

# OPERATIONS COMMITTEE AGENDA

Operations Committee Meeting
Monday, February 1, 2016
Tom Davies Square

# **COUNCILLOR ROBERT KIRWAN, CHAIR**

**Evelyn Dutrisac, Vice-Chair** 

3:00 p.m. OPERATIONS COMMITTEE MEETING COMMITTEE ROOM C-11

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<u>DECLARATIONS OF PECUNIARY INTEREST AND THE GENERAL NATURE</u>
<u>THEREOF</u>

# **CONSENT AGENDA**

(For the purpose of convenience and for expediting meetings, matters of business of repetitive or routine nature are included in the Consent Agenda, and all such matters of business contained in the Consent Agenda are voted on collectively.

A particular matter of business may be singled out from the Consent Agenda for debate or for a separate vote upon the request of any Councillor. In the case of a separate vote, the excluded matter of business is severed from the Consent Agenda, and only the remaining matters of business contained in the Consent Agenda are voted on collectively.

Each and every matter of business contained in the Consent Agenda is recorded separately in the minutes of the meeting.)

#### CORRESPONDENCE FOR INFORMATION ONLY

C-1. Report dated January 20, 2016 from the General Manager of Infrastructure Services regarding Winter Sidewalk Maintenance Enhancements.

4 - 54

(FOR INFORMATION ONLY)

(Copy of the report dated September 3, 2014 as per the request at the January 18, 2016 Operations Committee meeting.)

# **REGULAR AGENDA**

#### **MANAGERS' REPORTS**

R-1. Report dated January 20, 2016 from the General Manager of Infrastructure Services regarding Review - Garbage Collection Policies.

55 - 61

(RESOLUTION PREPARED)

(A report to review the options to reduce the garbage bag limit from 3 to 2 units and to change the frequency of co-collection for garbage/leaf & yard trimmings from weekly to every other week).

#### **MOTIONS**

## M1. Removal of all-way stops

As presented by Councillor Sizer:

WHEREAS on January 9th, 2012, the Operations Committee approved the installation of all-way stops at various intersections, including Lansing Avenue at Melbourne Street and Hawthorne Drive at Westmount Avenue, and that these controls be reviewed after a period of one year after installation;

AND WHEREAS in the report dated August 1st, 2013, staff reported that "the new traffic counts indicate that all-way stops are still not warranted at any of

the above intersections. The follow up studies also indicate that there have not been significant changes in any of the concerns that are typically raised by residents, such as speed, volume and safety. They also result in a significant additional cost to the public in the form of additional delay and fuel consumption. Therefore Staff recommends that all of the all-way stops be removed."

AND WHEREAS at its meeting of November 26th, 2013, Council voted against the removal of the all-way stops at the intersections of Lansing Avenue at Melbourne Street and Hawthorne Drive at Westmount Avenue;

AND WHEREAS as Ward Councillor, I have received much negative feedback on the installation of the all-way stops at the intersections of Lansing Avenue at Melbourne Street and Hawthorne Drive at Westmount Avenue;

THEREFORE BE IT RESOLVED that staff be directed to remove the all-way stops at the intersections of Lansing Avenue at Melbourne Street and Hawthorne Drive at Westmount Avenue as recommended in the report dated August 1st, 2013, and that the procedure to remove the all-way stop signs as outlined in that report from the General Manager of Infrastructure Services regarding All-Way Stop Control – One Year Review be followed with a communications plan.

# <u>ADDENDUM</u>

#### **CIVIC PETITIONS**

#### **QUESTION PERIOD AND ANNOUNCEMENTS**

#### **NOTICES OF MOTION**

#### ADJOURNMENT



# **For Information Only**

## **Winter Sidewalk Maintenance Enhancements**

Presented To:	Operations Committee
Presented:	Monday, Feb 01, 2016
Report Date	Wednesday, Jan 20, 2016
Type:	Correspondence for Information Only

# **Resolution**

For Information Only

# **Background**

See attached report for information.

# Signed By

## **Report Prepared By**

Tony Cecutti General Manager of Infrastructure Services Digitally Signed Jan 20, 16

#### **Recommended by the Department**

Tony Cecutti General Manager of Infrastructure Services

Digitally Signed Jan 20, 16

#### Recommended by the C.A.O.

Kevin Fowke Acting Chief Administrative Officer Digitally Signed Jan 20, 16

# 1. Background

To respond to many questions and concerns received by Councillors and the public regarding sidewalk policies and standards, it was deemed appropriate to bring a report forward to Council.

Council has identified the importance of year-round mobility for pedestrians with an emphasis on a healthy community, and supporting alternative forms of transportation in a sustainable economic manner. Council further resolved that the City of Greater Sudbury accept the challenge to become the most pedestrian friendly City in Ontario by 2015 (Resolution #2007-226). With increasing frequency, residents of our community have been expressing interest in a more active transportation network. These comments are received at various infrastructure public consultation sessions, at various advisory group meetings, and to some extent through the ACR system. In keeping with Council's resolution and the interests of the community, it is recommended that the City move towards an enhanced sidewalk network and enhanced winter sidewalk maintenance. Staff recommend the development of an implementation plan with the assistance of extensive community consultation that covers all geographic areas of the city to establish the recommended increase in funding in this service area over a five year period. The public consultation will be designed to include development of strategies for new sidewalk development, rationalization of existing sidewalk winter maintenance and enhanced winter sidewalk maintenance, including establishing criteria for prioritization of the implementation plan.

There are approximately 425 kilometres of sidewalk connecting neighbourhoods within the City. The City provides winter maintenance to approximately 325 kilometres (75%) of these sidewalks. There are approximately 45 kilometres of 1.2 metres (4-foot) wide sidewalks and 55 kilometres of 1.5 metre (5-foot) wide sidewalks scattered throughout the City that remain unmaintained during the winter months. In order to maintain narrow (1.2 m width) sidewalks, specialty plowing equipment is required. The majority of the 1.2 metre wide sidewalks are located in the communities of Coniston, Copper Cliff, Falconbridge, Garson, Levack, Lively, and Onaping. In many instances, the City inherited these sidewalks which were initially constructed by local mining companies to their respective standards of the time.

In addition, there are many walkways that connect to parks and roads that do not have winter maintenance.

#### 1.1 Winter Sidewalk Maintenance Service Level

Winter sidewalk maintenance involves plowing and sanding sidewalks to reduce slip hazards and provide safe passage for pedestrians during the winter months.

City policy dictates that sidewalks be plowed and sanded once a snow accumulation of 8 centimetres (cm) has fallen or they are to be sanded when ice is detected. The City's current service level allows up to 24 hours after a winter storm has ended to complete a single pass on any of the maintained sidewalks. Sidewalks will remain snow packed throughout the winter.

During non-events, sidewalks are patrolled by road supervisors on a regular basis and spot plowed and/or sanded as deemed necessary.

Winter maintenance service levels provided throughout the City are the same service levels provided by the former area municipalities prior to amalgamation. Since amalgamation, all new

sidewalks, including walkways between roads, that link to an existing maintained sidewalk network receive year-round maintenance.

## 1.2 Winter Sidewalk Maintenance Equipment

Sidewalk winter maintenance is performed with Municipal Tractors (MT's). Operators utilize a straight blade plow or a snow blower depending on weather conditions and available snow storage. They maintain a sidewalk width of approximately 1.5 metres per pass. When plowing with a straight blade, snow is directed either towards the road or property line. Either option is chosen depending on existing circumstances. Snow blowing is required when there is no snow storage available for sidewalk plowing or during heavy snow falls due to the depth of snow.

The City employs a single shift for each sidewalk route. As such, winter maintenance of sidewalks has been designed to the following schedule;

- Time to plow and sand after an 8 cm accumulation of snow = 8 hours
- Time to snow blow and sand after an 8 cm accumulation of snow = 12 hours
- Time to sand after ice is detected = 8 hours (no plowing or snow blowing)





1.3 Current Sidewalk Maintenance Times / Distances

The City provides winter maintenance on approximately 325 kilometres of sidewalk, which are divided into 19 routes. Service data for these routes from six randomly chosen snow storms during the 2012/2013 winter is summarized in Table 1. The 2012/2013 winter was deemed to be a normal / typical Sudbury winter. Table 1 indicates the average time to plow and sand a single pass during a typical 8 cm snow storm including total "deadhead" time. "Deadhead" time refers to the unproductive time that exists within each sidewalk maintenance route. "Deadhead" time includes, but is not limited to, travel time between a depot and a sidewalk route, travel time between sidewalk locations within each route, time to fuel and conduct circle checks. During severe winter storm conditions, "deadhead" time increases when additional sanding is required on sidewalks and the MT's must travel back to their respective depots on multiple occasions to reload with sand in these circumstances.

Naturally, servicing sidewalks located farther away from a maintenance depot increases "deadhead" time. Communities such as Azilda, Broder, Coniston, Copper Cliff, Falconbridge, Garson, Val Caron and Val Therese are situated a significant distance away from the closest depot. In order to meet service times, these areas maintain less sidewalks than those found in communities closer to a maintenance depot such as Downtown Sudbury, Gatchell, Lively and most of New Sudbury. Travel time between sidewalk locations and travel time to and from each respective depot for winter sand contributes quite significantly to "deadhead" time. Appendix 2 provides a list of presently maintained sidewalk routes throughout the City.

As depicted in Table 1, the MT's are fully utilized for the majority of the City's sidewalks routes.

Table 1 – Summary of six (6) random snow storms during the 2012 / 2013 winter season

			Plow & Sand Only (Hrs.)		
Maintenance Sections	Sidewalk Routes	General Route Area Description	Includes "deadhead" Time		
			(typical 8 cm snow storm)		
	1 ODD	Nonchuin Lako Aroo (Beest Beis Welferd Leeshee)	13.0		
	1 EVEN	Nepahwin Lake Area (Regent, Paris, Walford, Loaches)	13.0		
	2 ODD	Old Hospital Area (Paris, York, Ontario, Riverside)	7.3		
	2 EVEN	Old Hospital Area (Falls, Tolk, Olitallo, Nivelside)	r.u		
South	3 ODD	Copper Cliff / Gatchell Area (Southview, Lorne)	10.3		
	3 EVEN	Copper Chin / Catorich / Nea (Coddinview, Lonie)	10.0		
	4 ODD	Downtown Area (St. Anne, Elm, Elgin, Durham, Paris, Brady)	7.7 (Note 1)		
	4 EVEN	Downtown Atoa (of. Anne, Enn, Eight, Burnain, Fans, Brady)	T.T (Note 1)		
	5 ODD	Westend Area (Elm, Lorne, Douglas, Regent, Beatty)	10.0		
	5 EVEN	Troctoria / from (Emil, Editio, Edugrate, Regulit, Educity)			
	6 ODD	Donovan Area (Frood, Burton, Jean, Kathleen, Lansdowne)	10.0		
	6 EVEN	Donovan Aroa (1700a, Batton, Cean, Natificen, Earloadwile)	10.0		
	7 ODD	Flour Mill West (Notre Dame, Kathleen, Morin, College, Cambrian	9.0		
	7 EVEN	Hts.)	0.0		
	8	Southend (Long Lk., Algonquin, Brenda, Martindale, Country Side)	10.3		
	1	Garson / Skead Road / Coniston	10.7		
SE	2	Minnow Lake (Kingsway, Howey, Bancroft, Second)	10.0		
SE	3	Flour Mill East / Lasalle West (Mountain, Notre Dame, Lasalle, Arthur)	8.3		
	4	New Sudbury East (Lasalle, Madison, B. Downe, Auger, Falconbridge)	8.0		
	5	New Sudbury West (Lasalle, Barry Downe, Woodbine, Attlee, Gemmell)	8.5		
SW	1	Lively	8.4		
NE	1	Valley East (Val Caron, Val Theresse, Blezard, McCrea Hts.)	10.3		
	2	Capreol / Hanmer	6.0		
	1	Azilda	7.8		
NW	2	Chelmsford	11.3 (Note 2)		
	3A & 3B	Levack & Dowling	6.6		

Note 1: Two MT's are required due to the additional sidewalk width in the downtown area Note 2: A single operator is utilized for the Levack and Dowling sidewalk routes.

## 1.4 Comparison to Other Northern Municipalities

The City's average sidewalk route length is very similar to other Northern Ontario municipalities. The other municipalities maintain between 70% and 100% of their sidewalks. Table 2 provides a summary of winter sidewalk maintenance in some other Northern Ontario municipalities. Many of these municipalities use the unmaintained sidewalks for snow storage during the winter periods. This provides a cost savings to these municipalities.

Table 2 – Comparison of Winter Sidewalk Maintenance in other Northern Ontario Municipalities

	Plowir	ng and Abrasives Ap	oplication Comparis	on of Large Northern	Ontario Municipali	ties	
Road Authority	Snow Plowing	Sidewalk Priority	Snow Accumulation Trigger	Response for a Single Pass	Abrasives Applied	Other Notes	Avg. Approx. Length
Greater Sudbury	Sidewalks	All Maintained Sidewalks	8 cm	4 to 24 Hrs.	Sand	19 Routes	28 km
	Downtown Sudbury sidewalks are maintained weekly (Mon Fri) from midnight to 8am. City maintains 325 kilometres of 425 kilometres of sidewalk. 1 shift is utilized.						
Timmins	Sidewalks	All Maintained Sidewalks	8 - 10 cm	8 - 16 Hrs.	Sand	6 Routes	22 Km
Priority sidewalks are maintained on a daily basis (Mon - Fri). One (1) shift is utilized. Approximately 50% of all sidewalks are maintained in winter. Rest are used for snow storage.							
North Bay	Sidewalks	All Maintained Sidewalks	8 cm	Up to 12 Hrs.	Sand	5 Routes	26 Km
	are maintained. idewalk beats. 1		kilometres. 8 hour tu	urnaround. Average r	oute length is ~26	kilometers long	
Sault Ste Marie	Sidewalks	All Maintained Sidewalks	5 cm	Up to 12 Hrs.	Sand	9 Routes	26 Km
				ained (~70%). MT ur om 4 a.m. to noon we		outes. Avg. r	oute length
Thunder Bay	Sidewalks	High Priority Sidewalks	5 cm	14 - 36 Hrs.		15 Total Routes	30 Km
	Sidewalks	Low Priority Sidewalks	5 cm	Up to 72 Hrs.	Salt or Sand		
All sidewalks are maintained. Approximately 493 Kilometres. All sidewalks are 5 foot (1.5m) wide. Average beat length is 30 Kilometres. 8am - 4.30pm sidewalk shift is utilized and a night shift if required.							1
MMS <sup>1</sup>	Sidewalks	There is no provincial minimum standard for winter sidewalk maintenance (snow events)					

<sup>1</sup> Minimum Maintenance Standards according to the Municipal Act of Ontario

Considering Sudbury's added "deadhead" time due to its vast geography, the City's sidewalk route lengths and route completion times are consistent with other Northern Ontario municipalities. Many Southern Ontario communities have similar sidewalk route lengths. Some make it a requirement that their citizens maintain municipal sidewalks fronting their property.

