Minutes – Council – July 18, 2024

Minute No. 393
Report – Standing Policy Committee on Water, Waste and Environment – June 28, 2024

Item No. 4 Consolidation of Garbage Collection Operations Review

COUNCIL DECISION:

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

1. That garbage collection operations not be consolidated into one department, and the Public Service proceed with operational changes to improve abandoned waste collection within the current administrative structure.

2. That the Public Service review the impact of planned operational changes, increased budget, and consolidated administration of garbage collection requests and report back in 360 days.

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

Report – Standing Policy Committee on Water, Waste and Environment – June 28, 2024

DECISION MAKING HISTORY:

Moved by Councillor Mayes,

That the recommendation of the Standing Policy Committee on Water, Waste and Environment be adopted by consent.

Carried

Councillors Eadie and Wyatt were absent from the vote on the above motion.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 9, 2024, 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 June 28, 2024, 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 June 27, 2024, 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 30 days be granted for the Winnipeg Public Service to report back on the following:

    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

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

Report – Standing Policy Committee on Water, Waste and Environment – June 28, 2024

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 18, 2024, 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 31, 2024, the Standing Policy Committee on Water, Waste and Environment concurred in the recommendation and submitted to the Executive Policy and Council that an extension of time of up to 30 days be granted for the Winnipeg Public Service to report back on the matter.

COUNCIL DECISION:

On October 26, 2023, Council concurred in the recommendation of the Standing Policy Committee on Water, Waste and Environment and adopted the following:

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.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On October 17, 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.

Report – Standing Policy Committee on Water, Waste and Environment – June 28, 2024

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION:

On October 12, 2023 the Standing Policy Committee on Water, Waste and Environment concurred in the recommendation and submitted to the Executive Policy Committee and Council that an extension of time of up to 180 days be granted for the Winnipeg Public Service to report back on the matter.

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 concurred in the recommendation and submitted to the Executive Policy Committee and Council 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 – June 28, 2024

DECISION MAKING HISTORY (continued):

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: Consolidation of Garbage Collection Operations Review

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

AUTHORIZATION

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

EXECUTIVE SUMMARY

This report reviews the current performance of the City's garbage collection services, and recommends against full consolidation of operations into one City Department. The Public Service is making changes within the existing administrative structure to improve debris and abandoned waste collection.

A review of current trends in garbage collection data shows improvement in abandoned waste pick up, which is an area of recent public concern and a factor in the request to consolidate operations. The reduction in calls is expected to continue with the recent Council approval of the 2024-2027 multi-year budget, which included a 100 percent increase in funding from 2023 to 2025 for abandoned/bulky waste area sweeps in targeted neighbourhoods.

The Council-adopted Strategic Priorities Action Plan (SPAP) Priority Action 5.4 is to "Consolidate departmental responsibilities for garbage collection to one City department."

The Public Service consolidated administrative responsibilities into the Water and Waste Department (WWD) in February 2024. With administrative consolidation, WWD receives requests from multiple sources (311, area businesses, other City departments) and reassigns the work to the appropriate department for resolution. This is the most effective utilization of existing staff and fleet resources and does not require increased Full Time Equivalents (FTEs) or fleet expenses.

Implemented and upcoming changes include:

- Consolidation of administrative responsibility for garbage and debris pick up in WWD.
- Increased frequency of bulky sweep program from 1,000 hours in 2023 to 2,000 hours in 2025 in the approved 2024-2027 multi-year budget. This will allow year-round sweeps.
- Expanded boundaries for the bulky sweep program.
- Allowance to empty contaminated recycling carts in the downtown area.
- WWD will collaborate where possible within the Encampment Clean-up Pilot Project.

Consolidation would require either the transfer of work duties from City staff to contract staff, or a net increase in staff and fleet units and increase to the operating budget.

The Public Service recommends reviewing the impact of these measures after one year of operation to capture the results during all four seasons and report back to Council.

RECOMMENDATIONS

1. That garbage collection operations not be consolidated into one Department, and the Public Service proceed with operational changes to improve abandoned waste collection within the current administrative structure.

2. That the Public Service review the impact of planned operational changes, increased budget, and consolidated administration of garbage collection requests and report back in 360 days.

3. That 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 October 26, 2023, Council concurred in the recommendation of the Standing Policy Committee on Water, Waste and Environment and adopted the following:

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.

