

# Memo



Date September 30<sup>th</sup> 2009

File: 5360-01

To: City Manager

From: Joe Creron, Director - Civic Operations

Subject: Yard Waste Collection Services- Fall 2009

Report Prepared by: Don Degen; Utility Service Manager

---

## Recommendation:

THAT Council support the recommendation approved by the RDCO Board “to allow households on curbside waste collection to purchase up to two additional 360 litre yard waste carts to supplement their existing yard waste cart pick up service from March through November”,

AND THAT yard waste cart pick up service be enhanced on a one time basis to allow residents to leave up to 4 additional City approved compostable yard and leaf waste bags per household for each collection period from October 19<sup>th</sup> to November 27,

AND THAT a one time expenditure of \$175,579 be taken from landfill reserves to cover the costs of this additional service provided by the waste hauler Okanagan Waste Management Systems,

AND FURTHER THAT council request staff to report back in January 2010 on this pilot expanded fall pick up service and make recommendations for 2010 spring and fall yard waste pick up programs.

## Background:

In April of this year, Council received a staff report that provided an update on the new yard waste curbside collection system. All participating local governments were asked at that time to consider additional services for the spring yard waste pick up. A “wait and see” approach was taken by all, recognizing that the cart system was in its infancy and performance continued to be evaluated. Council also asked staff to bring back a report in the fall outlining the programs performance and make recommendations on fall yard waste pick up options.

Over this past year, significant solid waste management changes have occurred with the introduction of the new automated curbside program: The move to this type of collection service was based on a number of considerations effecting the yard waste organic component, including plastic bag contamination, reduced traffic to landfill, improved services, more frequent pickup, achieving solid waste goals and additional business, environmental and social factors. In a September 10, 2009 Waste Reduction Office (WRO) staff report (attached), the WRO reported that the new yard waste collection service is superior to the past service. Volumes collected at

A handwritten signature in black ink, appearing to be "J. Creron".

the curb are significantly more than in the past (Figures 1 and 2). Currently residents are able to put out their 240 litre yard waste cart for collection every other week between March and November for a total of 20 collections. Significant volumes of yard waste have been collected since that time. In addition residents are able to make a one time change out of their 240 litre yard waste cart for a 360 litre yard waste cart at no charge. The WRO has fielded less than 200 complaints from the entire collection region, regarding the limitations of the new yard waste service. A pilot project survey indicated 94% strongly support the new system which is consistent with satisfaction levels now that the program is fully implemented. A review by the WRO of excess yard waste during the spring indicated that on average only one house for every two streets had excess yard waste out for collection (283 streets were surveyed region wide).

During its September 10<sup>th</sup> meeting the Regional District Board was provided with a report from WRO staff and two (2) recommendations were supported.

**THAT** Households on curbside waste collection be able to acquire up to two additional 360 litre yard waste carts and service ( March- November) for \$55 per cart plus an annual additional fee of \$30 to supplement their existing yard waste year round.

**AND THAT** council and staff from each member municipality consider the option of supplementing their service in the fall with a one-time unlimited collection of bagged yard waste.

In the first recommendation customers can purchase up to two additional 360 litre yard waste containers at \$55 per cart plus an annual fee of \$30 per year for pick up .These carts would be used during the entire yard waste collection season from March to November . City staff supports this recommendation and relevant bylaw changes will be brought forward to Council, recognizing that this option provides a need for some property owners who require more ongoing yard waste capacity. Using additional waste containers gives residents the option of putting out up to the equivalent volume of 12 more bags for each curbside collection pick up.

The second recommendation approved by the Regional District Board, asks each member municipality to consider a one time unlimited collection of bagged yard waste as part of the spring and fall yard waste pick up program. Staff supports the need for additional yard waste pick up recognizing that fall brings a very high volume of yard waste from private and city trees and gardens. After discussions with our hauler, rather than a single unlimited yard waste pickup, we recommend that the existing biweekly yard waste cart pick up service be enhanced over a six (6) week period October 19<sup>th</sup> to November 27<sup>th</sup>. This would allow for up to 4 additional City approved compostable paper bags per pickup to be put out at the curb along with the regular yard waste cart pickup over 3 collection periods. Compostable paper bags will be available for customers to purchase at a number of local retailers. This approach will eliminate the need for debagging and the disposal of plastic bags at the landfill site that don't breakdown as part of the waste stream when disposed. Plastic bags can also interfere with yard waste grinding operations and contaminate the finished yard waste product. The yard waste cart system has been successful by offering regular curb side pick up, however individual yard waste cart capacity is insufficient for some households during fall and spring clean up periods. Our waste hauler,

Okanagan Environmental Waste Systems (OEWS) has advised that they are able to provide this additional fall pick up service as part of the regular yard waste cart pick up at a cost of \$175,579 including GST. OEWS will assign additional trucks for manual pick up of bags at the same time as the automated trucks are completing their pickup route. This approach is the most economical because OEWS already understands routing and bag pick up can occur at the same time as yard waste cart pick up. We are recommending funding from landfill reserves recognizing that there are insufficient funds to cover the costs of this pilot from existing residential user fees.