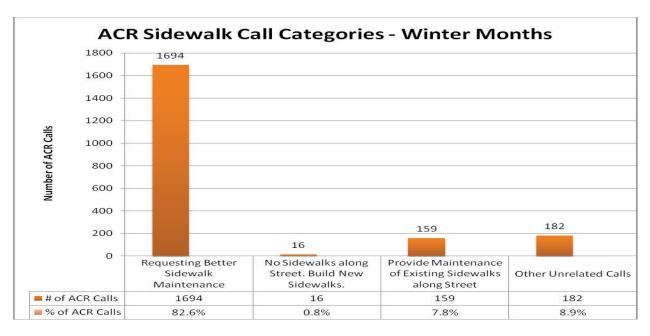
#### 1.5 Active Citizens Requests – Sidewalk Winter Maintenance

A review of all the calls recorded by the Active Citizen Requests (ACR) system pertaining to sidewalk winter maintenance indicated that 2,051 calls were received over the past five (5) years. These calls were apportioned and divided into the following categories:

- Requesting better Sidewalk Maintenance (i.e. icy, not plowed, need sanding) -1,694 (82%)
- Install New Sidewalks (i.e. splash pad only, have to walk on road etc) 16 (1%)
- Maintain Existing Sidewalks (i.e. plows one side only, no plowing currently) 159 (8%)
- Other Sidewalks complaints/concerns (i.e. lawn and other damage, spills) 182 (9%)

Chart 1 – ACR Call Categories for Sidewalk Winter Maintenance (2008 – 2013)

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The category labeled "Provide Maintenance of Existing Sidewalks along Street" includes service requests to maintain existing sidewalks that presently do not receive winter maintenance. They predominantly include sidewalks on residential streets that do not link to an existing sidewalk maintenance route, sidewalks on both sides of residential streets, 1.2 metre wide sidewalk maintenance (39 of the 159 calls), sidewalks that do not belong to the City (21 of the 159 calls) and sidewalk maintenance requests that have already been granted (81 of the 159 calls).

Table 3 provides a further breakdown of ACR calls received for "Provide Maintenance of Existing Sidewalks along Street" on residential streets.

Table 3 - ACR - Requesting Winter Maintenance of Existing Sidewalks (2008 - 2013)

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Description	ACR Calls		Maintenance Section				
Description	# of Calls	% of All Calls	S	SE	SW	NE	NW
The City is presently maintaining (by 2014) some of the unmaintained sidewalks	81	4%	45	22	1	12	1
Provide Maintenance of 1.5 metre Sidewalks	18	1%	6	9	2	1	0
Provide Maintenance of 1.2 metre Sidewalks	39	2%	0	20	16	1	2
Provide Other Maintenance (MTO Sidewalks, not warranted)	21	1%	5	13	2	0	1
Total ACR Calls	159	8%					

Of the 159 ACR calls received over the past five (5) years, requesting sidewalk maintenance of existing unmaintained sidewalks, only 57 calls for maintenance have gone unfulfilled. To put it in perspective, only 3% of all ACR calls received over the past five (5) years ask that the City maintain existing sidewalks on residential streets that presently do not receive winter maintenance.

#### 1.6 Existing Capacity for Sidewalk Winter Maintenance

The winter sidewalk maintenance budget was approximately \$831,000 in 2013 and \$848,000 in 2007. Over that same period of time approximately 28.5 kilometres of new sidewalk have been added to the existing winter sidewalk maintenance routes in accordance with current City policy. Figure 1 of Appendix 1 illustrates the recently (2007 - 2013) added sidewalks. Over the course of this period the number of pieces of sidewalk maintenance equipment remained the same, therefore no capital expenditures were required. This is an indication that the current sidewalk winter maintenance policy has provided flexibility to expand sidewalk winter maintenance in order to meet the growth of the City over the past few years with minimal impacts to the Operating Budget.

However, Table 1 indicates that actual service times have reached and / or exceeded design times for winter sidewalk maintenance. Table 2 indicates that the City's sidewalk route lengths are comparable with other northern municipalities. Both tables suggest that there is no further capacity available within the current service model to continue to expand winter maintenance of new sidewalks.

#### 1.7 Implications of Maintaining Additional Sidewalk Routes

#### 1.7.1 Equipment and Labour Requirements

There is approximately 100 kilometres of unmaintained sidewalk within the City. The majority of unmaintained sidewalks are located in areas where "deadhead" time is significant (i.e. Azilda, Broder, Coniston, Copper Cliff, Falconbridge, Garson, Val Caron and Val Therese communities) or where there are 1.2 meter wide sidewalks (i.e. Coniston, Copper Cliff, Falconbridge, Garson, Levack, Lively, and Onaping communities). Providing winter maintenance for these sidewalks will require the creation of new (additional) sidewalk routes.

In some instances, two (2) separate sidewalk routes may be required within the same community because it involves maintenance of both 1.2 metre and 1.5 metre wide sidewalks (i.e. Coniston, Copper Cliff, Garson and Lively). As such, a total of six (6) additional sidewalk winter maintenance routes need to be created in order to maintain all municipal sidewalks.

Six (6) additional MT's along with six (6) additional temporary employees will be required to facilitate the enhanced service standard described. The full implementation capital acquisition cost is approximately \$900,000 (\$150,000 per MT).

At full implementation, the associated annual maintenance and labour cost is approximately \$210,000 (\$35,000 per MT) and \$210,000 (\$35,000 per operator) respectfully. The maintenance cost includes additional fuel usage and repair costs.

The above cost estimates are based on providing the service with City Staff. The future implementation plan will consider contract services or a blended service. The above cost estimates do not include all walkways between parks and roads.

#### 1.7.2 Direct and Indirect Impacts of Enhanced Sidewalk Winter Maintenance

Unmaintained sidewalks function as snow storage for roadway snow. Once winter maintenance of these sidewalks commences, additional roadway snow removal may be required depending on the severity of any given winter season. The cost associated with performing the additional

snow removal is not included in this report because it varies from year to year and is difficult to quantify.

Both Sides of Sidewalk Plowed (Montague St., north of Jean St.) One Side of Sidewalk Plowed (Montague St., south of Jean St.)





Narrower Road Width (requires more snow removal)

Wider Road Width (requires less snow removal)

Many sidewalks are located adjacent to Transit bus stops. Although the City currently maintains several hundred bus stops, a large number remain unmaintained. Hence, additional sidewalk maintenance will inevitably result in additional bus stop snow removal. This will have an impact on the Transit operating budget.

Additional winter maintenance of sidewalks may impact lane width thereby reducing day time on-street parking and residential parking on narrower streets (i.e. Donovan, West end, Flour Mill and Garson areas).

Residents who receive the enhanced sidewalk maintenance service will have to get accustomed to a second windrow of snow at the end of their driveway.

Advanced communication of the service change can mitigate the downsides of additional winter sidewalk maintenance while promoting the positive outcomes.

#### 2. Conclusion

Council has identified the importance of year-round mobility for pedestrians with an emphasis on a healthy community, and supporting alternative forms of transportation in a sustainable economic manner. Council further resolved that the City of Greater Sudbury accept the challenge to become the most pedestrian friendly City in Ontario by 2015 (Resolution #2007-226). With increasing frequency, residents of our community have been expressing interest in a more active transportation network. These comments are received at various infrastructure public consultation sessions, at various advisory group meetings, and to some extent through the ACR system. In keeping with Council's resolution and the interests of the community, it is recommended that a plan for winter sidewalk maintenance enhancements be developed using extensive community consultation and engagement.

The mandate of the public consultation process will be to review new sidewalk development, rationalization of existing sidewalk winter maintenance and enhanced winter sidewalk

maintenance, including establishing criteria for prioritization of the implementation plan. A report will be prepared for deliberation during the 2016 budget and subsequent budgets.

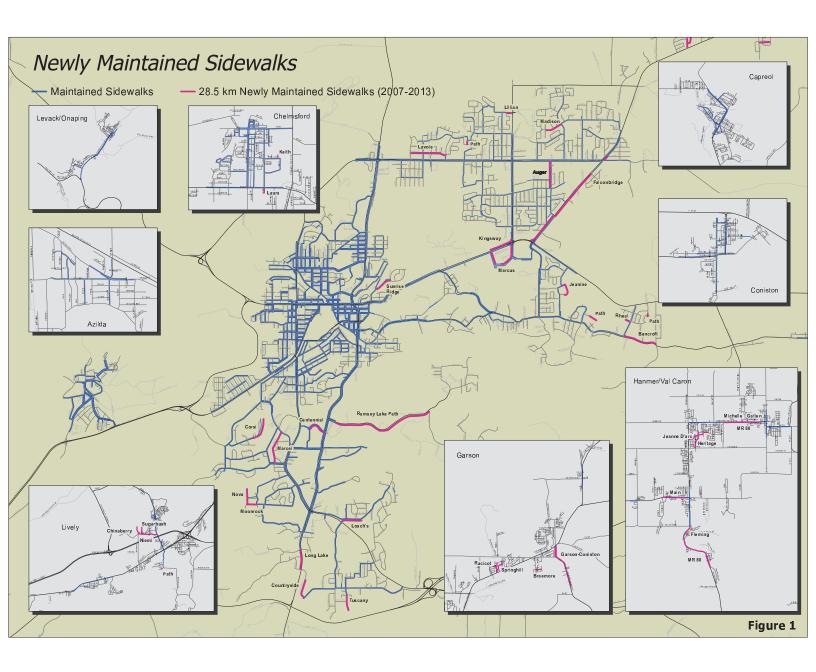
The implementation plan will consider a phased approach, which could take five or more years to implement. Phasing reduces the impact to the City's budget in any one year, and allows staff some time to optimize winter maintenance operations in each operating section to accommodate the new policy. The greatest disadvantage of a phased approach is the reality that there will be varied levels of service throughout the City until full implementation has been achieved. The implementation plan will provide recommendations for prioritization of new winter sidewalk maintenance routes, allowing Council to consider strategies for staging service levels.

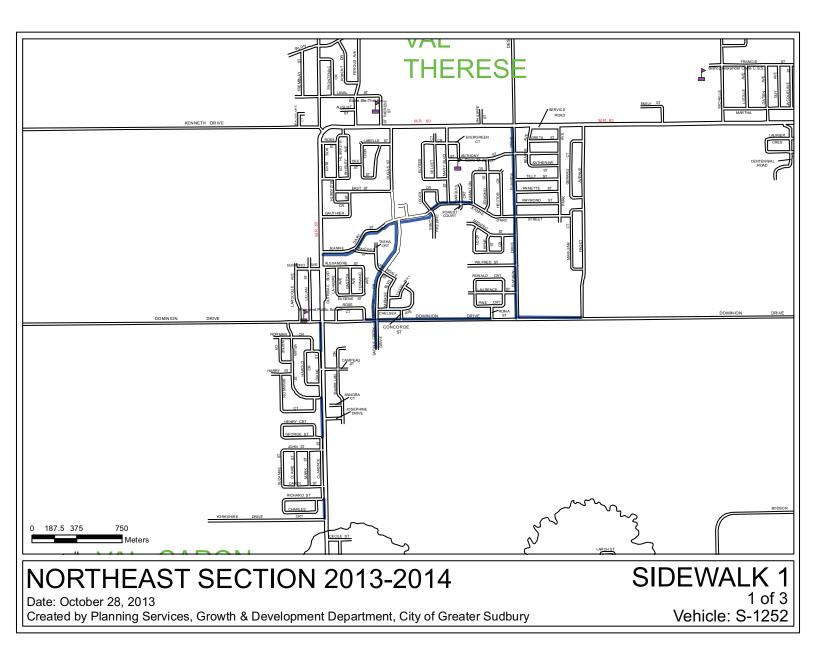
## **Appendices**

Appendix 1: Figure 1 - Newly (within the past five (5) years) maintained 1.5 metre wide

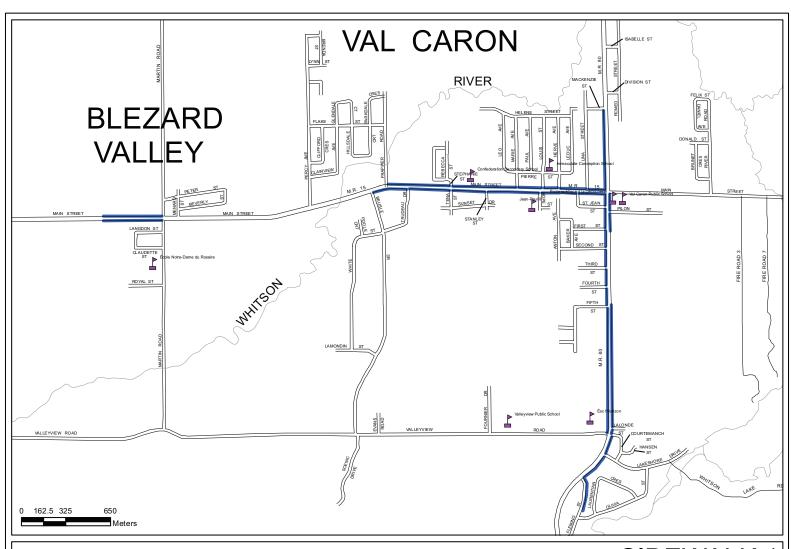
sidewalks

Appendix 2: All current sidewalk maintenance routes





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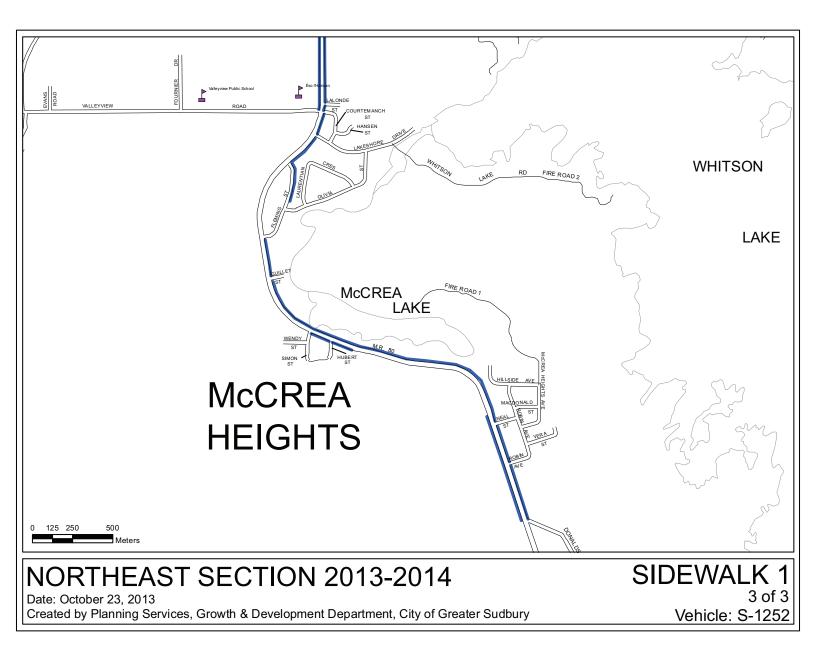
# NORTHEAST SECTION 2013-2014