IMPLICATIONS OF THE RECOMMENDATIONS

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

HISTORY/DISCUSSION

During the COVID-19 global pandemic, cities across Canada, including Winnipeg, began to experience increases in litter and abandoned waste. Regina, Saskatoon, Calgary and Edmonton have described the same issues to the Municipal Benchmarking Network Canada and the National Solid Waste Benchmarking Initiative.

On September 22, 2022, the Public Service was directed to report back to Council on consolidating all City garbage services into the utility's operations, with details on administration, costs to consolidate with garbage services in the Public Works Department (PWD), and existing costs for both public and private services.

On September 29, 2023, Council adopted the Strategic Priorities Action Plan (SPAP). SPAP Priority Action 5.4 identifies "Consolidate departmental responsibilities for garbage collection to one City department." Consolidating all collection will change existing employee duties, reporting structures, and the scope of contracted services.

The Public Service reported back to Council on October 26, 2023, with:

- The costs of the current garbage and recycling collection services done by both the Water and Waste Department (WWD) and PWD. WWD provides collection of garbage, recycling and yard waste, including abandoned waste, bulky waste, arson sweeps and some commercial property services for approximately $36 million per year. PWD collects garbage from litter containers at city locations and street right-of ways for approximately $4.74 million per year.

- The intention to consolidate the administrative responsibility for waste collection requests under WWD.

- The request that the WWD apply to Manitoba's Municipal Service Delivery Improvement Program (MSDIP) for funding to evaluate the City's waste collection services.

Consolidation of administrative responsibilities was completed in February 2024. WWD receives requests from multiple sources (311, area businesses, other City departments) and reassign the work to the appropriate department for resolution.

The application to MSDIP was not selected by the Province to proceed in the program.

Current garbage collection operations - resources

WWD and PWD provide garbage collection services differently, as detailed in the October 26, 2023, report to Council.

WWD provides residential, commercial, and City facility collection with bins, front load dumpsters, and roll off containers. Large items/appliances, abandoned bulky waste, depot collection, dead animal removal and Arson Sweep services are also administered by WWD. All of these services are delivered by contracted services only.

PWD provides collection of the litter bins placed in the street right-of-way with the equivalent of four full time Streets Maintenance staff, supplemented with contracted services. Litter bins in City parks/playgrounds are collected as one of multiple duties by Parks and Open Space staff. Loose litter and debris are also collected intermittently by Streets Maintenance staff and fleet equipment.

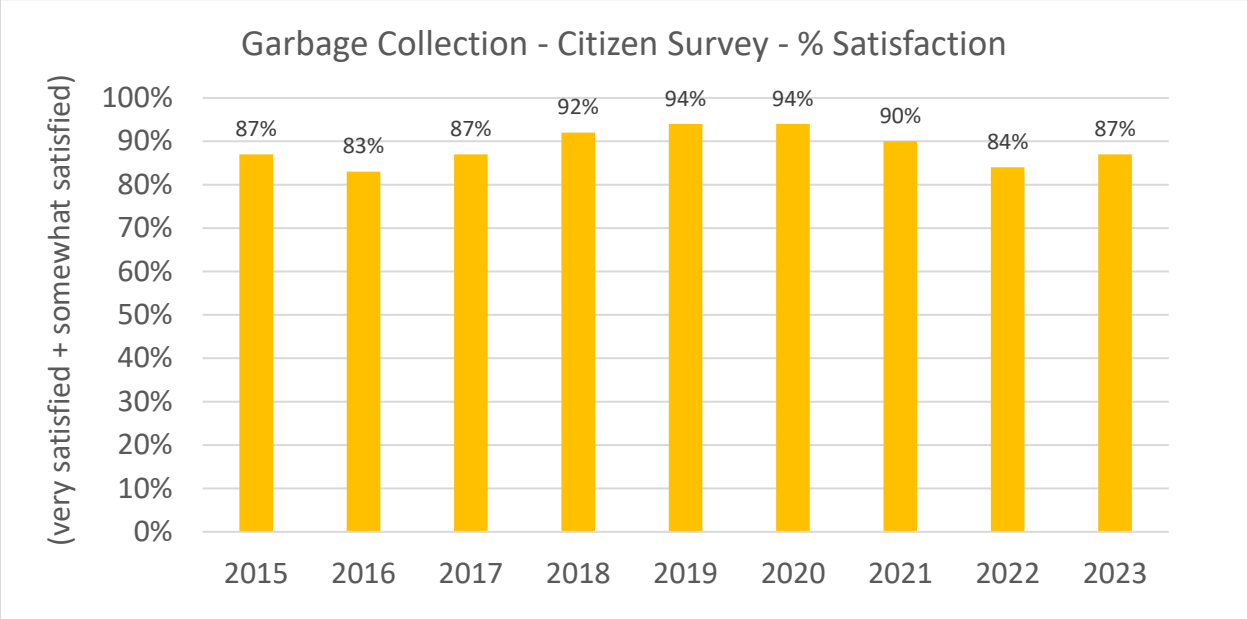
Transfer of partial duties from existing staff to net new staff in WWD would result in underutilized positions. Similarly, transferring work of fleet assets from PWD to WWD would require net new fleet units to provide current functionality, and would result in underutilized fleet equipment as there is no full time PWD debris collection activity. Alternately, the transfer of duties and equipment needs from PWD to WWD could be done by increasing contract work. However, the increased contract expenditures would not be offset by savings since the existing PWD equipment and operators remain for other duties.

