

November 8, 2005

The City of Kelowna
1435 Water Street
Kelowna, BC V1Y 1J4

Dear Members of Council,

Re: Provision of an Alternate Garbage Collection Service Within Downtown

A report setting out the background, and the terms and conditions for provision of a garbage collection format to serve Downtown Kelowna is attached for your consideration.

This report forms the basis for our presentation at Council on November 14, 2004.

Yours sincerely,

Allen Tozer,
President,
Downtown Kelowna Association

Attachment

Back Alley Garbage Solutions

A Proposal for an Alternate Garbage Collection Service for Downtown Kelowna

November 8, 2005



RECOMMENDATIONS

THAT the City of Kelowna prohibit, and actively enforce removal, as necessary, of all garbage containers within the public right of way within the boundaries specified, and according to the timelines set out below;

AND THAT pending approval of the above recommendation, the City of Kelowna notify in writing at it's earliest convenience, all business licensees within the boundaries outlined, that the applicable bylaws prohibiting garbage containers within the public right-of-way will be enforced as of the dates set out, and according to the timelines identified below.

BACKGROUND

Bulk garbage containers (also referred to as dumpsters) have been recognized for some time as problematic. Concerns have centred around their unsightly appearance and their concealment of illegal and inappropriate social behaviour.

Additionally, the dumpsters are often sources of foul odours, they encourage illegal dumping, and they restrict mobility as almost all of Downtown's dumpsters are located within the public right-of-way. All of these considerations contribute to a sense that Downtown is unsafe and negatively impact businesses in the area.

The *Kelowna Downtown Plan* promotes the concept of converting some or all of the Downtown's alleys into pedestrian-friendly, retail shopping corridors:

"The Downtown Plan envisages that Downtown will be a highly-pedestrian-oriented environment; that it will be an inviting network of streets, through-block connections, courtyards, alleyways, plazas, and pocket parks." (pg. 40)

"To improve the appearance and security of existing lanes and to encourage commercial activity in these areas." (urban design guiding principle, pg. 87)

"Lanes should be treated as if they are extensions of the street and sidewalk network. Facades along lanes should be treated as if they are fronts of buildings. Public entrances should be considered at the rear of these buildings and activities such as cafes and outdoor markets might be considered to revitalize lanes. Adequate lighting and other safety measures should be considered to make lanes friendly, inviting and secure." (pg. 94)

DISCUSSION

To date, there are approximately 214 dumpsters located within the Downtown Kelowna Association (DKA) Business Improvement Area (BIA) Boundary. The dumpsters are maintained by five contractors: BFI Canada Inc., WMI Waste Management of Canada, Alpine (now Maple Disposal), Super Save Disposal, and Laidlaw.

In early 2004, a request for proposal (RFP) was issued to all waste carriers who operated in the downtown through a direct mailing. The goals of the proposal call was to identify the terms of a garbage collections program that:

1. Replaces all garbage dumpsters currently located within public rights-of-way within the service provision area (principally located within alleys);
2. Provides a program that is approximately the same cost to current users of dumpsters;
3. Minimizes the length of time that garbage sits within the public right-of-way awaiting collection by the garbage contractor,
4. Precludes opportunity for any third party to disturb or otherwise access the contents of any garbage container, i.e., is vandal-proof;
5. Meets a wide variety of user needs for timely pick-up;
6. Minimizes the impacts of odours from garbage stored within the merchant's premises between collection times, as well as within the road right-of-way while awaiting collection;
7. Provides a compact and convenient means to store refuse within merchants' premises recognizing that many merchants have limited room for storage within their premises.
8. Complies with all fire regulations.

There were only two responses to the RFP, BFI Canada Inc. and Waste Management of Canada Corp.. The responses from both carriers indicated an acceptance and continued use of bins located on City Lanes. Ultimately, the responses of either carrier did not fit within the terms of the RFP and the review committee set aside both proposals.