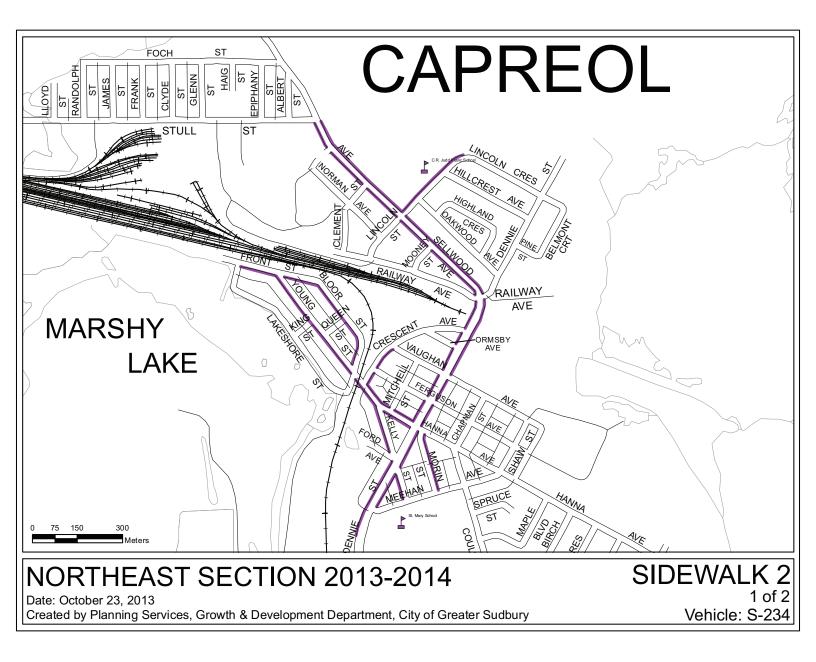
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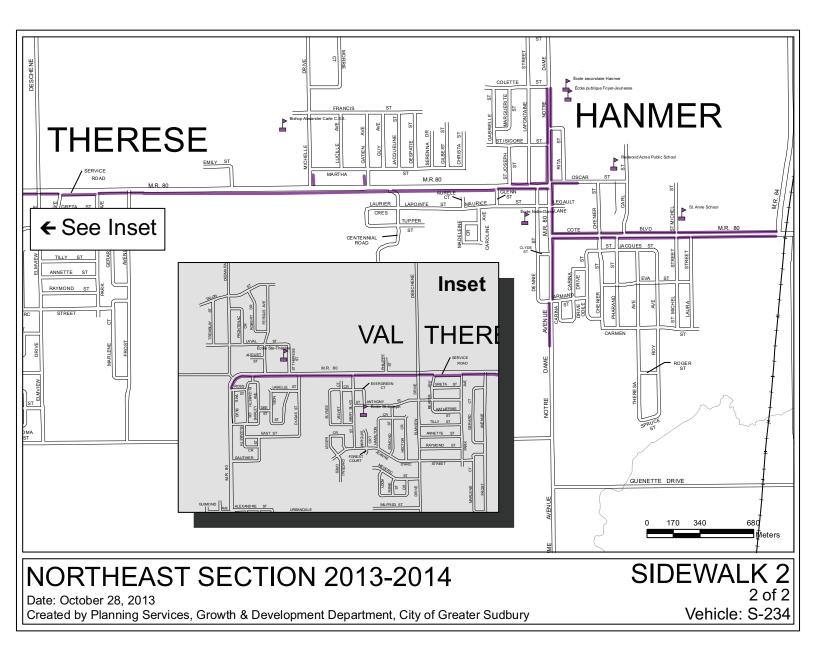
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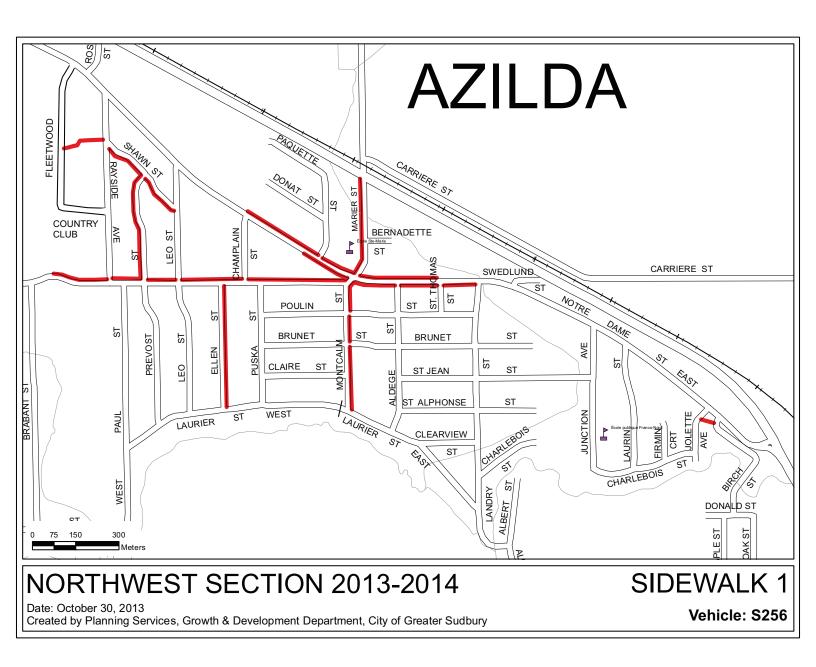
SIDEWALK 1

