

**THE CORPORATION OF THE CITY OF WINDSOR  
OFFICE OF THE CITY ENGINEER- Operations**

**MISSION STATEMENT:**

*"Our City is built on relationships – between citizens and their government, businesses and public institutions, city and region – all interconnected, mutually supportive, and focused on the brightest future we can create together."*

<b>LiveLink REPORT #: 17800 SW2015</b>	<b>Report Date: June 26, 2015</b> (4091-07/22/15:eb)
<b>Author's Name: Anne-Marie Albidone</b>	<b>Date to Council: August 4, 2015</b>
<b>Author's Phone: 519 974-2277 ext. 3123</b>	<b>Classification #:</b>
<b>Author's E-mail: aalbidone@citywindsor.ca</b>	

**To: Mayor and Members of City Council**

**Subject: Bulk Collection – Response to CQ19-2015**

**1. RECOMMENDATION: City Wide  Ward**

That Council **APPROVE** Option A of this report, consisting of established current practices for dealing with illegally dumped bulk items.

**EXECUTIVE SUMMARY: N/A**

**2. BACKGROUND:**

During the April 7<sup>th</sup>, 2015 Council Meeting, the following question was posed by Councillor Holt, moved by Councillor Marra and seconded by Councillor Payne:

**CQ19-2015**

Asks that Environmental Services report back to Council regarding the corporate implications of instituting a municipal pick up of large items refuse. At the recommendation of Windsor Police Services and Windsor Fire and Rescue, the removal of large items such as furniture and mattresses will help eliminate the fuel in many arsons within the city. Utilize historical data and research best practices from other peer municipalities to recommend to council how best to deal with the dumping of oversized items in our alleys and parks in an effort to best protect the property and increase the safety of our neighbourhoods.

This report serves as a response to CQ19-2015.

**3. DISCUSSION:**

The City of Windsor has not offered curb side residential collection of bulk items in well over 30 years. The move away from this service was in support of the philosophy of generator responsibility and the principles of environmental stewardship. A curb side bulk pick up program encourages people to increase waste and not take responsibility of diverting that waste (via charities, or re-use options).

As Ontario attempts to move towards attaining 60% waste diversion, the concept of ‘generator responsibility’ is being embraced by many municipalities and is the corner stone of the extended producer responsibility model being proposed in the Ontario Legislature.

Currently, residents with large items have the following options for disposal:

1. Bring the item to a not-for-profit organization such as Goodwill, St. Vincent de Paul, various other charities, or thrift stores. Some of these organizations offer a limited curb side collection as well, at no charge;
2. Sell the item(s) in a garage sale, or on websites such as kijiji;
3. Bring the item to the Public Drop Off, open 6 days a week; a minor tipping fee would apply. Currently if the item is under 100kg (200lbs) the charge would be \$5.00 for 4 such visits in a year.
4. Hire a private hauler to remove the items.

Unfortunately some residents chose to dump their items illegally. However, over the last 30+ years there has not been any significant increase or decrease in illegal dumping in alleys. An audit of the alleys where garbage collection occurs was conducted on May 21, 2015. These alleys are generally bounded by Caron and Walker Rd, Tecumseh and Riverside Dr. The following is a list of the items dumped illegally.

Item	Amount
Couch/love seat	32
Mattresses	31
Recliners/chairs	16
Shopping carts	16
Toilets	5
Desk	4
Table	3
Tires	3
Loose wood	3
Door	3
Dresser	1
Counter top	1
Television	1
Headboard	1
Concrete	1
<b>TOTAL</b>	<b>121</b>

Considering there are approximately 20,999 homes in the area surveyed, the amount of illegal dumping in alleys appears to be generated from a very small portion of residents. If each of the above items came from a separate home, this would represent only 0.58% of the homes.

A research of Ontario municipalities indicates that some form of curb side bulk collection is offered – although at a wide variety of service levels. Some offer collection of bulk items with regular garbage collection; some offer the collection on specific days throughout the year; and some offer collection on an as requested basis (residents must call in to request the service). Most large municipalities limit the number of bulk items allowed per collection to 2 or 3. Despite the level of collection, all municipalities indicated that they still experience illegal dumping.