This special one time pilot fall service will allow staff to evaluate the fall yard and leaf waste volumes that are generated over and above the existing yard waste cart capacity recognizing that this is the first year of cart implementation. Staff will then provide a report to council in early 2010 that provides recommendations on whether a spring and fall additional pickup service should be provided and in manner this can be best accomplished. It should be understood that if such a program become an ongoing activity that residential garbage user fees will have to be increased to cover the costs. Staff will also assess the impact of this approach on reduced traffic volumes at the Glenmore Landfill.

Internal Circulation: Director of Finance

Considerations not applicable to this report:

- Legal/Statutory Authority:
- Legal/statutory Procedural Requirements:
- Existing Policy:
- Financial/Budgetary Considerations:
- Personnel Implications:
- Technical Requirements:
- External Agency/Public Comments:
- Communications Considerations:
- Alternate Recommendation:

Submitted by:



Joe Creron, Director - Civic Operations

Approved for inclusion:



John Vos, General Manager Community Services



## Governance and Services Report

**TO:** Governance and Services Committee  
**FROM:** Peter Rotheisler, Waste Reduction Supervisor  
**DATE:** September 10, 2009  
**SUBJECT:** Additional yard waste collection service options and costs

---

### **Recommendation:**

THAT the Regional Board support that households on curbside waste collection within the Regional District Electoral Areas are able to acquire up to two additional 360 litre yard waste carts and service (March to November) to supplement their existing yard waste service;

AND THAT council and staff from each member municipality review the following information to determine if they would like to supplement their service with a one-time unlimited collection of bagged yard waste.

### **Rational:**

The following information suggests that the new yard waste collection service is superior to the past service and suiting the needs of the majority of residents in the region. The amount of yard waste collected at the curb is significantly more than in the past (Figures 1 and 2). The Waste Reduction Office has fielded less than 200 complaints from throughout the region regarding the limitations of the new yard waste service. The pilot project survey indicated 94% strongly support the new system, which was piloted during peak yard waste season. An examination of excess yard waste during the spring indicated that on average only one house for every two streets had excess yard waste out for collection (283 streets were surveyed region wide). An analysis of property size distribution throughout the region indicates that the majority of residential properties in the region are in the size ranges with the lowest yard waste service requirements (Table 1).

Offering the option of attaining additional yard waste carts is equitable, eliminates the use of plastic film, utilizes the inventory of carts, and gives people the option of putting out the equivalent of 12 more bags for each collection. In addition, numerous other user-pay yard waste service options exist including self hauling to the landfill or Peachland compost site, hiring a private contractor, or composting.

Table 1 suggests that an unlimited collection of bagged yard waste, that everyone pays for, may make sense for the majority of people in the District of Lake Country and the District of Peachland.

### **Background:**

Currently, residents are able to put out their 240 litre yard waste cart for curbside collection every other week between March and November for a total of 20 collections. This roughly

equates to 80 standard (60 litre) yard waste bags of yard waste over the course of a calendar year.

Between January and June, 2009, under the new automated yard waste collection system, 3,324 metric tonnes of yard waste has been collected. The most yard waste collected over this same time period in previous years was 1,709 metric tonnes. The first six months of data suggest the new system is collecting and diverting much more yard waste than the previous system (Figures 1 and 2).