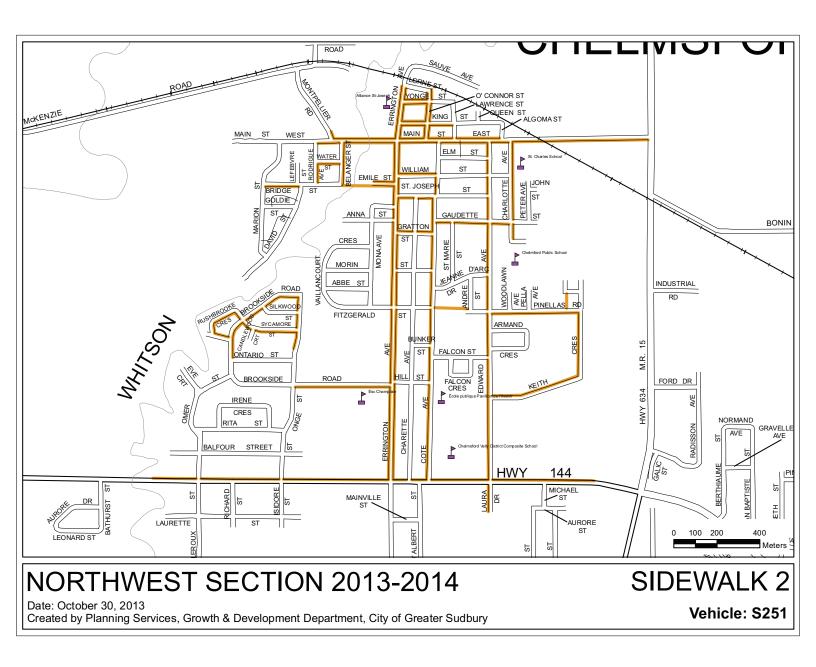
2 of 3 Vehicle: S-1252

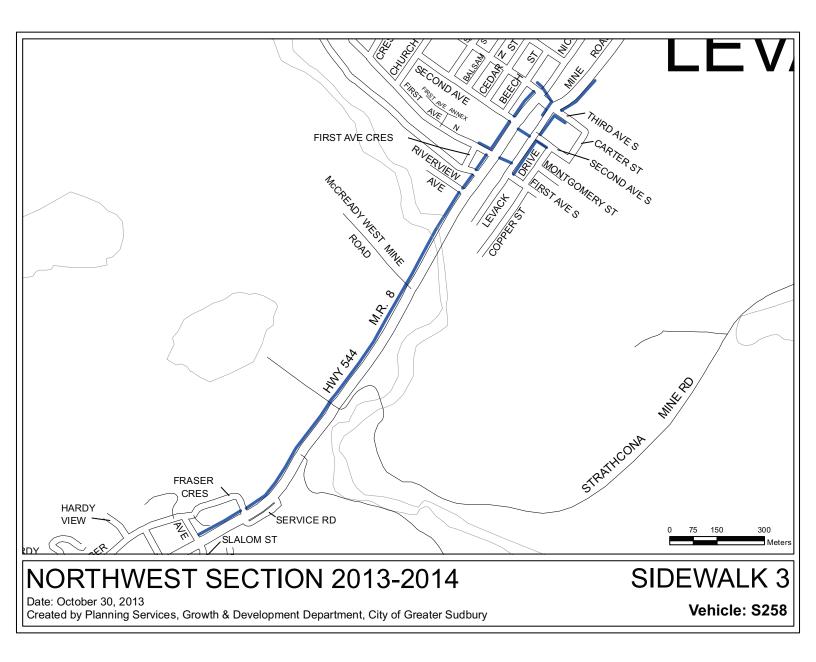


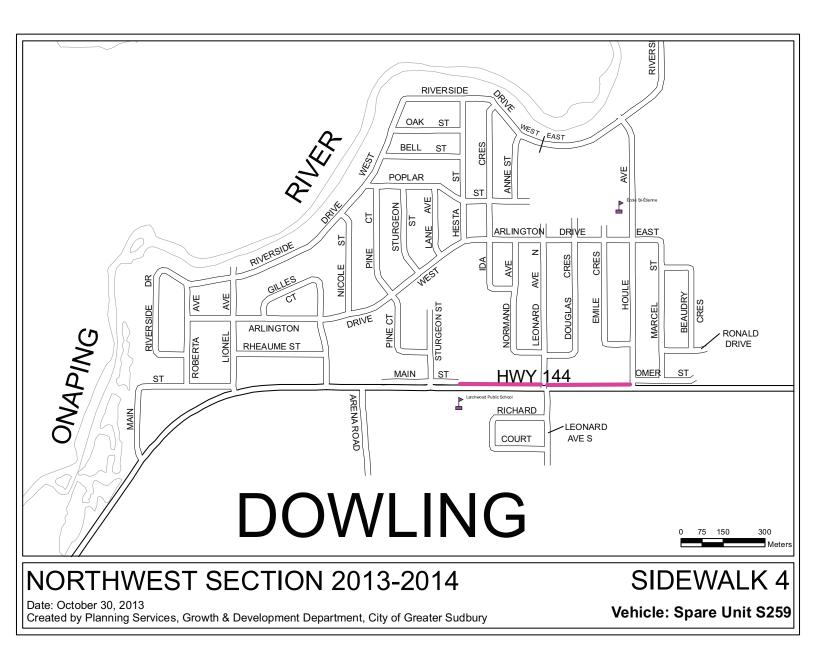


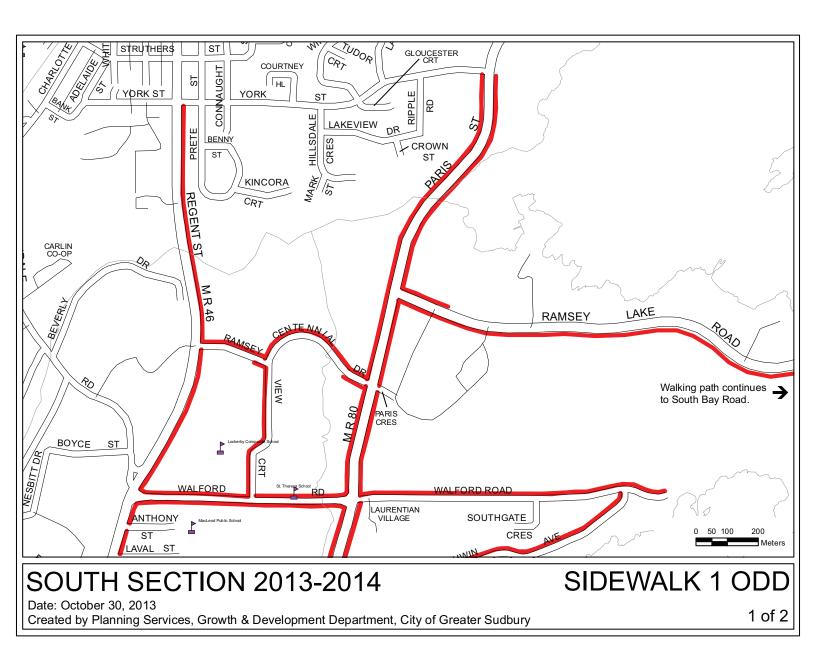


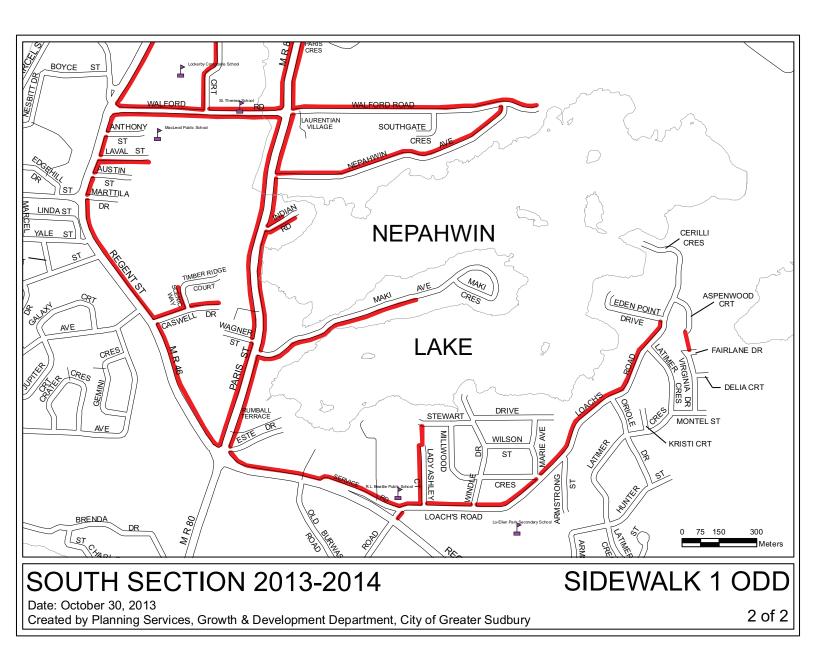


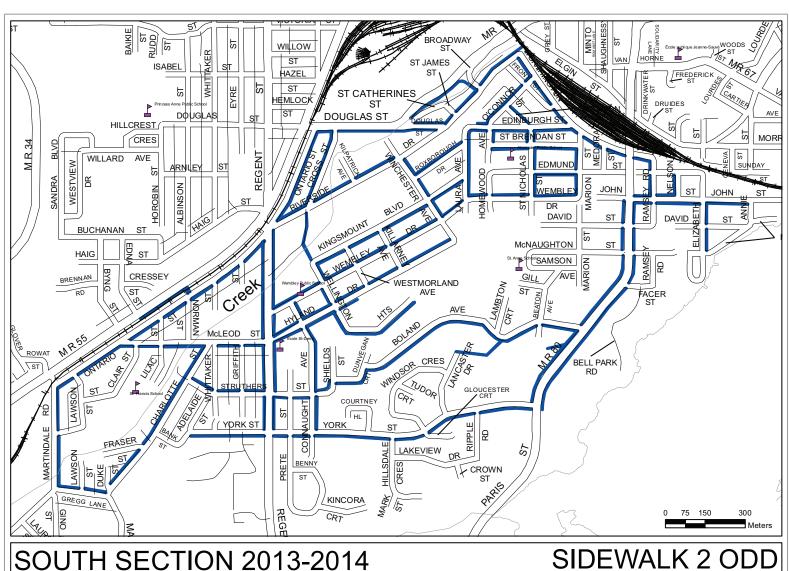








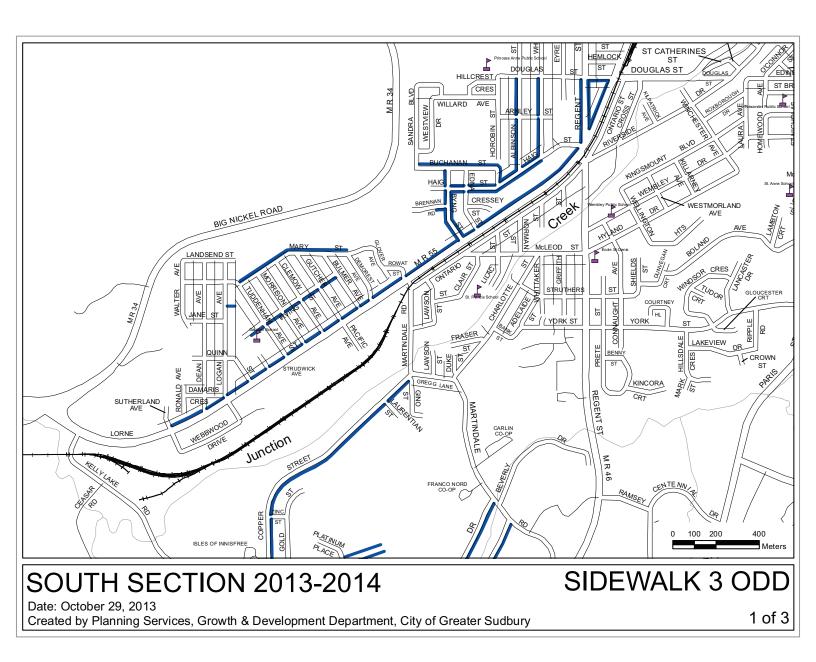


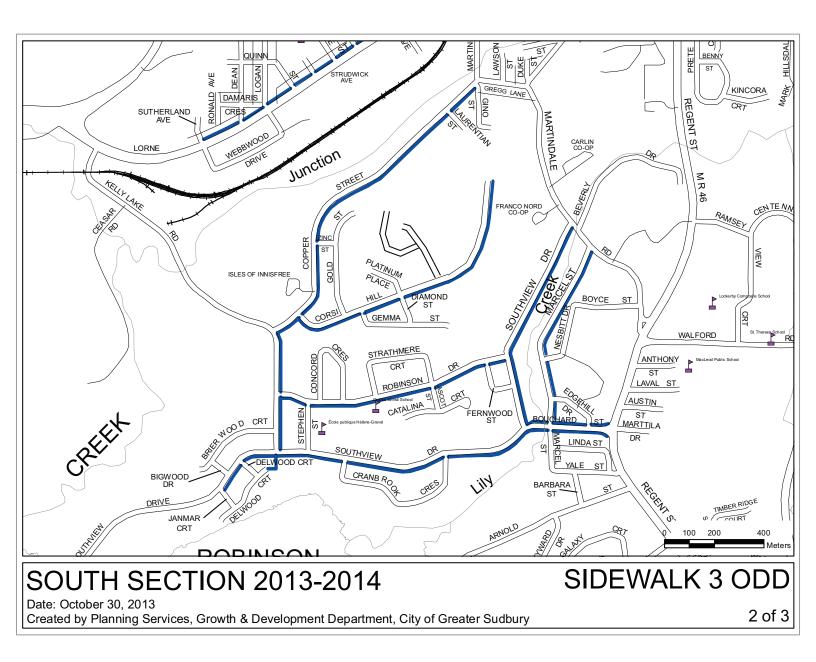


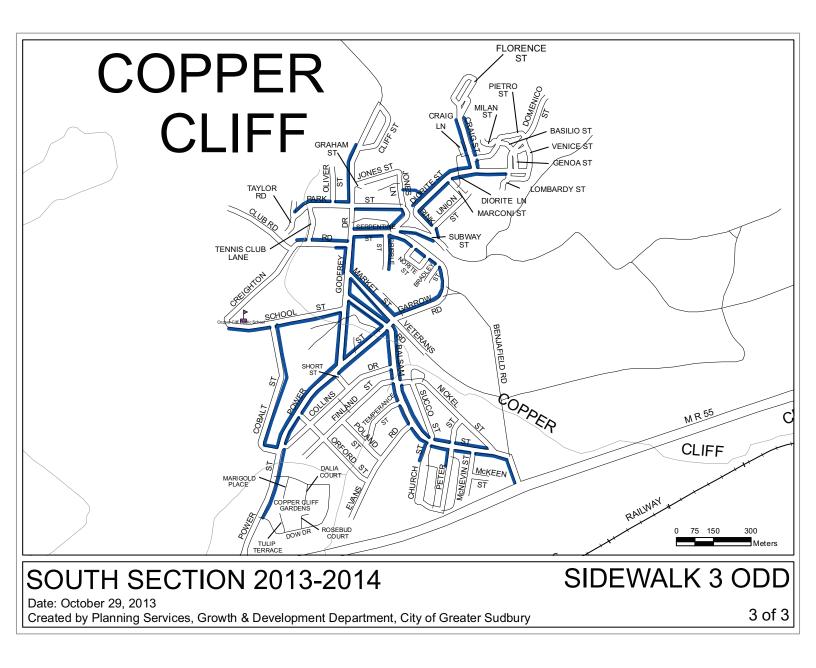
# **SECTION 2013-2014**

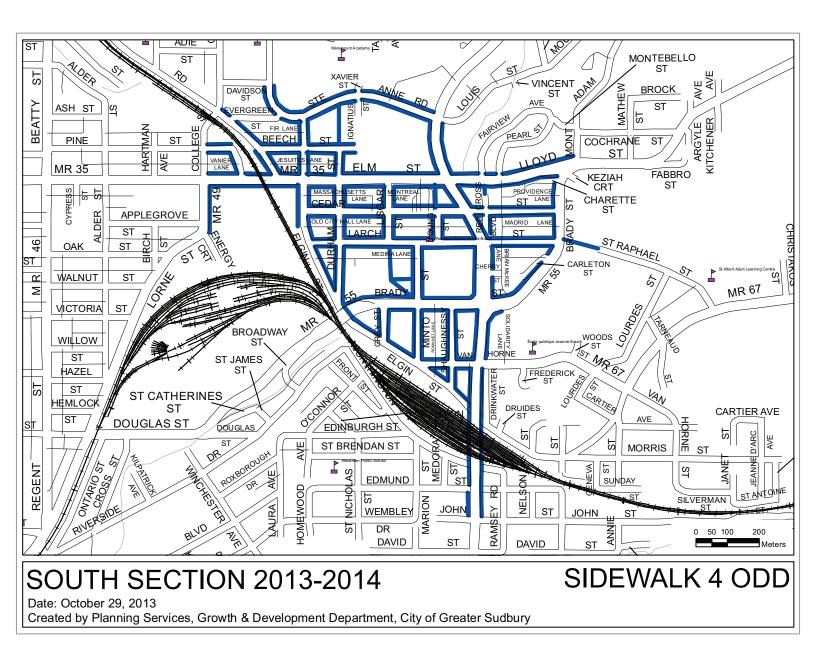
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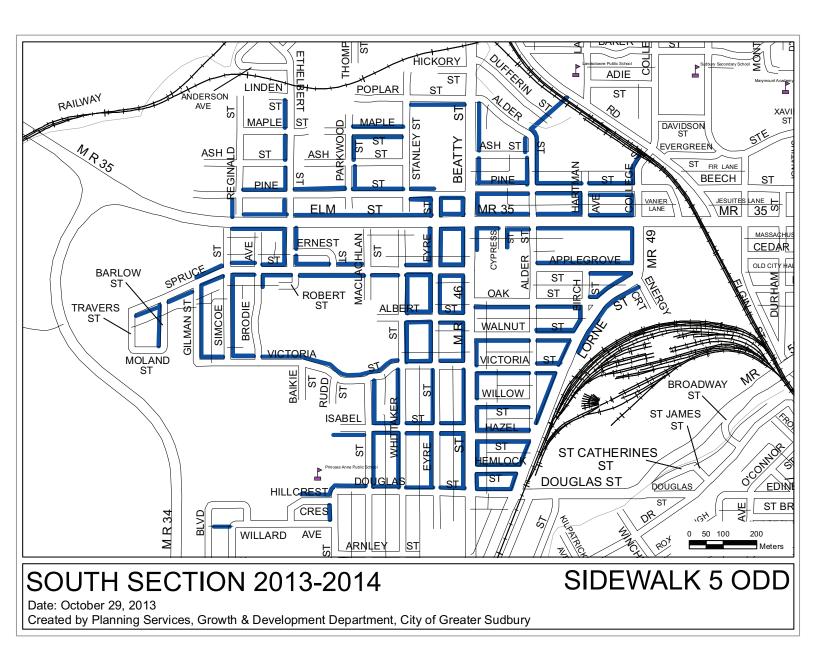
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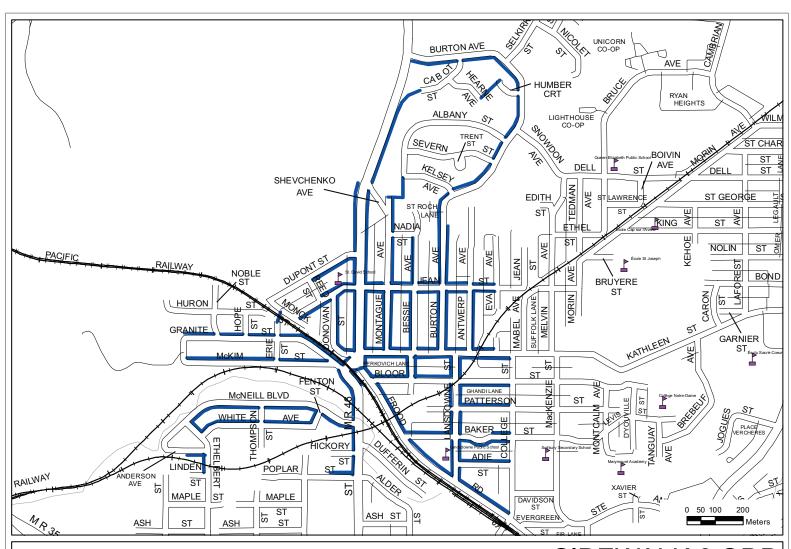