As a result, consolidation of collection operations in WWD will reduce efficiency/utilization, and would require either the transfer of work duties from City staff to contract staff, or a net increase in staff and fleet units.

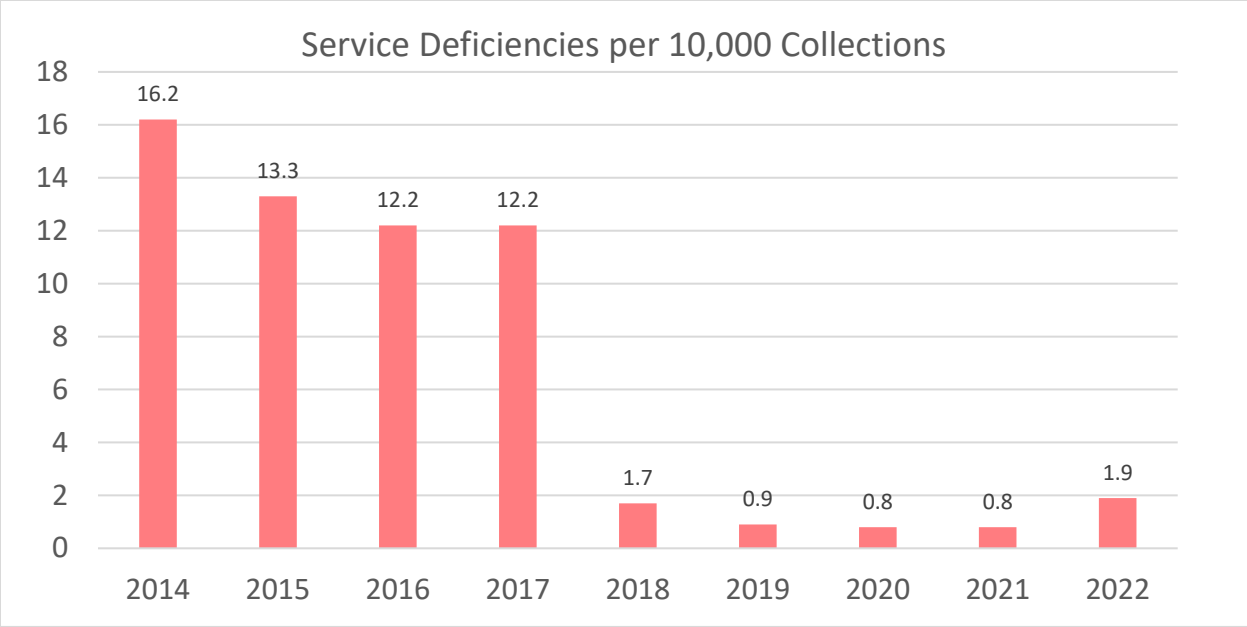
Current garbage collection operations – performance

The current performance of the City's garbage collection operation is reflected in customer survey results, collection deficiency tracking, calls for bulky/abandoned waste pickups, and expenditure tracking for debris removal. Each of these areas were reviewed to determine trends and opportunities for improvement.