In late 2003, a Committee was struck to examine alternative methods of garbage collection within the BIA Boundary ignited by an example organization from Seattle's Pioneer Square District called CleanScapes. The committee was comprised of members representing downtown stakeholders including property owners and tenants, a representative from the Regional District Waste Office, representative of the Residential Recycling Contractor as well as staff resources from the DKA and City of Kelowna. Members of the committee included:

1. Mame McCrea Silva, Chairperson
2. Bill Scutt
3. Allen Tozer
4. Mike Gilmore
5. Carol Suhan, Regional District of the Central Okanagan
6. Deanne Stephenson, Metro Waste Paper Recovery Inc.

7. Clint McKenzie, Staff Resource – Downtown Kelowna Association
8. John Perrott, Staff Resource – Downtown Kelowna Association
9. Patrick McCormick, Staff Resource – City of Kelowna

The committee contracted CleanScapes CEO, Chris Martin to travel to Kelowna to speak at the DKA Annual General Meeting as well as a presentation to City Council on Monday, June 13, 2005. Mr. Martin outlined at both presentations how his business began, the surrounding circumstances, his business model, and the benefits the Pioneer Square area businesses and property owners had experienced since his organization started. Members of Council agreed in principle to support the DKA initiative to replicate Pioneer Square's dumpster free program. However, members of Council had a few concerns and requested that the DKA complete further research to support this program.

The BAGS committee recognized that field research, which included a visit to the Pioneer Square BIA in Seattle Washington, was critical to the implementation of an alternative collection method. Clint McKenzie, Executive Director of the Downtown Kelowna Association made the trip to Pioneer Square to ride along with Mr. Martin's staff, talk with businesses and property owners within the boundary to gain a broad understanding of the processes and benefit of a daily collection system.

As identified by Mr. Martin, CleanScapes is a Janitorial firm who has offered removal of garbage, cardboard, recycling products, cooking oils, and miscellaneous items several times a day since 1997. Materials are separated and discarded by businesses using a pre-paid and colour coded bag system. Refuse does not sit outside of any given business for more than a few hours. Alleys are noticeable cleaner, more inviting, and attract fewer security issues.

Mr. McKenzie visited with several Pioneer Square businesses and one property manager as part of his research. Both the businesses and the property managers identified that Mr. Martin's program was economically advantageous and assisted greatly in reducing the number of security related incidents including graffiti tags, hypodermic needles, trespassing, and defecation.

The BAGS Committee assigned staff resources to complete a survey on the current state of garbage removal and whether the members within the BIA boundary would support this program. A total of 450 surveys (see Attachment #1) were distributed by hand to the members along with a communications brochure that outlined the process underway. The survey contained 9 questions and garnered 106 responses. This response rate generated a confidence level of + or – 8.5% 95 times out of 100.

Key points identified by the survey included:

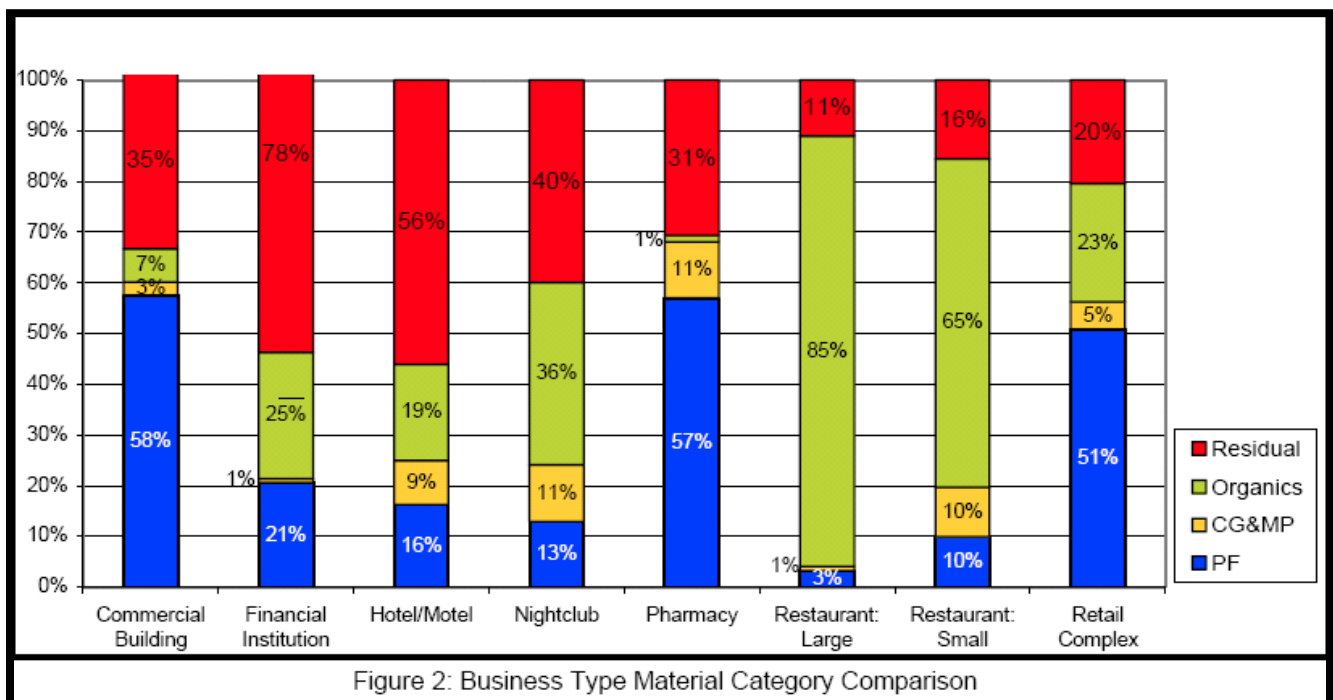
- Downtown property owners and businesses are not completely satisfied with current methods of collection.
- Downtown property owners and businesses feel that dumpsters in the downtown alleys are detrimental to the area.
- Downtown property owners and businesses believe that daily waste collection would help keep downtown clean and safe.