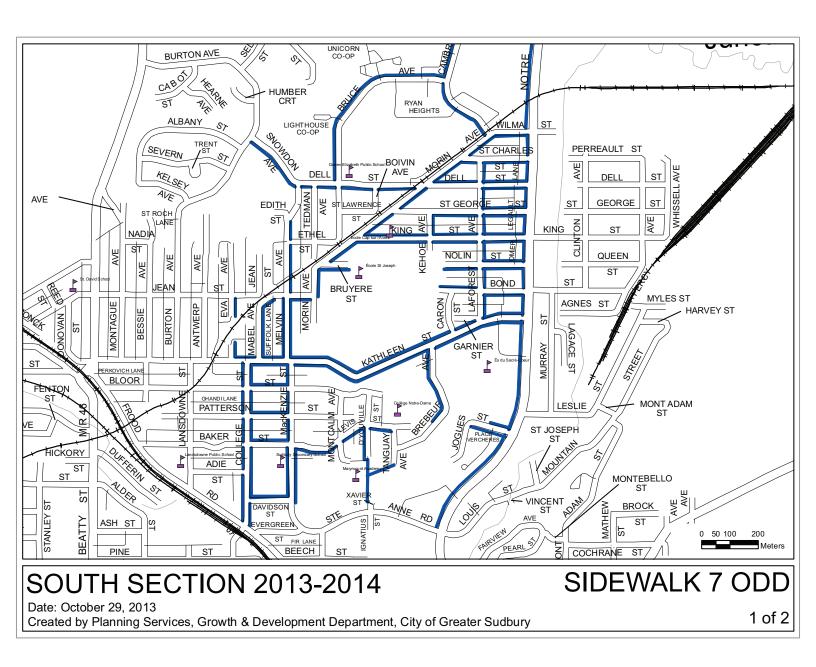


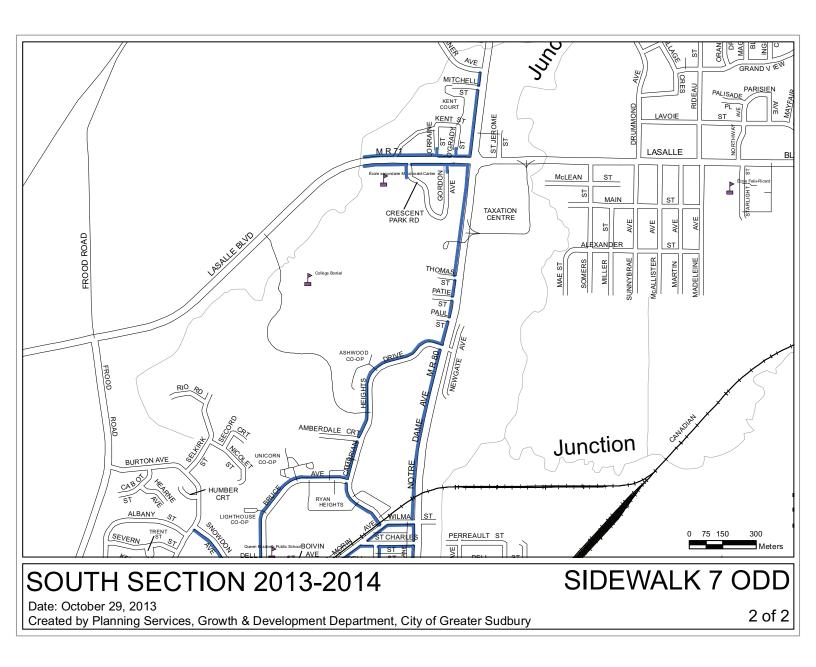
# SOUTH SECTION 2013-2014

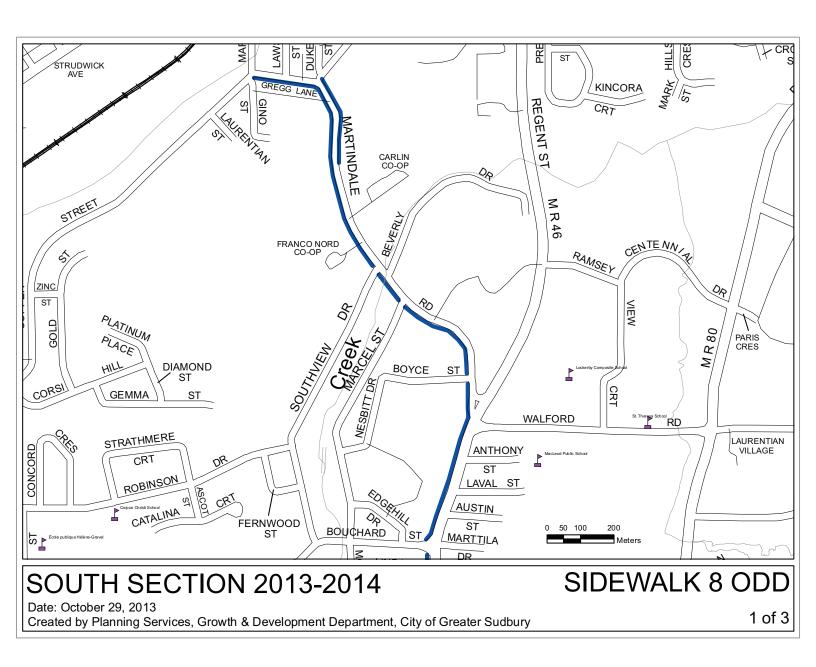
SIDEWALK 6 ODD

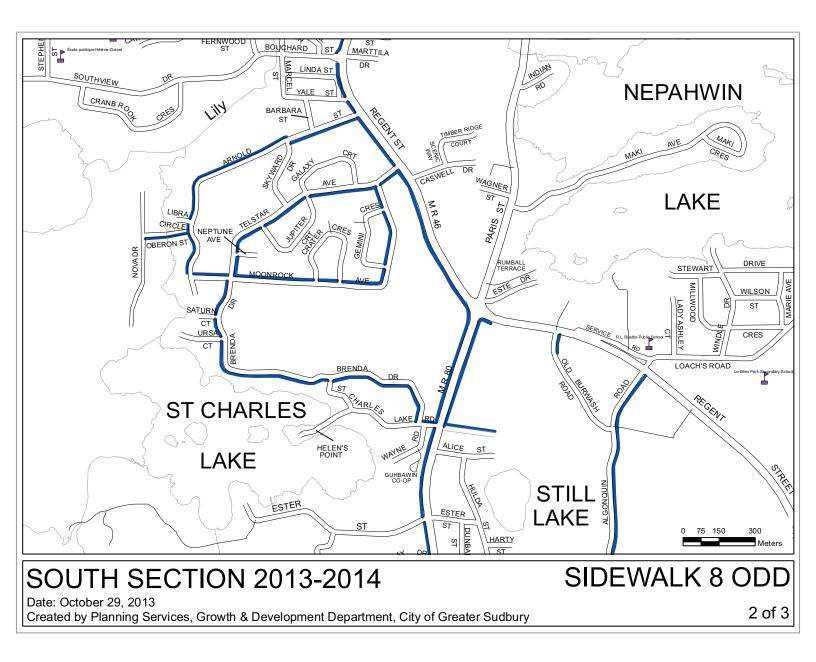
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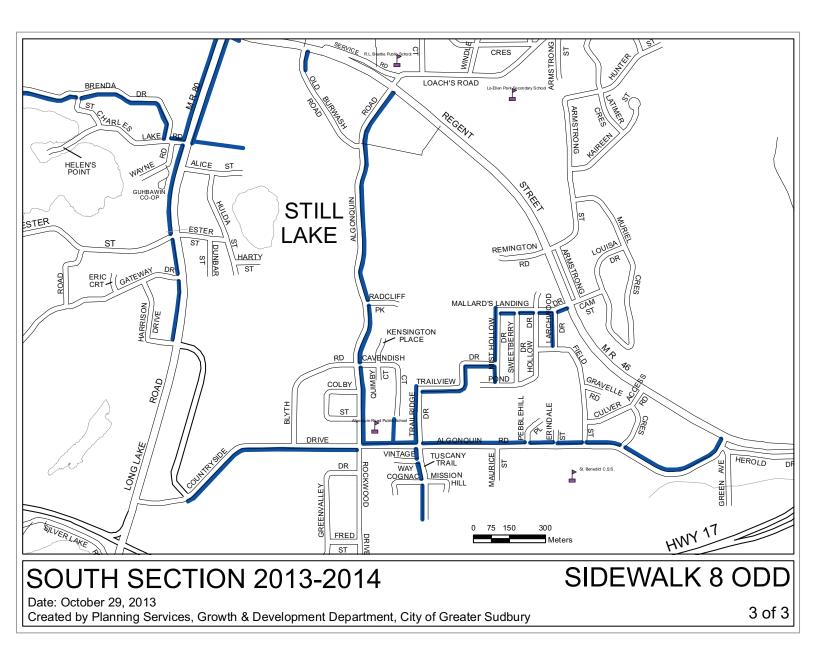
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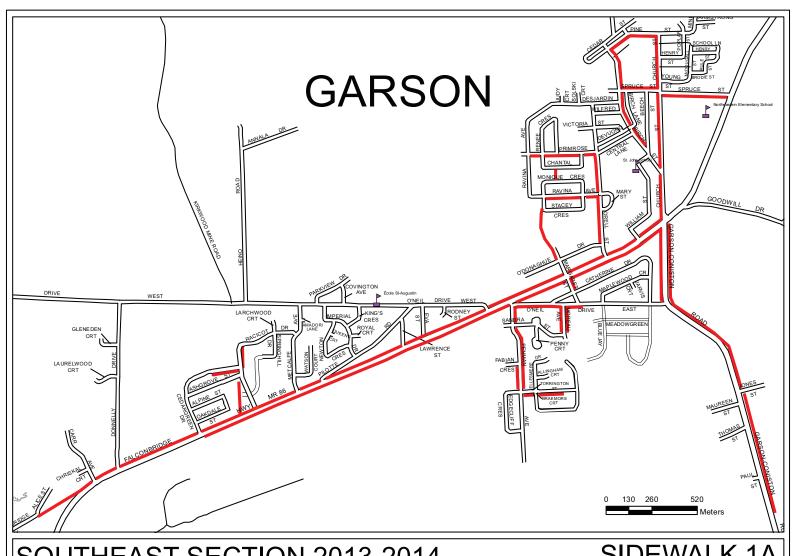












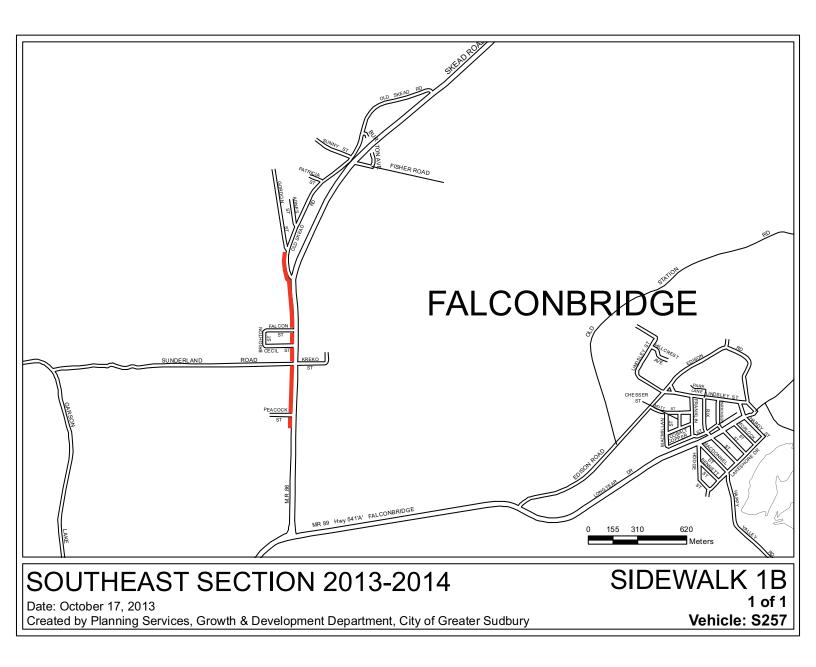
THEAST SECTION 2013-2014

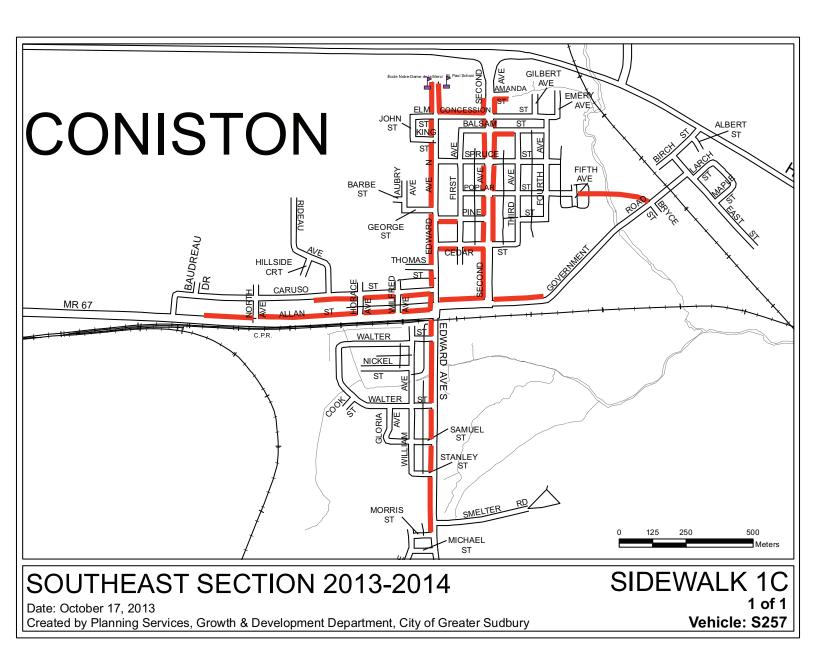
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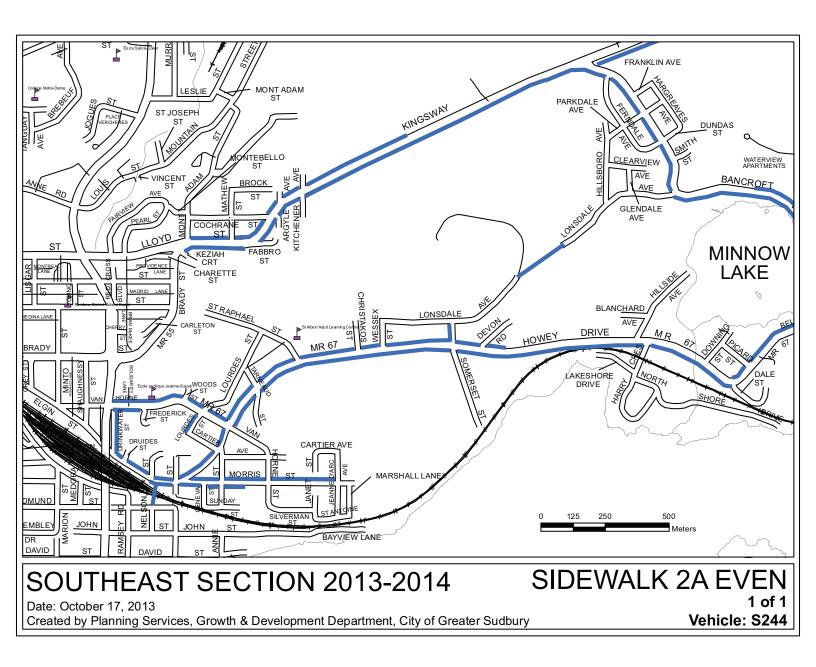
SIDEWALK 1A 1 of 1

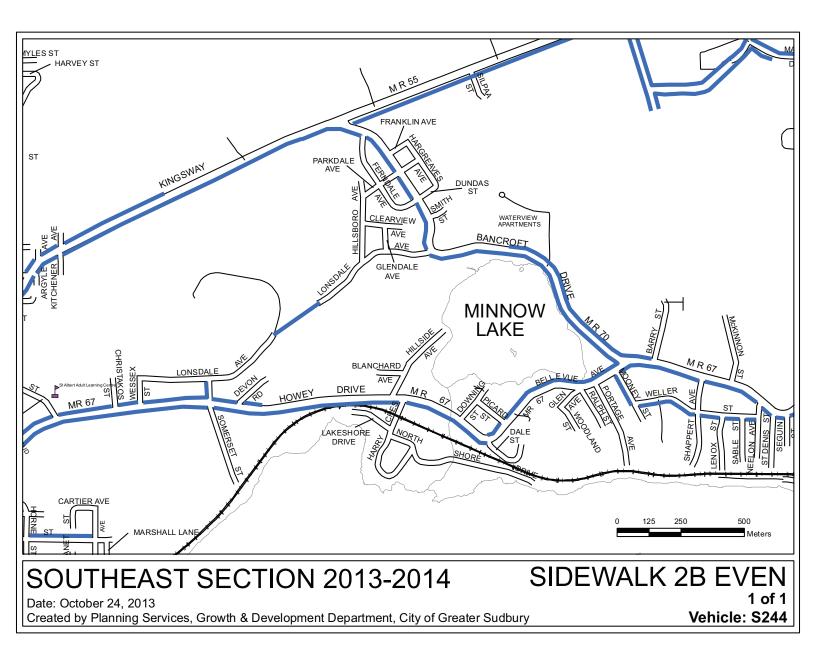
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Created by Planning Services, Growth & Development Department, City of Greater Sudbury