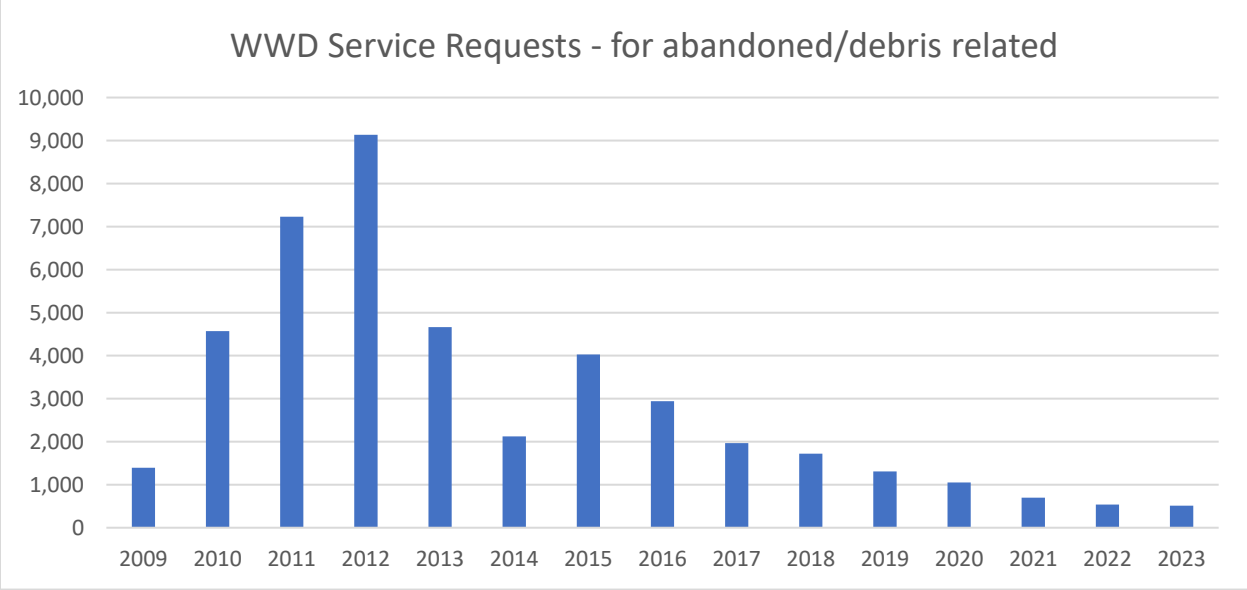
Customer satisfaction survey results for overall garbage collection remains high year to year. The results are charted below.



Service deficiencies per 10,000 collections is tracked as part of the contract performance monitoring. The significant change in 2018 is related to change in collection contractors. The trend remained stable through the last five years. This data is charted below.

