Agenda – Executive Policy Committee – October 17, 2023

Report – Standing Policy Committee on Water, Waste and Environment – October 12, 2023

Moved by Councillor

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

Item No. 2 Consolidating City Garbage Services

STANDING COMMITTEE RECOMMENDATION:

On October 12, 2023 the Standing Policy Committee on Water, Waste and Environment concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That the Public Service report back in 180 days regarding:

    A. The financial and labour impact of potential consolidation of all garbage collection operations into one Department.

    B. An update on the consolidation of waste service requests under the Water and Waste Department.

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

Agenda – Executive Policy Committee – October 17, 2023

Report – Standing Policy Committee on Water, Waste and Environment – October 12, 2023

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On October 12, 2023 the Standing Policy Committee on Water, Waste and Environment concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

COUNCIL DECISION:

On May 30, 2023, Council concurred in the recommendation of the Standing Policy Committee on Water, Waste and Environment and adopted the following:

1. That an extension of time of up to 120 days be granted for the Solid Waste Utility to work with the Public Works Department and report back on consolidating all city garbage collection into the utility's operations with details such as, but not limited to, Public Works abandoned waste calls for service and costs, and the cost to consolidate the various Public Works garbage services, both private and public, with costs separated.

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

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 16, 2023, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Water, Waste and Environment and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On May 1, 2023, the Standing Policy Committee on Water, Waste and Environment submitted the following to the Executive Policy Committee and Council:

1. That an extension of time of up to 120 days be granted for the Winnipeg Public Service to report back on the matter.

Report – Standing Policy Committee on Water, Waste and Environment – October 12, 2023

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

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

COUNCIL DECISION:

On September 22, 2022, Council concurred in the recommendation of the Standing Policy Committee on Water and Waste, Riverbank Management and the Environment and adopted the following:

1. That the Solid Waste Utility be directed to work with the Public Works Department to provide a report to Council within 180 days on consolidating all city garbage collection into the utility's operations with details such as, but not limited to, Public Works abandoned waste calls for service and costs, and the cost to consolidate the various Public Works garbage services, both private and public, with costs separated.

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

David Grant submitted a communication with respect to the matter.

ADMINISTRATIVE REPORT

Title: Consolidating City Garbage Services

Critical Path: Standing Policy Committee on Water, Waste, and Environment – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Gordichuk, Manager, Solid Waste Services	Tim Shanks, M. Eng., P. Eng. Director, Water and Waste Department	N/A	M. Jack

EXECUTIVE SUMMARY

The Public Service has been directed to provide a report on consolidating all city garbage collection into the Solid Waste Utility. In addition, Council's Strategic Priorities Action Plan – Action 5.4 identifies the goal of consolidating responsibility for garbage collection into one city Department. Consolidating all collection activity will involve changes to existing employee duties, reporting structures, and the scope of contracted services.

Currently, garbage collection in the City of Winnipeg is delivered by a mix of methods that depend on the type and location of material involved:

- The Water and Waste Department provides collection of garbage, recycling and yard waste using various collection methods throughout the city, all through contracted services. This includes pickup of abandoned/bulky waste, arson sweeps, and some commercial property service. The combined cost is approximately $36 million per year.

- The Public Works Department collects garbage from litter containers/bins that are located at City facilities and on street rights-of-way. This service is primarily provided by City staff, with a small portion of the work in the right-of-way supplemented by contract. The total cost to collect from the litter containers/bins is approximately $4.175 million per year. Public Works also provides collection service for loose litter and debris, using City staff and equipment reassigned as needed, with an estimated cost of approximately $560,000 per year. The total garbage-related cost for Public Works is approximately $4.735 million per year.

311 manages all calls for bulky waste, loose litter, debris, and abandoned waste. They assess the nature of each call and direct it to the correct department for resolution. Since different Departments are responsible depending on the specifics of the situation, there is a risk of customer frustration if there are any delays in assigning and completing requested tasks. The Public Service will consolidate administrative responsibility for waste collection by directing all 311 garbage and solid waste service requests to the Water and Waste Department.

Amalgamation of garbage services in one department will require robust operations analyses. The Public Service has submitted an application to the Province of Manitoba Municipal Service Delivery Improvement Program to assist with this review.

RECOMMENDATIONS

1. That the Public Service report back in 180 days regarding:

    A. The financial and labour impact of potential consolidation of all garbage collection operations into one Department.

    B. An update on the consolidation of waste service requests under the Water and Waste Department.

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

REASON FOR THE REPORT

On September 22, 2022, Council concurred in the recommendation of the Standing Policy Committee on Water and Waste, Riverbank Management and the Environment and adopted the following:

1. That the Solid Waste Utility be directed to work with the Public Works Department to provide a report to Council within 180 days on consolidating all city garbage collection into the utility's operations with details such as, but not limited to, Public Works abandoned waste calls for service and costs, and the cost to consolidate the various Public Works garbage services, both private and public, with costs separated.

On May 30, 2023, Council granted an extension of 120 days for the Public Service to report back on the matter.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no immediate implications to the Recommendations of this report.

HISTORY/DISCUSSION

Garbage collection in the City of Winnipeg is delivered by resources in both the Water and Waste Department and the Public Works Department.

