Minute No. 442
Report - Standing Policy Committee on Infrastructure Renewal and Public Works - May 25, 2010

Item No. 1 Preparation of a Comprehensive Waste Management Strategy
eFile W

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

1. That the Winnipeg Public Service be authorized to negotiate an extension to the Collection of Recyclables Contract, Tender No. 162-2002, ("Blue Box Recycling Collection") and the Residential Automated Garbage Collection Services, Bid Opportunity 514-2005 (“AutoBin Collection”) for a period of 12 months to allow for completion of the waste management strategy.

2. That funding up to $350,000.00 be approved for an additional 2010 Capital Project with funding from the Solid Waste Utility for the preparation of the comprehensive waste management strategy.

3. That the Chief Administrative Officer be delegated authority to finalize the terms and conditions of the aforesaid extension agreements.

4. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

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DECISION MAKING HISTORY:

Moved by Councillor O'Shaughnessy,

That the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 16, 2010, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On May 25, 2010, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

Further on May 25, 2010, the Standing Policy Committee on Infrastructure Renewal and Public Works received a communication from Resource Conservation Manitoba dated May 25, 2010, in support of an extension of existing recycling and garbage collection contracts.

COUNCIL DECISION:

On May 19, 2010, Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and granted an extension of time of 30 days to enable the Winnipeg Public Service to report back as directed by the Standing Policy Committee on Infrastructure Renewal and Public Works on March 9, 2010.

On April 28, 2010, Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and granted an extension of time of 30 days to enable the Winnipeg Public Service to report back as directed by the Standing Policy Committee on Infrastructure Renewal and Public Works on March 9, 2010.

Report - Standing Policy Committee on Infrastructure Renewal and Public Works - May 25, 2010

DECISION MAKING HISTORY (continued)

STANDING COMMITTEE RECOMMENDATION:

On April 6, 2010, the Standing Policy Committee on Infrastructure Renewal and Public Works recommended to Council that an extension of time of 30 days be granted to enable the Winnipeg Public Service to report back as directed by the Standing Policy Committee on Infrastructure Renewal and Public Works on March 9, 2010.

On March 9, 2010, the Standing Policy Committee on Infrastructure Renewal and Public Works referred the Council Motion of February 24, 2010 to the Winnipeg Public Service for report back.

COUNCIL DECISION:

On February 24, 2010, Council ruled automatic referral of the following motion to the Standing Policy Committee on Infrastructure Renewal and Public Works:

Moved by Councillor Gerbasi,
Seconded by Councillor Orlikow,

WHEREAS the City of Winnipeg has one of the lowest waste diversion rates in Canada when compared to other major cities;

AND WHEREAS it is widely acknowledged that a series of separate responses to expiring waste and recycling contracts is no substitute for systematic planning;

THEREFORE BE IT RESOLVED that Council direct the Public Service to develop a city-wide waste reduction plan in consultation with the public. This plan should consider all options for reducing waste including curbside organics pickup as well as bi-weekly collection schedules for some materials and include an early and orderly implementation schedule.

ADMINISTRATIVE REPORT

Issue: **PREPARATION OF A COMPREHENSIVE WASTE MANAGEMENT STRATEGY**

Critical Path: **Standing Policy Committee on Infrastructure Renewal and Public Works, EPC, Council.**

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Drohomerski, C.E.T. Manager of Solid Waste P. Regan, Manager of Sustainability	B. D. MacBride, P. Eng. Director, Water and Waste	M. Ruta	G. Laubenstein

RECOMMENDATIONS

1. That the Public Service be authorized to negotiate an extension to the Collection of Recyclables Contract, Tender No. 162-2002, ("Blue Box Recycling Collection") and the Residential Automated Garbage Collection Services, Bid Opportunity 514-2005 (“AutoBin Collection”) for a period of 12 months to allow for completion of the waste management strategy.

2. That Council approve up to $350,000 for an additional 2010 Capital Project with funding from the Solid Waste Utility for the preparation of the comprehensive waste management strategy.

3. That the Chief Administrative Officer be delegated authority to finalize the terms and conditions of the aforesaid extension agreements.

REASON FOR THE REPORT

On March 9, 2010, the Standing Policy Committee on Infrastructure Renewal and Public works referred the February 24, 2010 Council Motion, pertaining to developing a city-wide waste reduction plan in consultation with the public, to the Winnipeg Public Service to report back.