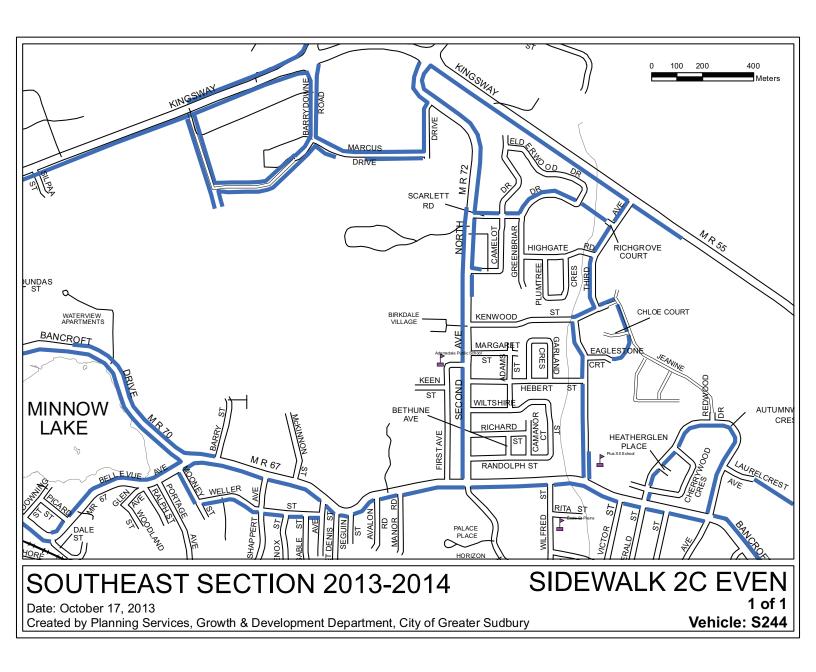


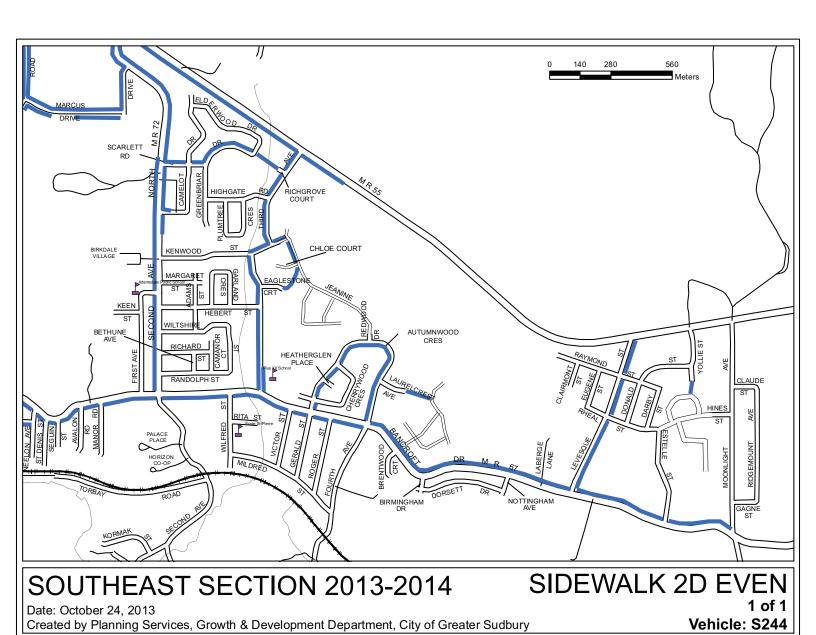


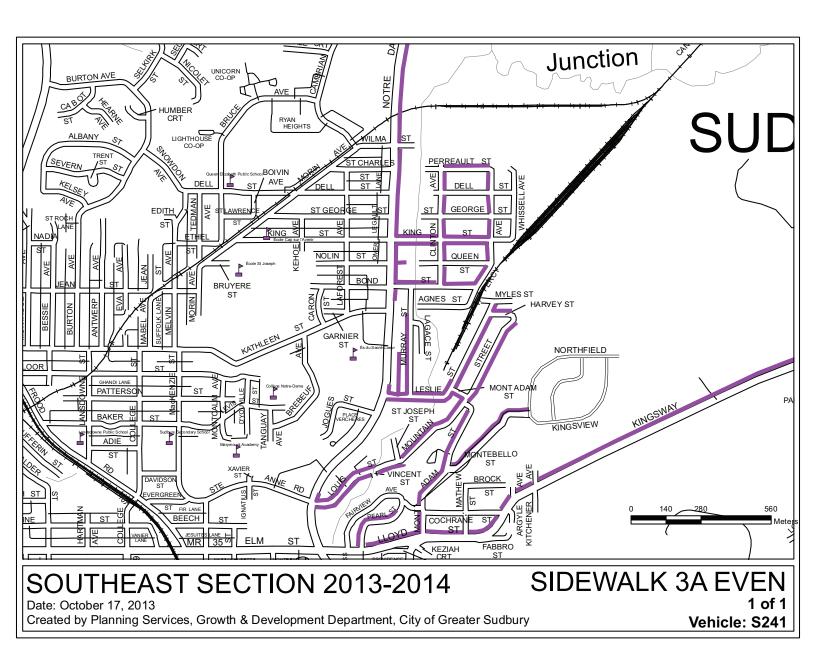


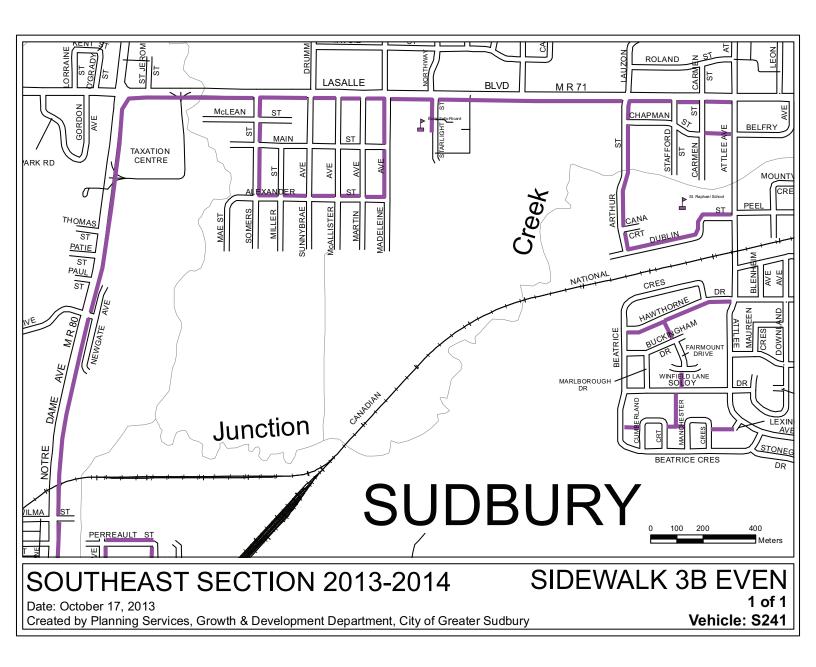


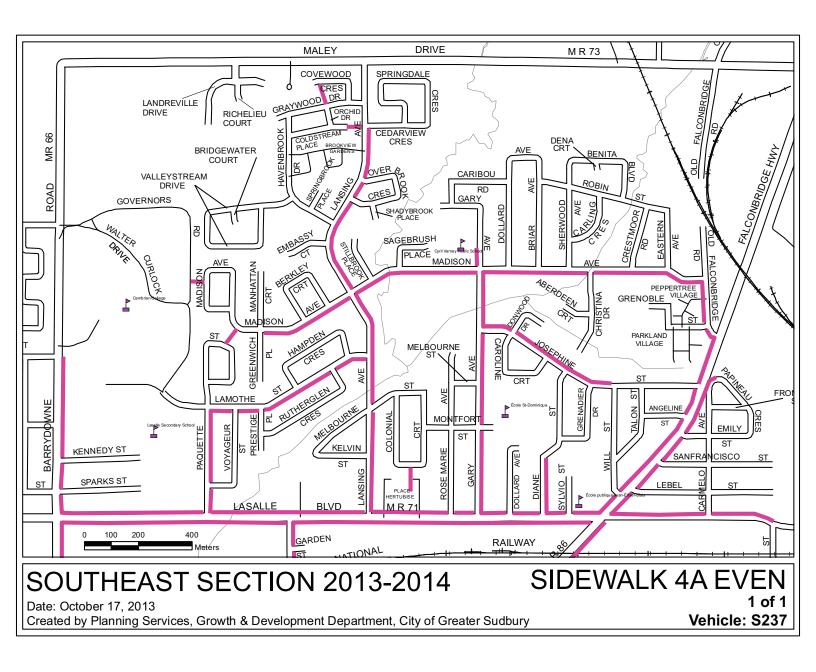
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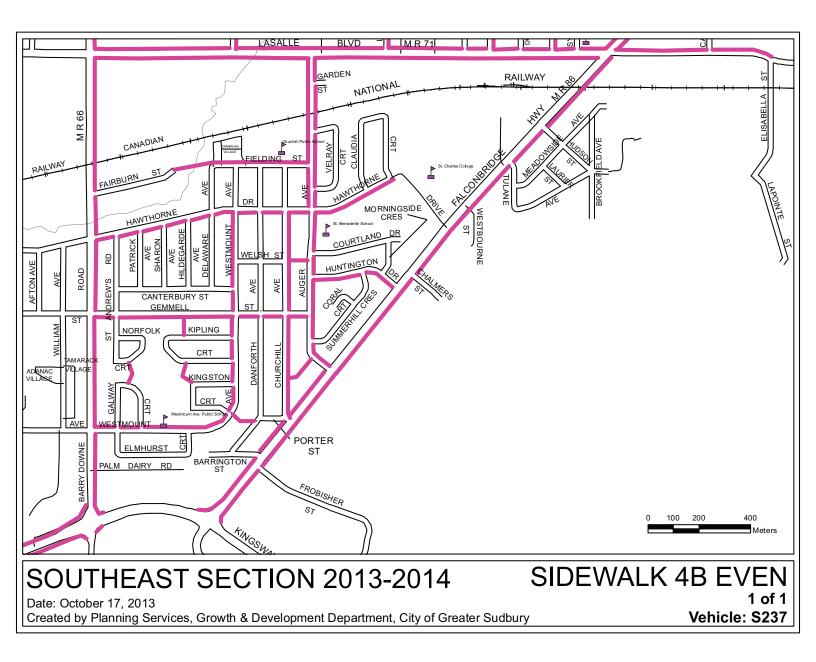