Administration also obtained information from Metro Vancouver as it is well known to be on the cutting edge of environmental sustainability and boasts a diversion rate of 60%. The City of Vancouver does not offer a bulk collection service and encourages their residents to deal with bulk items in the same fashion as the City of Windsor.

Furthermore, the Township of Langley, B.C. recently underwent an extensive analysis of litter and illegal dumping, and developed a new anti-dumping strategy to reduce the \$400,000 a year cleanup cost associated with illegal dumping - this is despite having a bulk pick up service. The recommendation in the strategy was not to increase the bulk pick up service, but rather revise existing regulations so that enforcement officers are not required to catch people in the act of dumping in order to charge them. In other words, camera footage or identifying literature found in the waste would be sufficient to lay a charge. It is unclear if such a regulation would be sustainable in the City of Windsor, and would require further investigation.

Offering a bulk collection service could *reduce* the amount of illegal dumping of large items. However, as witnessed in other municipalities, it will not *eliminate* the problem. No matter the level of bulk collection service, illegal dumping still occurs.

The removal of large items referred to by the WFD was not in reference to a service provision but rather that if fewer of these items are placed out (either illegally or as part of a collection service) then fewer fuel sources would be available. The WFD does not suggest that a bulk collection program would solve deliberately set fires.

Furthermore, instead of items being dumped illegally, they will simply be placed legally in alleys or curb side – as will the many items currently being brought to the Public Drop Off or charities. Nonetheless, a bulk collection service would certainly be helpful to residents without transportation, and/or with limited financial or physical abilities. Should Council chose to offer a bulk collection service there are a variety of options. For the sake of simplicity, Administration recommends considering the following options.

#### **Option A (Recommended by Administration)**

Continue with the current practice of encouraging residents to re-use, re-sale or bring their item to the Public Drop off facility. This is the recommendation of Administration. This option has been in place for well over 30 years and yet of the alleys surveyed, there were only 121 items illegally dumped. For the past 30 years, illegal dumping in alleys has been essentially the same. While illegal dumping is inconvenient and frustrating, the statistics show overwhelmingly that residents are taking responsibility for their items with no additional cost to taxpayers. Furthermore, charitable organizations such as Goodwill continue to expand locations and services, making donation increasingly easier.

#### **Option B**

Offer a curb side collection service for large items (excluding metal, appliances, construction material and household chemical wastes) on a monthly basis. In this option residents would call 311 to request the service and be limited to 2 items (Council may chose any number of items). The reason to limit the number of items is to ensure the collection schedule is maintained. If residents are allowed to put out an unlimited amount of items we could not guarantee an area would get collected on the scheduled day. This service could be performed by Local 82 (in house) or by contracted services. Details of each are described below under the financial section. The service

would be offered only between the months of April – November, on a monthly basis for each collection zone. Winter collections would be problematic due to snow, ice and snow banks and therefore would not be offered during the months of December, January, February and March.

Should Council select Option B, utilizing Local 82 employees, the suggested recommendation would be as follows:

*That Council **APPROVE** Option B of this report, consisting of a curb side bulk collection program at a frequency of once per month per household and a limit of 2 items per collection, as well as winter control support and spring sidewalk cleaning program, to be performed by Local 82 employees, with an issue to be brought forward as part of the 2016 Operating and Capital Budget; **OR***

Should Council select Option B, with contracted services, the suggested recommendation would be as follows:

*That Council **APPROVE** Option B of this report, consisting of a curb side bulk collection program at a frequency of once per month per household and a limit of 2 items per collection and that Administration be **AUTHORIZED** to develop a tender for this service to be delivered by the private sector and the result brought back to Council for decision, with an issue to be brought forward as part of the 2016 Operating Budget.*

### **Option C**

Provide each home with one or two vouchers for free disposal of a bulk item (either to a maximum weight, or for specific items) at the Public Drop Off facility. The associated fee for the disposal would be charged to the City of Windsor instead of the resident. This would allow the resident to bring their unwanted item at any time and at no direct cost to them. However, for those without suitable transportation, the vouchers would assist financially but they would still be required to seek assistance from family, friends or private industry to bring the item to the depot.