IMPLICATIONS OF THE RECOMMENDATIONS

The City of Winnipeg's waste management strategy was adopted in 1996 and updated in 2001. Since that time, the way that waste is thought of has changed dramatically and the current practice of landfilling most components of the waste stream is changing to more of a resource recovery model that extends the life of landfills and keeps valuable products from being discarded and buried. In Ontario, for example, the provincial government in 2004 set a goal for all Ontario municipalities and businesses to divert 60% of the Province's waste. When this goal was set, the diversion rate in Ontario was 28% and had been achieved largely from the strides made by Blue Box recycling during the previous decade. In setting this ambitious goal of more than double the 2004 rate, the province recognized that success would depend upon a combination of improving existing waste diversion programs and implementing more composting programs. Today, waste diversion rates sit at close to 50% in most Ontario municipalities.

In Winnipeg, and to the same extent, across the prairies, the space for landfilling waste is less expensive than looking at these resource recovery options in great detail. While the city has implemented a very good recycling program and has had a yard waste diversion program in place for many years, the overall diversion rate for Winnipeg hovers around 17% of the total residential waste stream, which is among the lowest in the country. Because of the foregoing, a comprehensive waste management strategy is required to fully understand the complexities to move to a higher diversion rate as well as understand the opportunities for resource recovery from increased diversion.

The preparation of a comprehensive waste management strategy would include a working group made up of internal resources, representation from the Mayor's Environmental Advisory Committee (MEAC), provincial representatives, related non-governmental organizations, industry representation as well as the general public. The group would report back to Committee as milestones on this strategy are achieved.

The strategy would include a public consultation component, material collection and processing options for both "dry" products (recycling) and "wet" products (organics and residue), tendering strategies for collection and processing of material as well as lessons learned in the implementation of the cart program in Winnipeg. The study would also include the net environmental benefits of the various options, including green house gas impacts, revenue opportunities and financing options as well as best practices evaluations from other municipalities.

The preparation of the strategy would include retaining an environmental consultant familiar with the formation of waste management strategies. The scope of the study would include but not be limited to:

- Public Consultation Plan
    - Preparation of public consultation plan
    - Development of consultation materials

  - Coordination of surveys, interviews and focus groups with Winnipeggers on current participation in recycling and other waste reduction activities, user satisfaction with current programs and preferences for waste reduction options
  - Coordination of Public Open Houses to present and obtain feedback on potential options and recommendation for waste reduction
  - Advertising and promotion of the initiative and the public consultation opportunities
  - Maintenance of a comprehensive public consultation record

- Preparation of Discussion Paper on waste prevention and diversion best practices

- Analysis of current waste management programs and initiatives in Winnipeg
  - Environmental inventory
  - Impact equivalents and burdens
  - Analysis of household and industrial, commercial and institutional (ICI) Provincial regulatory requirements

- Preparation of Discussion Paper on waste prevention and diversion best practices

- GAP analysis
  - current vs. best practice

- Discussion Papers on proposed options for new waste management program:
  - Collection
  - Diversion
  - Disposal
  - Goal setting for diversion
  - Greenhouse Gas calculations of the various options
  - Environmental inventory, impacts equivalents and burdens

- Strategies and initiatives for fostering behaviours supporting waste diversion
  - Social marketing programs
  - Other options

- Preparation of the comprehensive waste management strategy

Based on discussions with other municipalities, it is expected that this study could be completed within 12 to 16 months, although some components would be completed earlier to facilitate continuous service to our customers.

An application will be made to the Federation of Canadian Municipalities (FCM) Green Municipal Fund, for a grant of up to 50% of the costs associated with this study. In order to be eligible for funding from FCM, a municipality must undertake a feasibility study to examine options for achieving at least 50% waste diversion target in their strategy. Currently, Winnipeg is at a 17% diversion rate and any additional gains would likely come from an organics diversion program.

In order to accommodate the waste management strategy, two residential collection contracts that expire within the next 12 months need to be extended - blue box recycling collection and AutoBin garbage collection. With long lead times required for equipment delivery, it is recommended that both contracts be extended for at least 12 months to allow for completion of the collection options of the strategy to be completed as well as to allow time for the successful bidder of the new contracts to purchase equipment. A final determination as to the optimum time of extension will be made in consultation with the contractors involved.

