be devised by the Water and Waste Department for the cleaning up of litter and illegal dumping around the residential automated garbage bins.**

There are two main situations where we see litter around AutoBins.

- The first situation is overflowing AutoBins due to missed collection

It is our practice to clean up the litter in these situations.

- The second situation occurs when the bins are not full - people placing garbage on the ground beside the AutoBin, or people scavenging in the AutoBins and tossing the contents on the ground

We do not clean up litter in these situations in accordance with Council’s Solid Waste By-law, which currently states that the City shall not do so as follows:

*“All garbage, rubbish and ashes for collection shall be placed in the designated container and the **City shall not collect any garbage, rubbish or ashes not placed inside the designated container.**”*

This practice is included in the contract as well.

E5.4 The Contractor will not be required to clean up garbage placed around the AutoBins by residents unless the AutoBin was not serviced in accordance with the collection schedule as specified in E14

One proactive approach would be to revise the by-law, and have the contract changed so that the contractor (on behalf of the City) cleans up all litter on the ground beside AutoBins on public property, A rough estimated cost of cleaning up around AutoBins is \$250,000 per year. There are no funds available within the existing budget to cover this cost.

Another proactive approach would be to reinforce proper use of the AutoBins as described below.

The committee motion also refers to illegal dumping. We propose the following proactive two-step strategy to reduce illegal dumping:

1. A public education program to be implemented this year at a cost of \$40,000 will help address illegal dumping.
  - A notice to all AutoBin residents as a reminder of how to use the AutoBin
  - Stickers on all the AutoBins advising that it is illegal to dump renovation waste or any other bulky material, and violators should be reported to 986-5858 and will be charged.

This initiative could be accommodated in our 2006 advertising budget.

2. Two By-law Officers are now on staff. We will investigate every report of illegal dumping. This includes illegal dumping by residents placing construction materials in the AutoBins, contractors from outside the AutoBin area using the AutoBins, and commercial locations within the AutoBin area using residential AutoBins. In consultation with the Legal Services Division, we will pursue convictions in those situations where education is not sufficient to curb illegal dumping.

### **Financial Impact**

As the report recommendation is for information only, there is no financial impact resulting from the recommendation of this report.

**Financial Impact Statement**    **Date:**    May 26, 2006

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**Project Name:**

**RESIDENTIAL AUTOMATED GARBAGE  
COLLECTION SERVICES**

**COMMENTS:**

As the report recommendation is for information only, there is no financial impact resulting from the recommendation of this report.

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Maira L. Geer C.A.  
Manager of Finance & Administration

**IN PREPARING THIS REPORT THERE WAS:**

**Internal Consultation With and Concurrence By:**

Legal Services Division – Corporate Services Department

**External Consultation With:**

The Department has discussed the AutoBin collection frequency at meetings with the Spence Neighbourhood Association, the West Broadway Development Corporation and the William Whyte Residents Association. The groups that we met with seemed to be satisfied with the current approach providing the current level of service is maintained.

**THIS REPORT SUBMITTED BY:**

Department: Water and Waste

Division: Solid Waste Services

Prepared by: Dan McInnis, Manager of Solid Waste Services

File No. 011-15-01-00-00

## APPENDIX A

### **Background Information on Issues with AutoBins**

#### **Placement and Size of AutoBins**

We receive numerous requests from residents to move or remove the AutoBins near their home. In some cases it is simple to grant the request – e.g., where a resident is building a new fence and the AutoBin can be temporarily relocated while the fence construction takes place. However, in cases where residents want an AutoBin moved from behind their property or removed from the lane altogether, it is often very difficult to grant. Residents are often reluctant to have an AutoBin behind their home even though the AutoBin is placed on public property. Other factors that make it difficult to place AutoBins are:

- access to garages
- proximity to intersecting sidewalks
- overhead wires
- proximity to buildings, such as garages, for fire prevention reasons
- spacing between AutoBins so residents don't have to carry their garbage too far
- placed on only one side of the lane for collection purposes
- the ratio of AutoBins to homes to ensure sufficient capacity between collections
- through-traffic obstruction
- Public Works Department snow clearing operations

We service a limited number of half-sized AutoBins that were placed in locations where it is impossible to place a normal sized AutoBin. These smaller AutoBins service two to three homes. Because of the additional expense of buying and servicing the smaller bins, none have been purchased in many years.

#### **Arson**

The garbage in the AutoBins is a target for arson. An AutoBin may contain garbage from as many as 4 to 6 homes, which makes it attractive for arsonists to ignite. This activity is particularly prevalent when the AutoBins are full or there is abandoned waste beside the AutoBin or in nearby yards. In order to reduce the opportunity for arson, we are ensuring that AutoBins are emptied before they are full and that abandoned waste is collected within five days of being notified. We also work with the Arson Task Force to review problem areas and minimize the opportunity for arson. The problem of arson with respect to AutoBins is ongoing.