Should Council select Option C, the suggested recommendation would be as follows:

*That Council **APPROVE** Option C of this report, consisting of one voucher to be included in the 2016/2017 Collection Calendar, effective April 2016, with an issue to be brought forward as part of the 2016 Operating Budget.*

### **Option D**

Many municipalities include bulk collection in their tender for residential collection service. The current contract for garbage collection is set to expire November 30, 2017. It is anticipated that including a bulk collection program within the garbage collection tender would solicit the most competitive price for such a collection. A bulk collection service could be included in the next tender as an option, giving Council the choice to accept or reject the service while still proceeding with the residential collection portion of the contract.

Should Council select Option D, the suggested recommendation would be as follows:

*That Council **APPROVE** Option D, consisting of a curb side bulk collection service option to be included in the next Waste Collection Service Contract at a*

*frequency of once per month per household and a limit of 2 items per collection, and that such option be at the discretion of Council without effect on the remainder of the collection contract.*

Below is a table of the options and their associated advantages and disadvantages.

OPTION	ADVANTAGES	DISADVANTAGES
<b>A</b> (Status Quo)	<ul style="list-style-type: none"> <li>• Supports generator responsibility and encourages reuse/recycle</li> <li>• Least cost to the taxpayer(details provided in financial matters)</li> <li>• 99% of residents are following this method without issue</li> <li>• Least amount of items in alleys/curb side that can be used as a fuel source.</li> </ul>	<ul style="list-style-type: none"> <li>• Difficult for residents without transportation or with limited physical abilities</li> <li>• Illegal dumping will not change</li> <li>• Cost to the resident to dispose of item properly (\$5- \$10 for the average sofa).</li> </ul>
<b>B</b> (Curb Side Collection)	<ul style="list-style-type: none"> <li>• Convenient for resident</li> <li>• Likely to reduce amount of bulk items illegally dumped</li> <li>• Assist landlords during move in/out</li> <li>• If conducted with Local 82 employees, would increase service in other areas such as street and sidewalk sweeping.</li> </ul>	<ul style="list-style-type: none"> <li>• Most costly option (details provided in the financial section)</li> <li>• Discourages reuse/recycle, thereby impacting landfill capacity</li> <li>• Will not eliminate illegal dumping</li> <li>• Currently goes against ByLaw 2-2006 – therefore would require bylaw amendment</li> <li>• Creates competition with private sector haulers</li> <li>• Moderate risk of WSIB claims (if performed in-house)</li> <li>• Items suspected of bed bugs (both for in-house or contracted service) will cause delays in collection and increase the likelihood of further infestations.</li> <li>• Increased amount of items that could be used as a fuel source</li> </ul>
<b>C</b> (Vouchers)	<ul style="list-style-type: none"> <li>• Provides some convenience for residents (reduced cost)</li> <li>• Residents would still be encouraged to reuse/recycle</li> <li>• Assists landlords during move in/out</li> </ul>	<ul style="list-style-type: none"> <li>• Residents still need to bring the item to the Public Drop Off</li> <li>• Cost is more than Option A but less than Option B</li> <li>• Will not eliminate illegal dumping</li> </ul>
<b>D</b> (Tender in 2017)	<ul style="list-style-type: none"> <li>• Provide the most competitive contracted rate</li> <li>• Assists landlords during move in/out</li> <li>• Likely to reduce the amount of bulk items dumped illegally</li> </ul>	<ul style="list-style-type: none"> <li>• Discourages reuse/recycle, thereby impacting landfill capacity</li> <li>• Will not eliminate illegal dumping</li> <li>• Currently goes against ByLaw 2-2006 – therefore would require bylaw amendment</li> <li>• Creates competition with private sector haulers</li> <li>• Items suspected of bed bugs (both for in-house or contracted service) will cause delays in collection and increase the likelihood of further infestations</li> <li>• Increased amount of items that could be used as a fuel source</li> </ul>