A detailed review of the survey is found in Attachment #2

At the June 13th Council meeting, Councillors tasked the Committee with gaining a better understanding of the waste generated by downtown businesses. The Committee identified that a waste audit needed to be completed by the end of August, therefore a RFQ was issued and awarded to Metre Waste Paper Recovery Inc.

Eight businesses were identified as sector samples. The sample businesses then collected all refuse over a 24-hour period into toter-bins where Metro Waste Paper Recovery then collected them to take back to their facility for analysis. All waste was sorted and weighed as part of the audit process.

The Audit identified significant opportunity for a basic recycling system to help alleviate the volume of waste generated by downtown businesses.



As shown in the above graph, Paper Fibre (PF) and Cans, Glass, and Mixed Plastics – all easily recyclable products – make up a considerable volume of waste currently being discarded to the City's landfill. It should be noted, that the paper fibre found in this audit was in addition to paper fibre being either separated from all waste for secure disposal or for an independent recycling contractor. The research also indicated that the majority of businesses had less than a majority volume of actual waste – materials which could not be recovered through any recovery process.

In addition to Waste Audit, the Committee also worked closely with the Regional District's Waste Coordinator, Carol Suhan. Ms. Suhan confirmed the findings of the Waste Audit and identified that downtown businesses generate approximately 3,900 tonnes of waste each year. As visible in the graphic below, it is identified that nearly 40% of current waste volumes generated have the potential to be recovered through a commercial "blue-bag" recycling program similar to the residential program already in place. The graphic also indicates that there is a potential of over \$100,000 in opportunity cost savings to the City's Landfill.

Business Type	Number of businesses	Annual weight of refuse /business (tonnes)	Total refuse DKA businesses (tonnes)	Total amount of recyclables (tonnes)	Value in unused landfill space \$39.63/tonne
Financial Institutions	7	1.4	10.0	2.1	
Restaurants (large)	5	55.9	279.4	11.2	
Restaurants (small)	75	13.1	979.7	195.9	
Night Clubs	5	4.4	21.9	5.3	
Retail/Sales	140	3.9	546.0	305.8	
Hotel/Motel	6	10.1	60.5	15.1	
Small Office	516	3.9	2,012.4	1,126.9	
TOTAL	754	92.6	3,909.8	1,662.3	\$ 105,401.94

Early in the process of researching an alternative garbage pick-up method, concerns arose in respect to the City's legal liability regarding now enforcing the public right of way by-law, specifically whether the waste carriers would have any legal opportunity to claim for liquidated damages from the city.