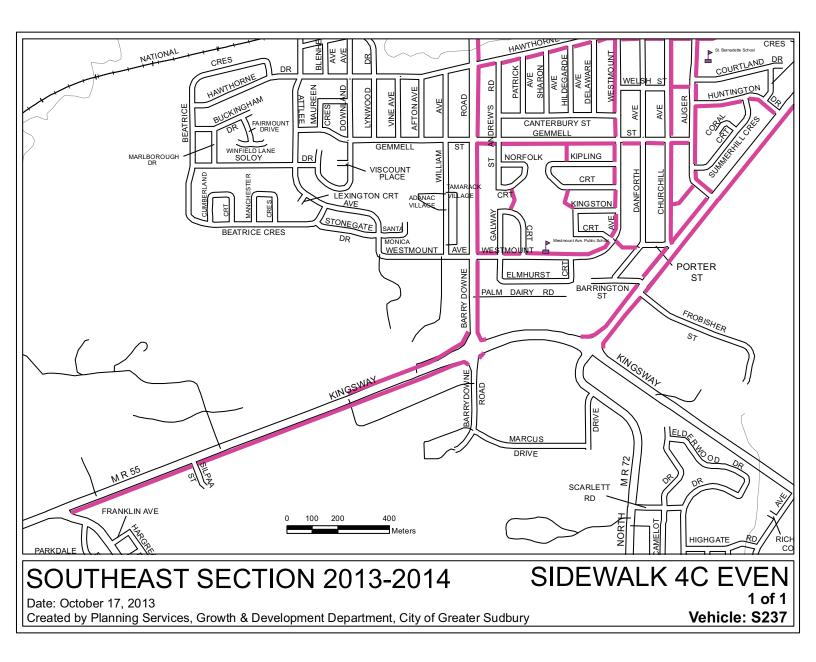


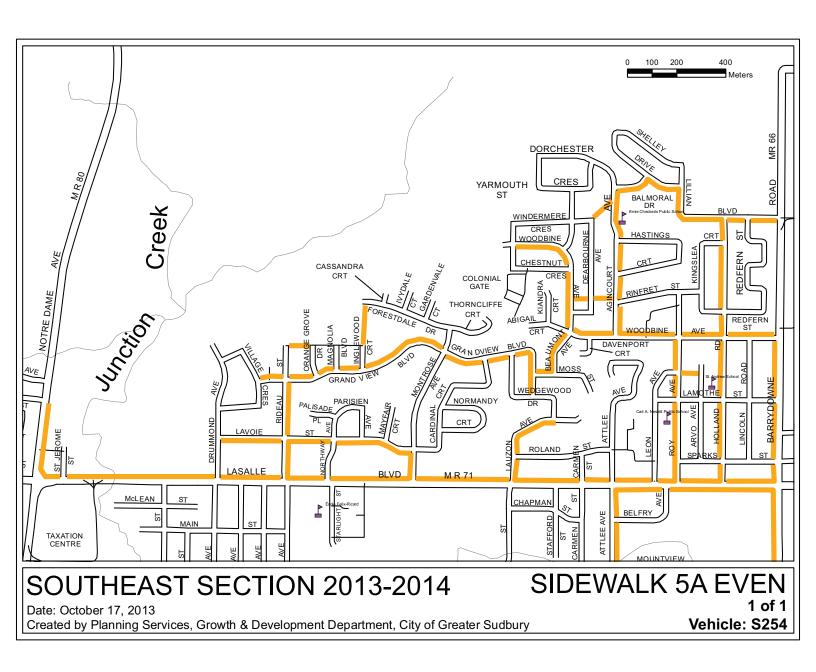


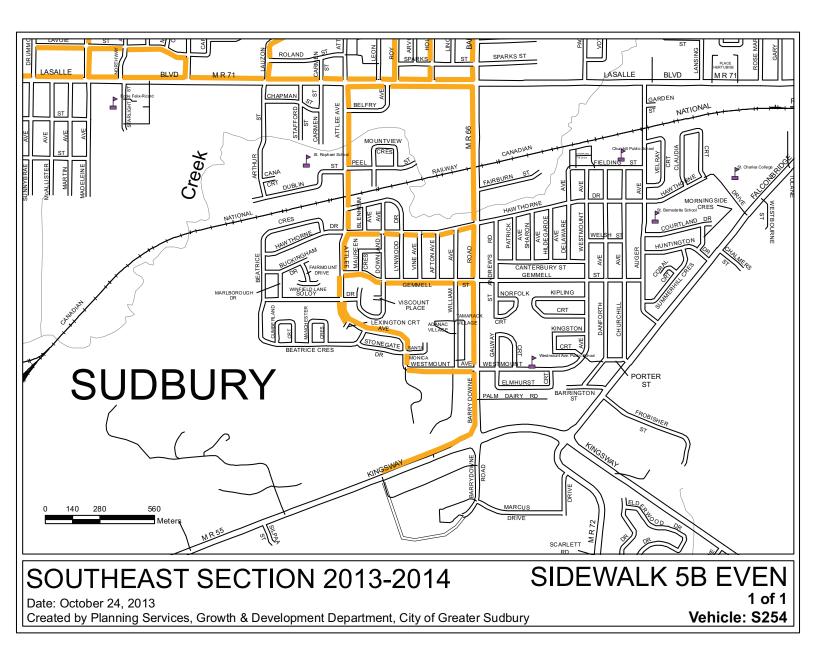


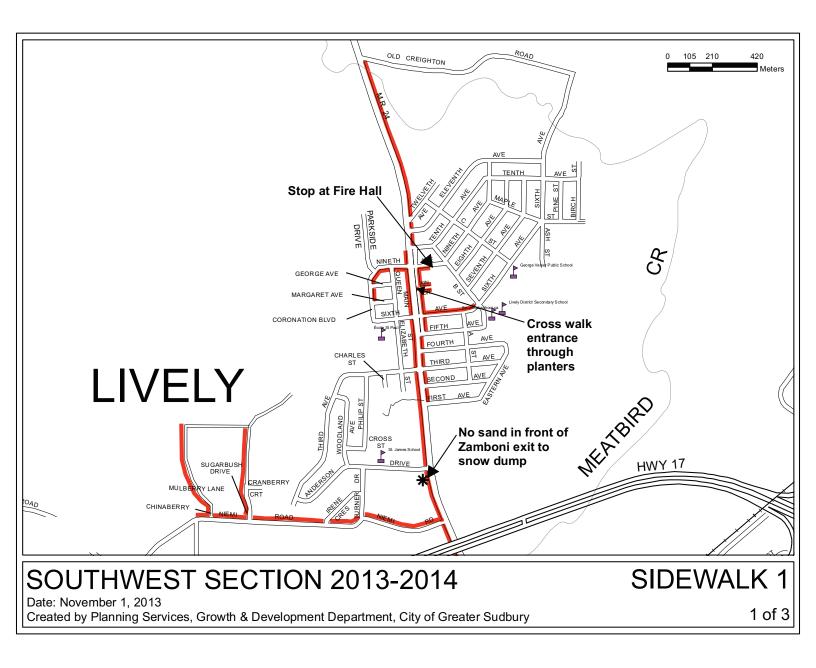


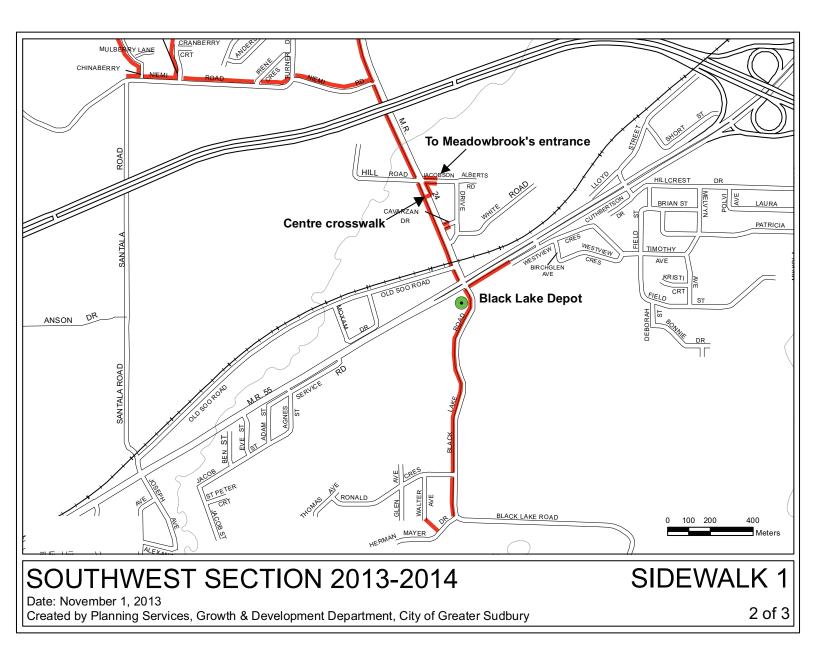


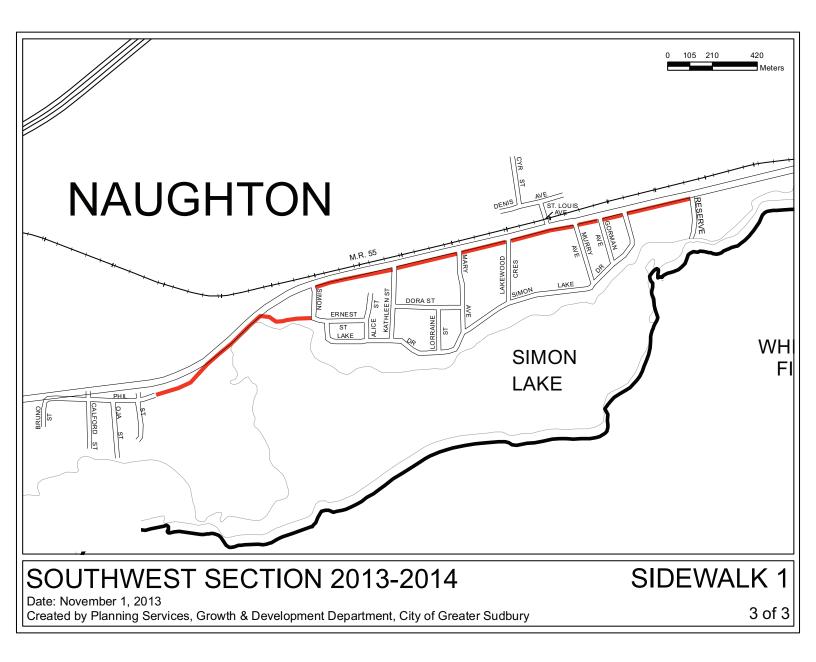














#### **Request for Decision**

#### **Review - Garbage Collection Policies**

Presented To:	Operations Committee
Presented:	Monday, Feb 01, 2016
Report Date	Wednesday, Jan 20, 2016
Type:	Managers' Reports

#### **Resolution**

#### Resolution #1:

THAT the City of Greater Sudbury approves option #
\_\_\_\_\_ as outlined in the report dated January 14, 2016
from the General Manager of Infrastructure Services.

#### Resolution #2:

THAT the City of Greater Sudbury approves the weekly curbside co-collection of blue box materials and green cart organics be maintained.

#### Resolution #3:

THAT the City of Greater Sudbury approves unlimited quantities of blue box materials, green cart organics and leaf & yard trimmings continue to be collected.

#### Resolution #4:

THAT the City of Greater Sudbury approves an enhanced educational program be developed and brought back for the Committee's review and approval.

#### Resolution #5:

THAT the City of Greater Sudbury approves no additional garbage bag limits or a change in collection frequency be imposed for the collection at Residential Drop-Off Depots, high density residential or multi-type properties with centralized collection services.

#### Resolution #6:

THAT the City of Greater Sudbury approves a "call in/email in" Large Furniture, Electronics & Appliances weekly collection program be developed and in place for October 2016.

#### Resolution #7:

THAT the City of Greater Sudbury approves the current garbage bag tag system be maintained.

### Signed By

#### **Report Prepared By**

Chantal Mathieu
Director of Environmental Services
Digitally Signed Jan 20, 16

#### **Division Review**

Chantal Mathieu Director of Environmental Services Digitally Signed Jan 20, 16

#### **Recommended by the Department**

Tony Cecutti General Manager of Infrastructure Services Digitally Signed Jan 20, 16

#### Recommended by the C.A.O.

Kevin Fowke Acting Chief Administrative Officer Digitally Signed Jan 20, 16

#### Resolution #8:

THAT the City of Greater Sudbury approves additional collection options be developed for the Central Business District and that the billing for the current and new services be handled directly by the successful waste collection firm.

#### **Finance Implications**

The financial implications are dependent on the timing of any potential changes to the garbage collection policies and the results of the tender process. A report will be prepared on any 2017 budget implications as a result of this tender.

#### **Background History**

The Solid Waste Advisory Panel recommended a change in the garbage bag limit from 3 to 2 bags in 2010. This was taken to Council in 2011 but not approved. Staff was directed to re-introduce the motion in a few years.

Staff re-tabled the garbage bag limit change along with a change in the garbage collection frequency in March 2014. The Solid Waste Advisory Panel recommended that both items be brought forward for further consideration.

The Auditor General completed a high level review in July 2014 and indicated that the direct cost savings from implementing a change in the garbage bag limit and garbage collection frequency could be as high as approximately \$2.1 million per year. It was agreed that a business case to review the potential savings should be undertaken.

Staff presented the 2015-2020 Solid Waste Strategy to the Operations Committee in November 2015. A change in the garbage bag limit and a change in the garbage collection frequency to every other week (EOW) was included in the document under Strategy 3, Increase Policies that Induce Waste Diversion. The report was received as information.

The business case to review potential savings was undertaken in 2015 and although the report has not been finalized, a summary of potential savings and costs and the internal and external operational impacts are provided throughout this report. A high level summary of outcomes from selected municipalities is also provided. Although no municipality collects waste in the same manner, the impact in implementing garbage bag limits and changing garbage collection frequencies does increase waste diversion and recycling.

#### Why is it important to change garbage collection policies?

Changing garbage collection policies so that more emphasis is placed on recycling and composting is a part of our strategic plan to protect our valuable resources. We simply don't want to fill up the landfill with recyclable or compostable materials.

Planning and establishing a new landfill site or disposal facility is a very long, difficult and expensive process. We want to delay this process for as long as we can. The more that we delay this process, the less we'll have to start setting aside for a new site. A new site is currently estimated at \$40 to \$50 million.

Reserving landfill space for regular garbage that is not recyclable or compostable and having residents divert more of their waste to their blue box or green cart is a preferred approach to waste management.

#### **Experience of other selected municipalities**

The experience of a few municipalities was reviewed as part of the business case and is summarized as follows:

- The City of Kingston changed from a two-bag weekly limit to a one-bag limit to encourage better participation in the green bin program and increase their diversion rate. By reducing garbage bag limits, the City of Kingston experienced 3% less garbage collected and a 13% increase in green bin materials collected.
- Municipalities stated that they changed to every other week garbage collection to encourage greater

participation in the green bin program, increase waste diversion and/or reduce garbage collection costs.

- In some cases (e.g. City of Barrie, City of Ottawa, City of Owen Sound) municipalities did report savings in garbage collection costs, however the amount of savings varied.
- In all cases, the municipalities experienced greater participation in the green bin program by implementing every other week garbage collection.
- The City of Ottawa and City of Barrie implemented every other week garbage collection but did not change the bag limit (i.e. Ottawa changed from 3 garbage bags weekly to 6 garbage bags bi-weekly).
   By implementing every other week garbage collection, these municipalities saw an average of 15% reduction in the amount of garbage collected and 27% increase in the amount of green bin material collected.
- The Region of Durham reduced their bag limit and implemented every other week garbage collection (e.g. 3 bags weekly to 4 bags bi-weekly). By doing this they experienced even better results with regard to garbage and green bin collection compared to Ottawa and Barrie. Durham experienced 27% less garbage collected and a 67% increase in green bin material collected.
- Early in the every other week garbage collection program, waste collection staff for the City of Owen Sound occasionally experienced increased illegal dumping by finding household waste in public/park waste containers.
- A key point that must be highlighted is that municipalities collect waste differently and the cost savings
  experienced in one municipality may not transfer to another municipality. The actual savings will only be known
  through the competitive bid process.

#### Change in the garbage bag limit

Limiting the number of garbage bags is an established best practice to drive up waste diversion results. Waste Diversion Ontario considers a set out limit of 2 garbage bags or less per week as an effective waste diversion policy.

The majority of Greater Sudbury residents have been placing less than 3 garbage bags out per week for many years. This has been identified as part of the annual waste audits conducted on approximately 100 households.

To re-affirm the average set-out rates for garbage, staff conducted a review of 4,541 households in the Spring of 2015. The results confirmed that approximately 89% of residents placed less than 3 garbage bags per week. Approximately 9.7% were at the limit and 1.3% over the limit.

The diversion potential of reducing the garbage set out limit to 2 bags was estimated based on 11% (9.7% + 1.3%) of residents setting out 3 containers or more. It was also assumed that 50% of these residents would place more waste in existing garbage bags while 50% of residents would divert more. Therefore, an increase of approximately 1,600 tonnes per year would be expected by changing the garbage bag limit from 3 to 2 garbage bags. It is also assumed that the majority of the increase would be in the organic component, since Greater Sudbury's blue box capture rate is high.

A change in the garbage bag limit is also expected to influence the homes that currently generate 2 bags or



less. The change would be well advertised and would promote additional diversion and recycling. The education would include the fact that although we are doing well, we can do better. This is based on waste audits conducted that indicated that approximately 46% of the waste placed in a garbage bag could actually be diverted or recycled. That means that if you're producing two garbage bags per week, you probably can get it down to one bag per week with a little more work and attention.

#### Financial Implication for a change in the garbage bag limit

The City will incur costs to advertise and promote the garbage bag limit change. This will be funded from the existing Education & Outreach collection budget.

It is anticipated that the change would result in minimal additional staff time to address a potential initial increase in calls and emails directed to the City related to the reduction in the garbage bag limit and bags over the limit being left at the curb. Therefore, no additional staff time or cost is required at this time.

The City may realize some minor savings in future garbage collection contracts. Under a competitive process, contractors may assume that with a reduced garbage bag limit the amount of waste collected curbside may decrease. This would translate to the collection contractor being able to make more stops on the same route, thereby resulting in some fuel savings and reduced staff time. However, the collection contractor would still be required to provide vehicles, fuel, insurance, administration, facilities and travel the same routes. Therefore, anticipated collection contract savings are expected to be minimal, if any.

The City should see an increase in processing costs for the additional blue box materials and organics (approximately \$80,000 per year). However, the additional cost is expected to be gradual and should simply be adjusted yearly based on actual quantities diverted.