The Public Service has initiated discussions with the current recycling and AutoBin collection contractors, Emterra Environmental (formerly International Paper Industries Ltd.) and BFI Canada, respectively, regarding a price to extend the existing collection contracts for an additional 12 months. At the time of this report, negotiations are still ongoing and the Public Service is requesting the Chief Administrative Officer be delegated the authority to finalize the agreements.

HISTORY

On March 9, 2010 the Standing Policy Committee on Infrastructure Renewal and Public Works referred the February 24, 2010 Council Motion, pertaining to developing a city-wide waste reduction plan in consultation with the public, to the Winnipeg Public Service for report back.

The existing Blue Box Recycling Collection contract, which is part of Tender No. 162-2002 is a seven year contract and expires on September 15, 2010. The Processing and Marketing contract which is the other part of Tender No. 162-2002, and is also with Emterra Environmental, has a 14 year term and expires on September 15, 2017.

The existing AutoBin Garbage Collection contract, 514-2005 was set up as a five year contract as part of the tendering strategy determined in 2005, and is held by BFI Canada, expires on January 31, 2011.

On June 19, 1996, Council adopted the Waste Minimization Strategy for the City of Winnipeg. The approved strategy (unfunded) involved expanding recycling to multi-family residences, composting, fall leaf pickup, significant education and support of waste minimization, the phasing in of a ban of recyclables, leaf and yard waste from garbage once diversions are in place, lift limits and/or a bag/charge system, as well as consideration of bi-weekly garbage collection. Pursuant thereto, the Administration was requested to bring forward a specific action plan from the strategy document, including financial implications and an implementation strategy. Subsequently, the City's ability to fund the Waste minimization Strategy was affected by a significant loss of annual revenue resulting from the opening of the BFI./R.M. of Rosser landfill.

On May 23, 2001, Council adopted a modified Waste Minimization Strategy that has resulted in a comprehensive multi-family residential recycling program, expanded plastics recycling, a rate for small commercial bin service, recycling from community centers and sidewalk recycling.

Excerpts from both Waste Minimization Strategies are attached in Appendix A.

FINANCIAL IMPACT

Financial Impact Statement

Date: April 27, 2010

Project Name: **First Year of Program** **2010**

PREPARATION OF A COMPREHENSIVE WASTE MANAGEMENT STRATEGY

	2010	2011	2012	2013	2014
Capital					
Capital Expenditures Required	$ 350,000	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ 350,000	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	350,000	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ 350,000	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ 350,000				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ -	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ -	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: Additional Capital Budget authority will be required and will be financed by retained earnings. Application to the FMC may result in a grant for up to 50% of the cost of the study. This has not been factored into the funding sources as the application has not yet been approved.

"Original signed by L. Szkwarek, C.G.A."

Lucy Szkwarek, C.G.A.
Acting Manager of Finance and Administration

CONSULTATION

In preparing this report there was consultation with:
Patti Regan – Manager of Sustainability
Materials Management
Legal Services

SUBMITTED BY

Water and Waste Department
Solid Waste Services Division
Prepared by: D. Drohomerski/P. Regan
Date: April 27, 2010
File No. 011-15-11-01-00

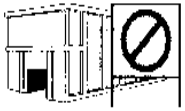
Appendix A – Council approved Waste Minimization Strategies



1996 Waste Minimization handout.



CouncilPolicyMay23 2001.doc

	Component	Tonnage	Description	Percentage
Diversion Components	 Recycling	55,000	• Expand the current curbside system to include all apartments • Promotion and education to improve participation and capture rates	52 % (129,000 tonnes)
	 Backyard Composting	12,000	• Set up a compost team to offer subsidized or free composters door-to-door • Provide follow-up and support to residents	
	 Leaf & Yard Waste Collection	12,000	• Expand the existing "Leaf It With Us" Program to include all residents • Promote grasscycling	
	 Other 3R Initiatives	5,000	• Extensive promotion and education program • Promote community yard sales, reuse centres, landfill salvage etc.	
	 Material Bans/Lift Limits	45,000	• Phase-in a ban of recyclables, leaf and yard waste and other materials from garbage once diversion alternatives are in place • Consider lift limits and/or a bag tag system • Consider bi-weekly garbage collection	
	 Garbage/Disposal	120,000	• Maintain mix of curbside and auto bin for remaining waste	48 % (120,000 tonnes)