Recently, BFI Canada Inc. (BFI) has approached the Committee with intent to modify its service delivery by adopting a hand pick-up system for their customers. BFI has indicated that it would like to begin servicing its customers in this manner – utilizing its current staff and equipment on or before March 1, 2006 through a phased in program. It should be noted that BFI has been the only carrier who currently operates within the BIA boundary to proactively agree to change its service delivery model to a hand pick-up system.

It is important to note that both BFI and the Committee are committed to this fundamental change to service delivery.

Under the first phase (March 1, 2006) of the program, BFI customers within the Phase 1 boundary (see Attachment #4 for map) will have their dumpsters removed. Under the second phase (October 1, 2006) of the program BFI customers within the Phase 2 boundary (See Attachment #5 for map) will have their dumpsters removed. BFI has indicated that it will service its customers with a new system at least once per day and depending on demand, can adjust scheduling to meet the need of its clients. Formal pricing of bags has to be fully realized, but all indications to the Committee show that prices should remain competitive.

As of the time of this report, neither the BAGS Committee nor the DKA have been formally requested by BFI to be either a supplier of bags or act as an agent to sell bags. However, there is a distinct opportunity for the DKA and BFI to work together in forming a joint distribution strategy for bags.

The Committee believes that a free market system is essential for the protection of haulers and customers. While the Committee is seeking an enforcement of the traffic bylaw based on a timetable set out by Council on June 13, 2005, any carrier who currently operates or would like to operate in the area is welcome to join BFI in servicing downtown businesses. It should be reiterated that all haulers at the time of the 2004 RFP had the opportunity to respond to the 2004 RFP and that all haulers are encouraged to continue to service their current clients with a new hand pick-up system.

In effort to maintain an equal playing field for all carriers, the committee requests that the City unilaterally enforce the traffic bylaw for all carriers. Without consistent enforcement, one carrier may have an advantage over another, thereby creating an unbalanced marketplace and potentially harming either the customer or the carriers.

This program has three main benefits for the community and the downtown.

1. Will enhance community-policing efforts.

The removal of dumpsters will assist in improving sightlines in downtown alleys, reduce areas of congregation, limits areas for hiding, and will augment the DKA back-alley lighting initiative – all of which are consistent with the City of Kelowna Crime Prevention Through Environmental Design (CPTED) principals.

2. Will attract higher retail sales and result in higher assessed property values.

With cleaner and safer back alleys, it is expected that customers will frequent the area more often and that investors will favour downtown for Improvements and new developments.

3. Will help promote the City Centre as the place to live, shop, work, and play. The removal of dumpsters, in that it will enhance Kelowna's principal Urban Centre, is consistent with the OCP directions and with the Kelowna Downtown Plan.

This method of collection will be less intrusive to downtown businesses and residences as it is less noisy and has less potential for damage to buildings. Cleaner, safer, reclaimed public spaces will all be beneficial in attracting customers, offices, retail businesses, and residences into the BIA boundary.

SUMMARY

The removal of dumpsters currently situated within the public right-of-way along Downtown alleys is consistent with OCP directions and with the provisions of the Kelowna Downtown Plan.

The Downtown Kelowna Association requests that the City of Kelowna enforce the prohibition of dumpsters within Downtown as part of a strategy for replacing dumpsters with a bag collection service as identified in the above report.

Additionally, the DKA requests that the City of Kelowna, pending agreement to enforce the prohibition of dumpsters, contact all business licensees within the program area of the timeline for removal of dumpsters as set out in the above report.

Signed by Allen Tozer

Attachment #1: DKA Member Survey

1. Which of the following best describes your role in making decisions about waste disposal in your business? Are you...

- ☐ The major decision maker
☐ One of the major decision makers
☐ Someone who recommends, but is not involved in decisions
☐ Other (Please specify) _____

2. Which of the following types of waste does your company generate? Does your company throw away or recycle these items or not generate them at all?