#### **4. RISK ANALYSIS:**

There will still be a risk of illegal dumping and its associated hazards (fire, rodents, etc.) with all options presented. This risk is rated significant in all options and should be monitored by the Manager of Environmental Services. Currently a bylaw exists that attributes the responsibility of removal to the abutting homeowner. Option A and C mitigate this risk as they result in the least amount of items set out. Neither option will eliminate the risk.

There are no additional risks associated with Option A; however there are with options B, C and D.

##### ***Additional risks to Option B and D***

With Option B and D, there is a moderate risk of lack of budgetary funds if the demand for curb-side collection is greater than anticipated. The Financial Matters details an anticipated tipping fee and labour fee. This figure however, is highly speculative. Should the program prove to be more popular, the tipping fee and labour / benefit costs could grow quite quickly. Furthermore there remains the significant risk associated with illegally dumped items (fire, rodents, etc) since collection may not happen for several days or weeks after the dumping has occurred.

There is also a moderate risk of an increase of WSIB claims should the service be provided by CUPE Local 82 workers. The items eligible for the bulk program are by nature awkward to handle and over 44lbs (the current limit for waste containers). Even when using safe lifting techniques, employees will be at increased risk of injury. The Financial Matters include a cost estimate for one claim, however more than one claim could cause a budget breach. This risk could be mitigated by employing contracted forces for the service; however their anticipated costs for similar claims would be factored into their rate.

Lastly, a moderate risk exists from issues arising from bedbugs and infestations. A work procedure would be developed to address these issues; however, delays in service are likely to occur.

##### ***Additional risks to Option C***

With Option C, there is a moderate risk of fraud associated with the vouchers. There is a possibility that some vouchers may be copied or sold for a profit. A mitigating strategy could be to add content to the vouchers that would be difficult to replicate or copy.

## 5. FINANCIAL MATTERS:

Below is a table summarizing the incremental costs of the various options presented above. Please note that the cost estimates provided are purely speculative and are meant to acknowledge the cost factor only.

	OPTION A	OPTION B		OPTION C	OPTION D
		CONTRACTED	LOCAL 82		
<b>Operating</b>					
Contract Price		\$140,000			\$100,000
Tipping Fees		\$77,000	\$77,000	\$77,000	\$77,000
Labour/Benefits			\$146,600		
WSIB Costs			\$24,000		
Fleet			\$67,200		
<b>Incremental Costs</b>	<b>\$0</b>	<b>\$217,000</b>	<b>\$314,800</b>	<b>\$77,000</b>	<b>\$117,000</b>
<b>Less: Overtime</b>			<b>\$(8,000)</b>		
<b>Net Incremental Operating Costs</b>	<b>\$(0)</b>	<b>\$217,000</b>	<b>\$306,800</b>	<b>\$77,000</b>	<b>\$117,000</b>
<b>Incremental Capital Costs</b>			<b>\$300,000</b>		

In Option A, there would be no financial impact to the current operating budget. The current illegal dump site budget is set at \$101,000 per year and is used to clean up municipal properties and public right of way.

In Option B, the estimated cost for contracted collection service is \$140,000 per year. In addition it is anticipated that the associated tipping fees would be in the range of \$77,000 (based on 25% of homes requesting the service at 250lbs each), for a total incremental program cost of \$217,000. These are estimates. It is anticipated that at the onset of any new program the initial demand will be high and difficult to properly estimate.