Report of the Standing Policy Committee on Public Works dated May 1, 2001

The City of Winnipeg Waste Minimization Strategy Files GL-5.6.1 (Vol. 5), WT-1.3 (Vol. 22) and WT-1 (Vol. 20)

580 - 3. The Standing Policy Committee on Public Works, at its meeting held on May 1, 2001, passed the following motion, namely:

WHEREAS Council at its special meeting of February 12, 2001, adopted Clause 3 of the Report of the Alternate Service Delivery Committee dated January 12, 2001, as amended, which provided for a Waste Minimization Strategy;

AND WHEREAS the adopted recommendations have been reviewed and it has been determined that there are implementation concerns with the existing direction;

AND WHEREAS at a Council Seminar held on Friday, April 27, 2001, Members of Council further deliberated the Waste Minimization Strategy;

AND WHEREAS arising from the Council Seminar, it is deemed desirable to make changes to the Waste Minimization Strategy;

THEREFORE BE IT RESOLVED that Council rescind its decision of February 12, 2001, and adopt the Waste Minimization Strategy as follows:

I. That Council adopt a comprehensive residential waste minimization strategy for implementation effective November 1, 2001, consisting of:

a) A comprehensive apartment and condominium recycling program.

b) The Administration to submit a report to the Standing Policy Committee on Public Works on the development of a pilot residential yard waste collection and composting program for 2002 to test public participation and program communications requirements.

c) A rate for small commercial collection – for those locations receiving bin service – and that the rate be established on recovering the cost of service.

d) A comprehensive public education and communication program be established to support implementation and ongoing program activities.

e) INCREASED AWARENESS: *The City will conduct workshops with recycling contractors to improve the existing curbside pickup service. A comprehensive, easy to understand education campaign will inform the public what items can be recycled and how garbage output can be reduced.*

f) PHONE HELP LINE: *A phone help line will be established to answer questions and provide assistance to anyone with recycling and garbage concerns and to ensure quick action on any complaints of littering or inappropriate disposal of garbage. The help line would work directly with the education technicians to ensure a speedy response time to citizens' concerns.*

g) NEW MARKETS *(for 3 to 7 plastics): The City will actively look for expanding markets to sell items not presently accepted in the recycling bins such as number 3 to 7 plastics, in partnership with the Manitoba Product Stewardship Corporation.*

h) FEDERAL AND PROVINCIAL GOVERNMENTS/BUSINESS*: The City will work with other levels of government and business organizations such as the Winnipeg Chamber of Commerce to reduce packaging, thereby eliminating waste at the source* ***AND*** *that Council appoint an Ad Hoc Committee to meet with Provincial counterparts to develop a comprehensive Provincial waste minimization strategy.*

i) RECYCLING FOR COMMUNITY CENTRES*: That the Administration submit a report to the Standing Policy Committee on Public Works on a recycling pickup program for all Community Centres within the City of Winnipeg, subject to the funding being received from the Manitoba Product Stewardship Corporation.*

j) SIDEWALK RECYCLING**:** *That the Water and Waste Department report to the Standing Policy Committee on Public Works, by May 29, 2001, with a methodology for the implementation of a sidewalk recycling program in Downtown Winnipeg.*

II. That a recycling target of 34,000 tonnes per year be established for single and multiple family residences and that the Standing Policy Committee on Public Works report to Council on a quarterly basis with respect to achieving the recycling target and the impact on garbage quantities going to the Brady Road Landfill. The target and progress toward it is to be advertised and made available on the City's internet site.

III. That approval be given for a new capital project at an estimated cost of $0.7 million in start up costs for the design of a compost facility ($0.1 million), a comprehensive public education program ($0.4 million), a program to increase overall awareness of the recycling program and hold workshops with contractors ($0.2 million), and that the project be funded from the retained earnings in the Solid Waste Disposal Utility.

IV. That the Solid Waste By-law be revised to incorporate the above changes and that the Administration submit the revised by-law for Council approval.

V. That Solid Waste Collection be removed from the Alternate Service Delivery Committee's agenda since the recommended program will continue to be funded through property taxes and the SOA concept will no longer be pursued for solid waste collection.

VI. That the funding shortfall in the amount of $2,372,590.00 for implementation of the waste minimization strategy be referred to the 2002 to 2004 current estimates process.

VII. That the Proper Officers of the City be authorized to do all things necessary to effect the intent of the foregoing.

and submits same for favourable consideration.

Adopted by consent.