	Don't Generate <u>Any</u>	Throw <u>Away</u>	<u>Recycle</u>
Aluminum Cans (eg: pop)	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/>	
Tin Cans (eg: soup)	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/>	
Glass bottles (eg: pop)	<input type="checkbox"/>	<input type="checkbox"/>	
Glass jars (eg: mayo.)	<input type="checkbox"/>	<input type="checkbox"/>	
Office paper	<input type="checkbox"/>	<input type="checkbox"/>	
Newspaper	<input type="checkbox"/>	<input type="checkbox"/>	
Cardboard	<input type="checkbox"/>	<input type="checkbox"/>	
Plastic (eg pop bottle)	<input type="checkbox"/>	<input type="checkbox"/>	
Food	<input type="checkbox"/>	<input type="checkbox"/>	
Wood Pallets	<input type="checkbox"/>	<input type="checkbox"/>	
Any others? _____	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/>	
Any others? _____	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/>	

3. On a scale of 1 to 5 where 1 equals '*Strongly Disagree*' and 5 equals '*Strongly Agree*', please rate your level of agreement with the following statements.

	1= Strongly Disagree				5=Strongly Agree
a. I am satisfied with the current waste and recycling collection service	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. The company that collects our garbage provides excellent service	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. The company that collects our recycling provides excellent service	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. There is ample space in our building to store our garbage and	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

recycling between collection times

4. Which is your current waste collection provider

- ☐ BFI
- ☐ Waste Management (WM)
- ☐ Alpine
- ☐ Super Save
- ☐ Other (Please specify) _____

5. Which is your current recycling collection provider for cardboard?

- ☐ BFI
- ☐ Waste Management (WM)
- ☐ Alpine
- ☐ Super Save
- ☐ Other (Please specify) _____

6. Which is your current office paper-recycling collection provider?

- ☐ Lexco
- ☐ AAA Recycling
- ☐ Kelowna Recycling
- ☐ Ray's Express
- ☐ Shred It
- ☐ Proshred
- ☐ Merlin Shredding
- ☐ BFI
- ☐ Waste Management (WM)
- ☐ Alpine
- ☐ Super Save

☐ Other (Please specify) _____

7. On a scale of 1 to 5 where 1 equals '*Strongly Disagree*' and 5 equals '*Strongly Agree*', please rate your level of agreement with the following statements. " *The dumpsters in the downtown alleys...* "

- Smell terrible and negatively impact business downtown
- Take up potentially valuable retail space
- Are ugly and attract illegal dumping, litter and graffiti
- Are unsanitary and a safety and health issue
- Take up potentially valuable parking and delivery space
- Provide easy hiding spaces for illegal activities
- Attract vermin and other vectors to the downtown area

[illegible]

8. The Downtown Kelowna Association and members of the downtown business community are researching options to remove the dumpsters in the back alleys in the downtown sector, including a model that would provide daily collection of garbage and recyclables in plastic bags. On a scale of 1 to 5 where 1 equals '*Strongly Disagree*' and 5 equals '*Strongly Agree*', please rate your level of agreement with the following statements as they relate to your business.

- I support the DKA's initiative to research waste disposal options
- I like the model of collection (daily collection/bags) the DKA is proposing
- Daily collection would help our company to recycle more
- Daily collection would help keep our business clean and safe
- Our business is willing to pay more money for a different style of garbage and recycling collection (plastic bag/daily collection)

1= Strongly Disagree

5=Strongly Agree

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

9. If your business is willing to pay more money for a different model of garbage and recycling collection, how much more would it be willing to pay for this service? On a scale of 1 to 5 where 1 equals '*Strongly Disagree*' and 5 equals '*Strongly Agree*', please rate your level of agreement with the following statements as they relate to your business.

- Our business would be willing to pay 10 percent more
- Our business would be willing to pay 50 percent more
- Our business would be willing to pay 100 percent more
- Our business would not be willing to pay more

1= Strongly Disagree 5=Strongly Agree

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

10. What is the principal activity of your business?

- ☐ Restaurant
- ☐ Grocery, produce or meat store
- ☐ Retail store (e.g. Clothing, pharmacy, electronics, etc.)
- ☐ Service (e.g. Hair salon, dry cleaner, etc.)
- ☐ Auto retail (e.g. gas station, auto repair, auto retail, etc.)
- ☐ Institution (e.g. Education, gov't, etc.)
- ☐ Office (e.g. Financial, real estate, consultant, etc.)
- ☐ Other: (Please specify) _____

Attachment #2: DKA Member Survey Results

2005 Garbage Recycling and Collection Survey Results

Question #1: Which of the following best describes your role in making decisions about waste disposal in your business? "*Are you ...*"

The major decision maker	42
One of the major decision makers	43
Someone who recommends, but is not involved	9
Other	

Question #2: What is the principal activity of your business?