Water and Waste

The Water and Waste Department provides collection of garbage, recycling and yard waste collection using various different collection methods throughout the city all through contracted service. The annual budgeted costs are as follows:

- Residential, small commercial, charities, Collection of garbage, recycling, and yard waste services - $30,854,152
- Front Load Collection services of garbage to multi-family, commercial, charities and city facilities by contracted services - $3,312,000
- Front Load Collection services of recycling to multi-family, commercial, charities and city facilities by contracted services - $560,000
- Roll Off Container Collection to multi-family and city facilities by contracted service - $199,100
- Large items and abandoned large items (Bulky Waste), recycling depot collection and arson sweep material to a designated facility - $840,000
- Collection of appliances containing ozone-depleting substances as well as Dead Animal removal city-wide - $109,000

Total annual expenditures in the Water and Waste Department are approximately $35.9 million.

Public Works

The Public Works Department currently services over 4,500 litter containers/bins, 1,600 of which are located on street rights-of-way, serviced by the Streets Maintenance Division. The remaining 2,900 litter containers/bins are in parks, playgrounds, community centers, athletic fields, boulevards and pathways, and are serviced by the Parks and Open Space Division. The combined yearly cost to provide this service is $4.175 million. The Streets Maintenance Division also collects loose litter and debris at an estimated cost of $560,000 per year. Total annual expenditures in the Public Works Department are approximately $4.7 million.

The Streets Maintenance Division has four full time equivalent (FTE) positions that are assigned to litter container/bin collection. These positions service 1,353 of the 1,600 bins in the street right-of-way. The remaining 256 bins are serviced by a supplemental service contract.

The Parks and Open Space Division staff service the 2,900 litter containers/bins at City facilities as part of their regular assigned mix of duties.

The Streets Maintenance Division collects loose litter and debris by re-assigning staff and equipment from other duties as needed.

The estimated annual cost for both Departments to deliver garbage collection service is broken down by activity in Table 1, below:

Water and Waste	
Collection of garbage, recycling, yard waste (residential, small commercial, charities)	$30,854,152
Collection of garbage (front load MFD, commercial, City facilities, charities)	$3,312,000
Collection of recycling (front load MFD, commercial, City facilities, charities)	$560,000
Roll-off container collection (MFD, City facilities)	$199,100
Large items, Abandoned/Bulky Waste, Depot Collection, Arson Sweeps	$840,000
Appliances/ozone and Dead Animal removal	$109,000
total WWD	**$35,874,252**
Public Works	
1353 bins - street right-of-way (by Streets Maintenance / 4 FTEs)	$565,000
256 bins - street right-of-way (by contract)	$110,000
2900 bins - parks, playgrounds, community centres, (Parks & Open spaces)	$3,500,000
total for bins	$4,175,000
Loose litter & Debris - (by Streets Maintenance / non-dedicated staff)	$560,000
total PWD	**$4,735,000**

Table 1: Estimated Annual Cost for Garbage Collection by Department

Next Steps – 311 Requests

311 manages all calls for bulky waste, loose litter, debris, and abandoned waste. They assess the nature of each call and direct it to the correct department for resolution. Since different Departments are responsible depending on specifics of the situation, there is a risk of customer frustration if there are any delays in assigning and completing requested tasks.

Consolidation of administrative responsibility can be done by directing all garbage and solid waste service requests to the Water and Waste Department going forward. The Public Service will centralize the coordination and follow-up on service requests in the Solid Waste Utility.

Next Steps - Manitoba's Municipal Service Delivery Improvement Program (MSDIP)

The complexity involved in the different delivery models used by each department poses significant challenges in attempting to amalgamate services into one utility. Further consideration and discussions are required regarding heavy equipment availability/utilization between Departments, the impact of potential changes to employee duties/transfer of staff positions, and input from labour representatives.

On August 2, 2023, the Province of Manitoba launched a third intake of the Municipal Service Delivery Improvement Program (MSDIP). The MSDIP provides support for municipalities and planning districts to find ways to improve core services, streamline functions, and find cost efficiencies. The program is intended to improve service delivery without raising taxes or reducing front-line services. Up to $1.5 million is available to support new projects in 2023/24.

The Public Service has applied for funding to evaluate the efficiency and effectiveness of the City's Residential Waste Collection services, including the central coordination of waste collection services. The results of this study will be reported to Council with a request to alter Solid Waste Services and Public Works operations, budget, and resources, if the business case is positive and services will be enhanced. An expected implementation date would be mid-2025 as there would be a lead time required to adjust operations.

FINANCIAL IMPACT

Financial Impact Statement **Date:** September 20, 2023

Project Name:

Consolidating City Garbage Services

COMMENTS:

There are no financial implications associated with the recommendations of this report.

Lucy Szkwarek, CPA, CGA

Lucy Szkwarek, CPA, CGA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with:

- Public Works Department
- Customer Service and Communications Department

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 Goals:
Environmental Resilience

Objectives:

- Minimize and divert waste from landfill.

Policies:

2.16 Waste Minimization

- Improve and sustain performance of the waste reduction and diversion system.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

This report is in accordance with Winnipeg's Climate Action Plan through Strategic Opportunity #6 Waste Reduction and Diversion, and supports the following key directions:

6.4 Support Integrated Resource Recovery Opportunities (Primary Responsibility: Water and Waste Department)

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

One of the guiding principles of the Poverty Reduction Strategy is to promote and maintain the welfare of all residents. The effective management of solid waste services, which looks to increase waste diversion and subsequently reduce landfill waste and harmful emissions, supports the efforts to clean up the environment and to protect the welfare of Winnipeg residents.

Waste management services are provided to all Winnipeggers, in an equitable, inclusive and accessible manner, which reflects Goal 6 of the Winnipeg Poverty Reduction Strategy – All City Services are Equitable, Inclusive and Accessible.

SUBMITTED BY

Department: Water and Waste
Division: Solid Waste Services
Prepared by: Michael Gordichuk
Date: August 2, 2023
File No: G-295