## **Illegal Dumping**

The AutoBin area generates almost 50% more garbage per household than non-AutoBin areas<sup>3</sup>. There is no way to determine exactly the reasons for this difference, but illegal dumping certainly contributes to the increased amount of garbage. In non-AutoBin areas, we will only collect household garbage and we will leave construction wastes behind for the property owner to deal with. In AutoBin areas, we take whatever is in the bin.

Illegal dumping typically occurs when waste other than household garbage is placed in AutoBins:

- by property owners or contractors from homes within the AutoBin area
- by property owners or contractors from homes outside the AutoBin area
- by commercial locations not authorized to use the AutoBins.

Illegal dumping impacts the service significantly, because the volume and number of AutoBins are not designed to accommodate non-residential household garbage such as construction, commercial and demolition waste. When an AutoBin (or two or more) is suddenly filled with non-household garbage, area residents are not able to find room in the AutoBin to place their garbage. This frustrates residents, and in some cases, residents place their garbage beside the AutoBin. This garbage is not collected along with the AutoBin and can result in neighbourhood litter.

## **By-law Enforcement Process**

The Solid Waste By-law prohibits a number of activities which are detrimental to AutoBin service. The By-law enforcement process follows three steps. As an example of the process, one of the prohibited activities is placing construction and demolition waste in an AutoBin by a resident in the AutoBin area. The process would be as follows:

1. We would send a staff person, usually a contracts foreman, to investigate. They would look in the AutoBin and determine if the garbage in the AutoBin was non-household garbage and, if possible, its origin. In many cases this is simply a matter of looking at adjacent homes and noticing a new fence and the old fence materials dumped in the AutoBin. The staff person would visit the resident and ask them not to do this in the future. A written notice would be provided and recorded on file. This step is meant to educate the resident on the proper use of the AutoBins.

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<sup>3</sup> In 2005 the City collected 46,994 tonnes of garbage from the AutoBin area and 163,449 tonnes from the manual collection area. The AutoBin area contains 34,567 equivalent dwelling units and the manual collection area contains 149,916 equivalent dwelling units. Therefore, the generation rate in manual collection is 917 kgs per dwelling unit and the generation rate in the AutoBin area is 1,369 kgs per dwelling unit (49% more than in manual collection)

2. If the resident violates the by-law a second time, our By-law Officer would confirm the contents of the AutoBin and visit the resident. A strongly worded “By-law Infraction Notice” letter would be issued to the resident, with notice that another offence would result in a summons being issued for the resident to appear in by-law court.
3. If the resident violates the by-law a third time, the resident would be issued a Common Offence Notice and be required to appear in by-law court. Upon successful prosecution, an individual could be assessed a fine of up to \$1,000 (or \$5,000 in the case of a corporation).

### Challenges to Prosecution

Since the prosecution deals with individuals, there must be proof that it was the individual who committed the offence. In the example cited above, it is not sufficient to have the old fence in the AutoBin and a newly constructed fence nearby; there must be an eyewitness willing to testify that they saw the individual placing the old fence in the AutoBin. Another example is a report from a resident with the make, model, colour, and license plate number of a vehicle dumping construction materials in an AutoBin. This is helpful, and we can send the owner a letter, but without the positive identification of the individual doing the dumping, we can't proceed with by-law enforcement action. Many times there is no direct proof of the individual committing the offence.

Nevertheless, we are dedicated to the process, and there have been some successes in correcting the behaviours. Given time and continued attention to this matter, we are confident that the process will have positive results.

### **Public Education**

In our consultations with various community groups, we've learned that further public education efforts would benefit the AutoBin area residents. Although general information on how to use AutoBins is listed at the back of the MTS White Pages phone book and on the City's Web site, more detailed information is required. The last time formal public education took place was in 2000 (arson initiative), and many residents have moved or forgotten the information. We will implement an AutoBin-specific public information program this year.

### **Recycling**

A recycling participation study in 2005 concluded that residents in AutoBin serviced areas recycle less than those in non-AutoBin serviced areas.

This study:

- involved actual house counts on recycling collection days for various parts of the city
- showed that 86% of all homes in the city participate in the recycling program

- showed that the participation rate in the AutoBin areas where the assessed value of the homes was less than \$60,000 was 63%
- showed that the participation rate in the AutoBin areas where the assessed value is between \$60,000 and \$80,000, the participation rate was 70%
- showed that for similar non-AutoBin areas of the city, the participation rates were 73% and 86% respectively