If Option B was to be serviced in-house with Local 82 employees it is expected to cost \$146,600 for 2 FTE, an additional \$24,000 for possible WSIB costs, and \$67,200 yearly rental rate for the needed fleet. Furthermore, a new garbage truck would need to be purchased at a capital cost of approximately \$300,000. However, these additional operating costs could be offset by those same FTEs performing other duties such as street sweeping (thereby reducing the overtime wages by \$8,000); and performing sidewalk sweeping (currently not part of the base operating budget, but for which Council approved one-time funding of \$250,000 and \$100,000 in 2014 and 2015 respectively). Assuming the same \$77,000 in tipping fees indicated above is used, the total incremental operating cost of this option is \$306,800.

Furthermore, during the winter months, these two FTE would form part of the Winter Control program and therefore their wages for December – March would form part of the winter control budget. The same tipping fees would apply. Although the total in-house bulk pick up would cost \$306,800, it would include enhanced street and sidewalk sweeping as well as enhanced winter control staffing.

If Option B, under either scenario, is selected, service is projected to commence in 2016. As additional funds are required, an issue will need to be brought forward as part of the 2016 Operating Budget process.

If Option C is Council's preference, it is recommended that it be implemented in 2016. Vouchers could be included in the Waste Collection Calendar and therefore not add any cost for printing or mailing. Each home in the City of Windsor receives the Calendar. The cost of this option would then lie solely in the tipping fees for items brought in.

Again, assuming 25% of the population would take advantage of the coupon (at one item weighing 250 lbs), the tipping fee would be around \$77,000; 50% of the population would equate to an estimated \$153,990 and 100% of the population could result in \$307,980. All of the costs outlined for Option C are incremental, and therefore, would require an issue being brought forward as part of the 2016 Operating Budget process.

In Option D, it is estimated that the cost for the service will be more competitive since the bidder would be able to coordinate collection with that of residential garbage, thereby providing a more efficient service. The cost provided in this report is pure speculation. If this option were to be chosen by Council, Administration would ensure the tender would allow for Council to choose the service level they determine to be the most appropriate. Additionally, Council should be aware that if this option is selected, a commitment of additional budget funds will be required for the term of the contract, beginning 2018.

The difficulty with Options B, C and D, is estimating the tipping fees. Those residents that are currently following proper disposal options will cease to do so with curbside collection – they will instead opt to have the City collect their items. The more residents participate in any of these options, the more the tipping fees will rise.


## **6. CONSULTATIONS:**


By Law Enforcement  
Finance  
Windsor Fire Department  
Windsor Police Services

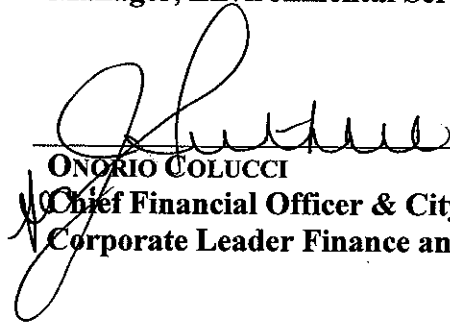
## **7. CONCLUSION:**


Illegal dumping of bulk items is nothing new, and in fact has not significantly changed over the years. Most residents have been accountable for their items and have used a local charity, private resale or the Public Drop Off. Given the low number of items in the alleys, at the time of this report, it appears that for the vast majority of residents, transportation, tipping fees and hours of operation do not appear to be deterrents to proper disposal. Furthermore, despite bulk collection programs all municipalities polled still deal with illegal dumping. A curbside collection will be costly and will add to the number of items arsonists could use to fuel a fire.




  
**ANNE-MARIE ALBIDONE**  
Manager, Environmental Services

  
**MARK WINTERTON**  
City Engineer and Corporate Leader  
Environmental Protection & Transportation

  
**ONORIO COLUCCI**  
Chief Financial Officer & City Treasurer  
Corporate Leader Finance and Technology

  
**DWAYNE DAWSON**  
Executive Director of Operations

  
**HELGA REIDEL**  
Chief Administrative Officer

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**APPENDICES:**  
**DEPARTMENTS/OTHERS CONSULTED:**  
Name:  
Phone #: 519          ext.

**NOTIFICATION :**

Name	Address	Email Address	Telephone	FAX