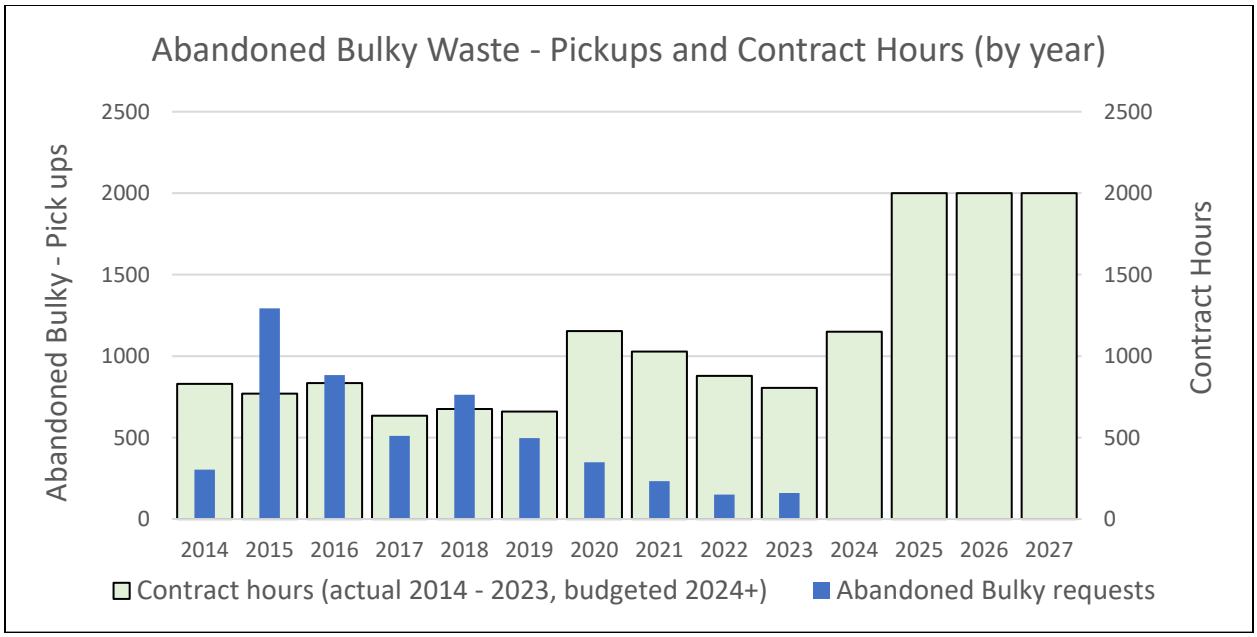


Calls and requests for pickup of abandoned/bulky waste have been steadily decreasing since the transition away from autobins in 2013 and the subsequent implementation of periodic area clean ups and arson sweeps in 2014. This data is shown in the following chart.



Next steps

The recently approved increase in budget for abandoned/bulky waste pick up will double the amount of contract hours available for proactive sweeps in targeted areas. Area sweeps will also happen year-round instead of only during summer months. Previous annual hourly expenditures for this activity correspond to significant increases in calls/requests for waste pick up, as shown in the chart below.



Since the consolidation of operations would reduce efficiencies and does not clearly relate to an expected service improvement, the Public Service does not recommend pursuing it. Instead, the Public Service recommends to proceed with operational changes to improve abandoned waste collection within the current administrative structure.

Implemented and upcoming changes include:

- Consolidation of administrative responsibility for garbage and debris pick up into WWD.
- Increased frequency of bulky sweep program. The increase is from 1,000 hours to 2,000 hours (in 2025), approved in the 2024-2027 multi-year budget.
- Expanded boundaries for the bulky sweep program.
- Allowance to empty contaminated recycling carts in the downtown area on an “as required” basis.
- WWD will collaborate where possible within the Encampment Clean-up Pilot Project.

The Public Service recommends reviewing the impact of these measures after one year of operation to capture the results during all four seasons.

FINANCIAL IMPACT

Financial Impact Statement **Date:** April 26, 2024

Project Name:

Consolidation of Garbage Collection Operations Review

COMMENTS:

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

M. Bunkowsky for

Lucy Szkwarek, CPA, CGA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with:

- Public Works Department

OURWINNIPEG POLICY ALIGNMENT

This report is in accordance with the OurWinnipeg policies through

OurWinnipeg Reference:

Goal #1: Leadership and Good Governance.

- Policy 1.7 - Equitable Service Access: Identify and provide access to, a base level of municipal services to everyone, directly or facilitated through partnerships. Remove systemic barriers to participation, based on race, national or ethnic origin, colour, religion, age, sex, sexual orientation, gender identity or expression, marital status, family status, physical or mental ability, official language used, citizenship status, socio-economic status, geographic location or climate change vulnerability

Goal #4: Good Health and Well-Being.

- Policy 4.9 Inclusive Public Places Provide and promote the amenities, and the design and maintenance standards, necessary to ensure accessible, safe and sanitary conditions in gathering spaces frequented by the public

Goal # 5: Social Equity. Policy 5.1 Equitable Service Access

- Provide municipal services through an age-friendly lens that promotes equitable access for all, with a focus on the youngest, oldest, and systemically disadvantaged members of the community

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

4.6 – Supporting Encampments – Community Clean-ups

Collaborate with key community partners to provide timely support for mindful community clean-ups at encampments. The City will be mindful of the needs and circumstances of encampment residents, and will work in partnership with community partners who can provide social outreach and supports.

4.8 – Litter Collection in Main St. Area

Engage community partners in the Main St. & Logan Ave. area (specifically the Business Improvement Zones and shelter providers) to evaluate current location and number of loose litter receptacles and collaboratively program solve to address loose litter and garbage concerns

4.9 – Garbage Collection

Work across departments and with community groups who support low income and unsheltered Winnipeggers to identify and address garbage collection concerns, particularly in areas of high poverty

SUBMITTED BY

Department: Water and Waste Department
Division: Solid Waste Services
Prepared by: T. W. Shanks, M. Eng., P. Eng., Director
Date: May 15, 2024
File No.: G-303