Restaurant	13
Grocery, produce or meat store	0
Retail Store (e.g. clothing, pharmacy, electronics, etc)	22
Service (e.g. hair salon, dry cleaner, etc.)	4
Auto retail (e.g. gas station, auto repair, auto retail, etc.)	2
Institution (e.g. education, gov't, etc.)	5
Office (e.g. financial, real estate, consultant, etc.)	38
Hotel/Motel	3
Residential	1
Other	

Question #3: Which of the following types of waste does your company generate? Does your company throw away or recycle these items or not generate them at all?

	Don't Generate Any	Throw Into Garbage	Recycle
Beverage Containers	21	10	69
Tin Cans	45	29	26
Glass Jars	49	23	26
Office Paper	5	14	82
Newspaper	6	14	81
Cardboard	1	9	91
Plastics	22	65	13
Food	34	66	0
Cooking Grease	85	4	8
Wood Pallets	90	2	4
Other:			

Question #4: On a scale of 1 to 5 where 1 equals '*Strongly Disagree*' and 5 equals '*Strongly Agree*', please rate your level of agreement with each of the following statements.

	<u>Mean</u>	<u>Mode</u>
I am satisfied with the current options for waste collection.	2.78	3
I am satisfied with the current options for recycling collection.	2.32	1

Question #5: Which company is your current waste collection provider?

BFI	45
Waste Management	21
Alpine	6
Super Save	5
In-house	9
Other	0

Question #6: Which company is your current recycling collection provider for cardboard?

BFI	21
Waste Management	16
Alpine	4
Super Save	2
In-house	33
Other	1

Question #7: Which company is your current office paper-recycling collection provider?

Lexco	2
AAA Recycling	3
Kelowna Recycling	0
Ray's Express	5
Shred It	4
Pro-Shred	3
Merlin Shredding	1
BFI	5
Waste Management	3
Alpine	1
Super Save	1
In-house	36
None	22

Question #8: On a scale of 1 to 5 where 1 equals '*Strongly Disagree*' and 5 equals '*Strongly Agree*', please rate your level of agreement with the following statements. "The dumpsters in the downtown alleys..."

	<u>Mean</u>	<u>Mode</u>
A. Smell terrible and negatively impact business downtown	4.28	5
B. Take up valuable space	3.87	5
C. Are ugly and attract illegal dumping, litter and graffiti	4.29	5
D. Are unsanitary and a safety and health issue	4.09	5
E. Take up potentially valuable parking and delivery space	3.94	5
F. Provide easy hiding spaces for illegal activities	4.45	5
G. Attract vermin and other undesirables to the downtown area	3.98	5

Question #9: The Downtown Kelowna Association is researching options to remove the dumpsters in the back alleys in the downtown sector, including a "Pay As You Throw" method that would provide daily collection of garbage and recyclables in plastic bags. Participants would only pay for the amount of materials collected. There would be no flat rate, which means some businesses may pay less for waste disposal than they currently do while others may elect to support an enhanced service. On a scale of 1 to 5 where 1 equals 'Strongly Disagree' and 5 equals 'Strongly Agree', please rate your level of agreement with the following statements as they relate to your business.

On a scale of 1 to 5 where 1 equals 'Strongly Disagree' and 5 equals 'Strongly Agree', please rate your level of agreement with the following statements as they relate to your business.