As with all waste diversion and recycling initiatives, savings in landfill space must always be considered. Assuming that 1600 tonnes of waste is diverted from this initiative, then 1600 tonnes per year of landfill space can be saved over the next 30 years. Either the space is used by the private sector to generate additional tipping fee revenues or the airspace results in an avoided cost to establish public sector disposal in the future. The value, at a minimum, is \$116,800 per year (1600 tpy \* \$73/tonne tipping fee) or \$3.5 million over the next 30 years. A more detailed estimate in the value of landfill space will be determined as part of Strategy 4 under the 2015-2020 Solid Waste Strategy. For now, this estimate should be considered low since the \$73/tonne does not include the cost to fund a replacement landfill site. However, if we were to estimate that a new landfill site were to cost approximately \$40-\$50 million in 30 years, then we would need to set aside approximately \$0.9 million to \$1.1 million per year starting now. No funds are currently being set aside for a replacement landfill site, so delaying the closure of existing sites is extremely worthwhile.

#### Every other week garbage/leaf & yard trimmings co-collection

From a diversion perspective, the intent of implementing every other week garbage collection is to encourage participation in other diversion programs by creating a situation where disposal is no longer the most convenient alternative. Every other week garbage collection is most appropriately implemented where a municipality has an organic green cart collection program in place. Organic materials are generally the most odour causing. By implementing every other week garbage collection, the intent is that residents would direct organic materials out of the garbage stream and into the organic green cart stream to avoid holding these materials in the garbage stream for two weeks.

Based on the experience of a few municipalities, waste diversion is expected to increase by approximately 3,400 tonnes per year, with the majority in organic diversion.

Based on the current collection model, switching to every other week garbage collection for Greater Sudbury would mean that the co-collection vehicles for garbage and leaf & yard trimmings would collect this material every other week, including large items (i.e. furniture).

Residents would continue to have unlimited leaf & yard trimmings bags or bundles collected, but collection would be every two weeks. Staff would continue to encourage residents to grasscycle ( *Grasscycling* is the natural recycling of grass by leaving clippings on the lawn when mowing) and to roll the tops of paper bags closed to prevent rain water from entering the bag.

The collection of large furniture, electronics & appliances would also be impacted with every other week collection. However, staff is recommending that this program remain a weekly program and be converted to a "call in/email in" program. This system is being recommended in all options to promote diversion and to improve landfill operation.

Permanent City collection personnel would continue to collect one week in the former City of Sudbury area and either collect the other week in other areas within Greater Sudbury or collect different waste streams within Greater Sudbury. Various options will be considered.

The current weekly co-collection of blue box recyclables and organics would continue to be collected weekly.

#### Financial Implication for every other week garbage collection

The City will incur costs to advertise and promote a change to the collection frequency including the potential for a collection day change. This could be done through developing and distributing a waste management calendar to residents and other promotional and educational techniques. It is recommended that an additional \$50,000 be added to the public education and outreach collection budget for the first year of implementation, and that this additional amount be reduced to \$25,000 for subsequent years.

It is anticipated that the change would result in additional staff time to address the potential in increased calls, emails and field inspections related to the change. One permanent field inspector under the collection portfolio and additional part time hours for customer service would be required. It is recommended that the \$80,000 be added to the collection budget 3 months prior to the change.

There will be an additional cost to continue servicing roadside litter containers. No estimate is available at this time but it will be considered if every other week collection is approved.

The direct savings from every other week collection will be confirmed once the competitive process is completed. The City of Ottawa estimated \$10 million in collection cost savings per year and estimated this as an approximate 25% reduction in collection cost. The City of Barrie has estimated that it will save approximately 10% reducing costs from \$4.4 million to \$4 million annually by implementing every other week garbage collection. In theory, reducing the level of garbage collection service by 50% (weekly to every other week) should correspondingly reduce collection costs by 50%. However, there are fixed costs for staffing, vehicle maintenance, administration, fuel, insurance, facilities/buildings that would reduce the opportunity to achieve a full 50% savings. It's difficult to precisely estimate the savings without actually going out to tender. However, the low end estimate as experienced by Barrie is 10% and upper end is 25% by Ottawa. Savings for Greater Sudbury could range from approximately \$370,000 to \$900,000 per year.

Since leaf and yard trimmings will also change to every other week collection as it will continue to be co-collected with garbage, there may be an indirect cost for additional leaf and yard collection during peak collection periods (Spring and Fall). It is understood that the City currently incurs an additional cost to provide collection of leaf and yard trimmings during peak times. As 2-weeks' worth of leaf and yard trimmings will accumulate at households, the City should budget an additional \$15,000 per year. The amount can be subsequently reduced if not required.

The City should see an increase in processing costs for the additional blue box materials and organics. Approximately \$170,000 per year should be added to the recycling and organic processing accounts.

Estimating savings in landfill space from the diversion of 3400 tonnes of material per year for the next 30 years is valued at \$248,000 per year or \$7.4 million for the next 30 years. Again, the saved landfill space will either be used by the private sector to generate additional tipping fee revenues or be an avoided cost to establish public sector disposal for the future. As previously described, a more detailed estimate in the value of landfill space will be determined as part of Strategy 4 under the 2015-2020 Solid Waste Strategy. For now, this estimate should be considered low since the \$73/tonne does not include the cost to fund a replacement landfill site. However, if we were to estimate that a new landfill site were to cost approximately \$40-\$50 million in 30 years, then we would need to set aside approximately \$0.9 million to \$1.1 million per year starting now. No funds are currently being set aside for a replacement landfill site, so delaying the closure of existing sites is extremely worthwhile.

#### Other system components

Ensuring that barriers or problematic issues are reviewed prior to making a change in the garbage bag limit or the garbage collection frequency will assist in making the program changes more successful. Staff will report back to the Committee with an implementation plan if option #2, #3 or #4 is approved. The implementation plan will include the following, at a minimum:

#### **Additional Diversion Containers**

Consideration should be given to reducing or eliminating the cost of the Big Blue and Green Cart during the transition to every other week collection. The Big Blue is a large recycling container with a lid and has the capacity of approximately 2 to 3 blue boxes. The Big Blue is currently sold for \$20. The Green Cart is currently sold for \$17.

#### **Illegal Deposits**

There is a possibility that illegal dumping may increase in the short-term following a change in the garbage bag limit or a change in the garbage collection frequency. Field Educators could be utilized to assist with this potential problem and provide options to property owners/managers, such as securing their properties and waste bins. Field Educators are proposed under the Enhanced Educational Initiative and could be added this job duty.

#### Households Requiring Special Assistance

The change in the garbage bag limit or every other week garbage collection is not being proposed to place any undue hardship on local households. It is recognized that certain households may generate non-recyclable waste on a regular basis and may need assistance or a variety of options from the City.

For example, young families with more than 2 children under the age of 3 or families with home health care individuals may need special consideration.

A visit from a Field Educator would outline the current options available (cloth diapers for children, garbage bag tags for extra garbage, delivering excess bags to the landfill). The Field Educator could also undertake to review the waste diversion habits of the family to ensure full participation.

A new program could also be developed for families to place their waste in clear plastic bags. All the clear bags placed curbside from these registered families would be collected provided no recyclable or divertable material was included in the bags.

#### Potential options in garbage collection policies

Staff will always recommend changes that will promote waste diversion. However, we do understand that change can be difficult for residents and have prepared a few options for the Committee's consideration:

## Option #1 No change in the garbage collection limit or the garbage collection frequency - Effective October 2016

Under this option, the garbage bag limit would remain at three per week and the co-collection of garbage/leaf & yard trimmings would continue to be a weekly service.

Consideration to every other week garbage collection and a change in the garbage limit would be postponed and reviewed as part of the Master Plan Update tentatively scheduled to commence in 2021.

#### Option #2 Change in the garbage collection limit - Effective February 2017

Under this option, the co-collection of garbage/leaf & yard trimmings would continue to be provided on a weekly basis but the garbage bag limit would be changed from 3 to 2 garbage bags per week.

Consideration to every other week garbage collection would be postponed and reviewed as part of the Master Plan Update tentatively scheduled to commence in 2021.

This option will have a waste diversion impact.

#### Option #3 Change in the garbage collection frequency - Effective February 2019

Under this option, the co-collection of garbage/leaf & yard trimmings would change from weekly to every other week and the garbage bag limit would be 6 garbage bags every other week.

Consideration to a change in the garbage bag limit would be postponed and reviewed as part of the Master Plan Update tentatively scheduled to commence in 2021.

This option will have a waste diversion impact.

# Option #4 Change in the garbage collection limit and the garbage collection frequency - Effective February 2019

Under this option, the co-collection of garbage/leaf & yard trimmings would be switched from weekly to every other week and the garbage bag limit would be 4 garbage bags every other week.

This option will have the greatest and quickest waste diversion impact.

In all four options, staff recommends:

- That the weekly curbside co-collection of blue box materials and green cart organics be maintained.
- That unlimited quantities of blue box materials, green cart organics and leaf & yard trimmings continue to be collected.
- That an enhanced educational program be developed to include details on why we need to divert waste. This will include the importance of delaying the very expensive costs of siting a new landfill site, one on one assistance provided by Field Educators, social marketing techniques aimed at changing & maintaining waste diversion behaviour and various other traditional educational tools. This program would be developed and brought back for the Committee's review and approval.
- That no additional garbage bag limits be imposed for the collection at Residential Drop-Off Depots, high density residential or multi-type properties with centralized collection services.
- That a "call in/email in" Large Furniture, Electronics & Appliances weekly collection program be developed and in place for October 2016.
- That the current garbage bag tag system be maintained.
- That additional collection options be developed for the Central Business District and that the billing for the current and new services be handled directly by the successful waste collection firm.

#### Other collection changes

Various collection (garbage tag, carts etc.) systems are available and will be reviewed as part of the Master Plan Update scheduled for 2021. This was discussed during the 2015-2020 Solid Waste Strategy presentation in November 2015. The update is scheduled for 2021 in order to include potential new Provincial legislation requirements.



# City of Greater Sudbury Charter

WHEREAS Municipalities are governed by the Ontario Municipal Act, 2001;

**AND WHEREAS** the City of Greater Sudbury has established Vision, Mission and Values that give direction to staff and City Councillors;

**AND WHEREAS** City Council and its associated boards are guided by a Code of Ethics, as outlined in Appendix B of the City of Greater Sudbury's Procedure Bylaw, most recently updated in 2011;

**AND WHEREAS** the City of Greater Sudbury official motto is "Come, Let Us Build Together," and was chosen to celebrate our city's diversity and inspire collective effort and inclusion;

**THEREFORE BE IT RESOLVED THAT** Council for the City of Greater Sudbury approves, adopts and signs the following City of Greater Sudbury Charter to complement these guiding principles:

**As Members of Council, we hereby acknowledge** the privilege to be elected to the City of Greater Sudbury Council for the 2014-2018 term of office. During this time, we pledge to always represent the citizens and to work together always in the interest of the City of Greater Sudbury.

#### Accordingly, we commit to:

- Perform our roles, as defined in the Ontario Municipal Act (2001), the City's bylaws and City policies;
- Act with transparency, openness, accountability and dedication to our citizens, consistent with the City's Vision, Mission and Values and the City official motto;
- Follow the Code of Ethical Conduct for Members of Council, and all City policies that apply to Members of Council;
- Act today in the interest of tomorrow, by being responsible stewards of the City, including its finances, assets, services, public places, and the natural environment;
- Manage the resources in our trust efficiently, prudently, responsibly and to the best of our ability;
- Build a climate of trust, openness and transparency that sets a standard for all the City's goals and objectives;
- Always act with respect for all Council and for all persons who come before us;
- Ensure citizen engagement is encouraged and promoted;
- Advocate for economic development, encouraging innovation, productivity and job creation;
- Inspire cultural growth by promoting sports, film, the arts, music, theatre and architectural excellence;
- Respect our historical and natural heritage by protecting and preserving important buildings, landmarks, landscapes, lakes and water bodies;
- Promote unity through diversity as a characteristic of Greater Sudbury citizenship;
- Become civic and regional leaders by encouraging the sharing of ideas, knowledge and experience;
- Work towards achieving the best possible quality of life and standard of living for all Greater Sudbury residents;



# Charte de la Ville du Grand Sudbury

ATTENDU QUE les municipalités sont régies par la Loi de 2001 sur les municipalités (Ontario);

**ATTENDU QUE** la Ville du Grand Sudbury a élaboré une vision, une mission et des valeurs qui guident le personnel et les conseillers municipaux;

**ATTENDU QUE** le Conseil municipal et ses conseils sont guidés par un code d'éthique, comme l'indique l'annexe B du Règlement de procédure de la Ville du Grand Sudbury dont la dernière version date de 2011;

**ATTENDU QUE** la devise officielle de la Ville du Grand Sudbury, « Ensemble, bâtissons notre avenir », a été choisie afin de célébrer la diversité de notre municipalité ainsi que d'inspirer un effort collectif et l'inclusion;

**QU'IL SOIT RÉSOLU QUE** le Conseil de la Ville du Grand Sudbury approuve et adopte la charte suivante de la Ville du Grand Sudbury, qui sert de complément à ces principes directeurs, et qu'il y appose sa signature:

À titre de membres du Conseil, nous reconnaissons par la présente le privilège d'être élus au Conseil du Grand Sudbury pour le mandat de 2014-2018. Durant cette période, nous promettons de toujours représenter les citoyens et de travailler ensemble, sans cesse dans l'intérêt de la Ville du Grand Sudbury.

#### Par conséquent, nous nous engageons à :

- assumer nos rôles tels qu'ils sont définis dans la Loi de 2001 sur les municipalités, les règlements et les politiques de la Ville;
- faire preuve de transparence, d'ouverture, de responsabilité et de dévouement envers les citoyens, conformément à la vision, à la mission et aux valeurs ainsi qu'à la devise officielle de la municipalité;
- suivre le Code d'éthique des membres du Conseil et toutes les politiques de la municipalité qui s'appliquent à eux;
- agir aujourd'hui pour demain en étant des intendants responsables de la municipalité, y compris de ses finances, biens, services, endroits publics et du milieu naturel;
- gérer les ressources qui nous sont confiées de façon efficiente, prudente, responsable et de notre mieux;
- créer un climat de confiance, d'ouverture et de transparence qui établit une norme pour tous les objectifs de la municipalité;
- agir sans cesse en respectant tous les membres du Conseil et les gens se présentant devant eux;
- veiller à ce qu'on encourage et favorise l'engagement des citoyens;
- plaider pour le développement économique, à encourager l'innovation, la productivité et la création d'emplois;
- être une source d'inspiration pour la croissance culturelle en faisant la promotion de l'excellence dans les domaines du sport, du cinéma, des arts, de la musique, du théâtre et de l'architecture;
- respecter notre patrimoine historique et naturel en protégeant et en préservant les édifices, les lieux d'intérêt, les paysages, les lacs et les plans d'eau d'importance;
- favoriser l'unité par la diversité en tant que caractéristique de la citoyenneté au Grand Sudbury;
- devenir des chefs de file municipaux et régionaux en favorisant les échanges d'idées, de connaissances et concernant l'expérience;
- viser l'atteinte de la meilleure qualité et du meilleur niveau de vie possible pour tous les résidents du Grand Sudbury.