	<u>Mean</u>	<u>Mode</u>
A. I support the DKA's Initiative to research waste disposal options	4.46	5
B. Our business would subscribe to an optional recycling collection service	3.76	5
C. Our business would subscribe to an optional hot power-wash service	2.7	1
D. Our business would subscribe to an optional graffiti removal service	2.83	1
E. Our business would subscribe to an optional grease collection service	2.19	1
F. Daily recycling collection would help our company to recycle more	3.11	5
G. Daily waste collection would help keep our business clean and safe	3.62	5
H. Our business is willing to pay for an enhanced level of service	2.85	1
I. There is ample space in our building to store our garbage and recycling for a short duration between collection times	2.88	1

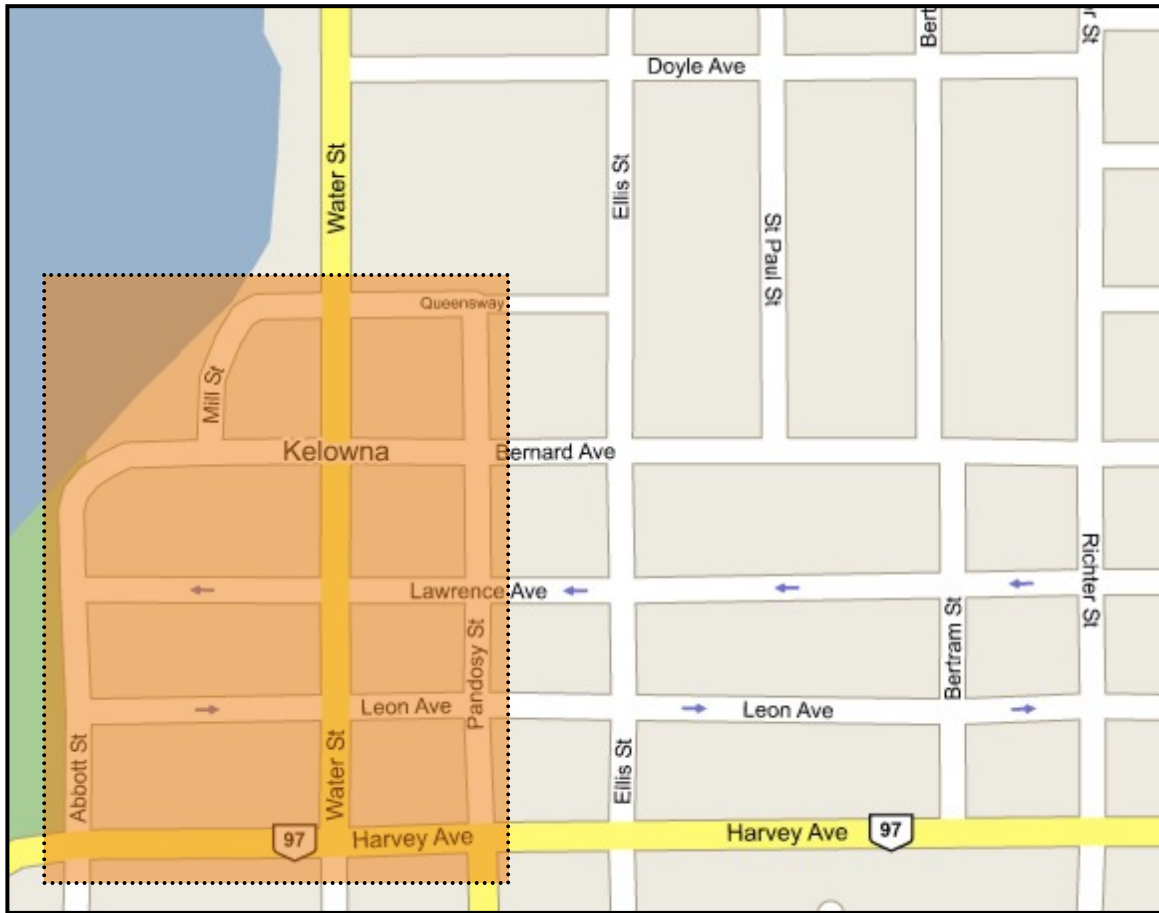
Question #10: How frequent is your garbage currently collected from inside your premise?

More than once per day	15
Once per day	29
Once per week	21
Twice per week	12
Three times per week	7
Other	6

Question #11: How frequent is your garbage currently removed from your dumpster?

Once per day	0
Once per week	33
Twice per week	10
Three times per week	8
Every two weeks	11
Once per month	4
Not applicable (offsite disposal)	3
Don't know	14

Attachment #4: BFI Program Phase 1



Attachment #5: BFI Program Phase 2