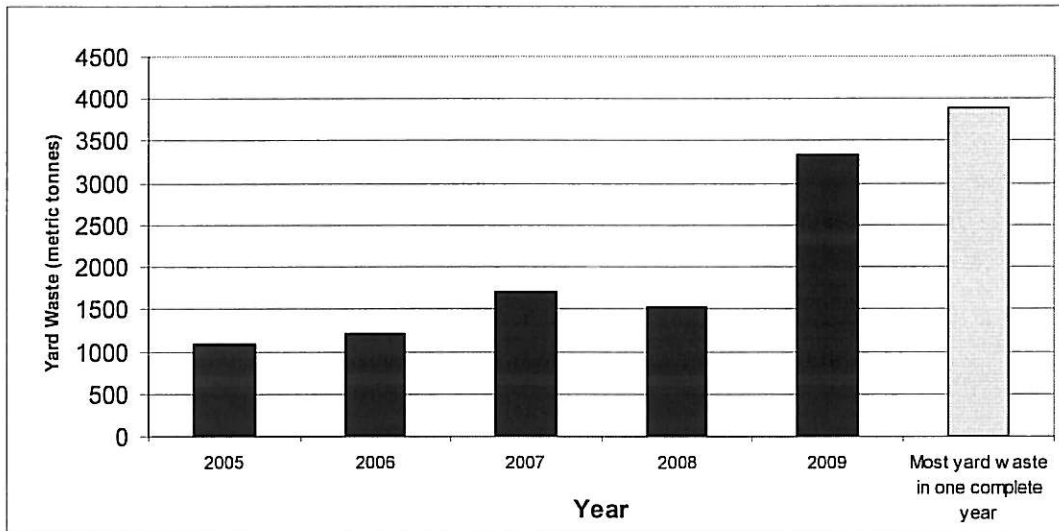


Figure 1 A comparison of yard waste collected at the curb throughout the region between January and June of each year between 2005 and 2009 and the most yard waste collected at the curb in one complete year.

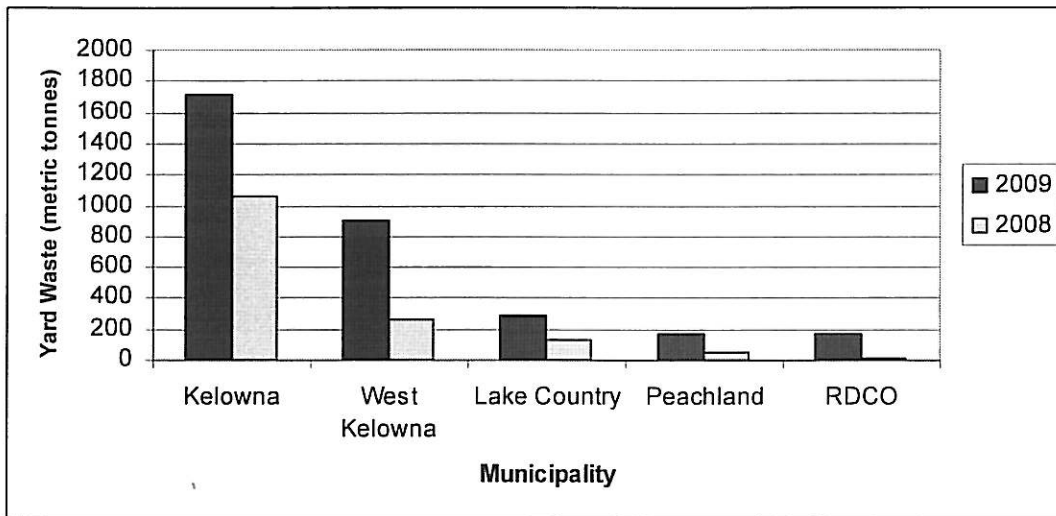


Figure 2 A comparison of yard waste collected at the curb between January and June of 2008 and 2009 for each municipality.

Table 1 shows the relative abundance of different residential property sizes for the Regional District of Central Okanagan (RDCO) electoral areas, member municipalities, and the entire region (RDCO inclusive). In addition, Table 1 groups the different property sizes into two

categories; property sizes that have the greatest potential yard waste service requirements and the property sizes that have the lowest potential service requirements. These two groups are based on the premise that area is directly related to the potential for yard waste (ie. the larger the property the greater the potential for yard waste), with the exception of the largest properties (greater than 5 acres) where yard waste is often not dealt with using curbside collection.

Table 1 Distribution of property sizes throughout the Central Okanagan Regional District

	Property size					Greatest potential requirements	Lowest potential requirements
	<0.25 acre	0.25 to 0.5 acre	0.5 to 1 acre	1 to 5 acres	>5 acres	0.25 to 5 acres	<0.25 and >5 acres
<b>RDCO Electoral Areas</b>	<b>40.1%</b>	<b>19.2%</b>	<b>11.3%</b>	<b>7.4%</b>	<b>21.9%</b>	<b>38.0%</b>	<b>62.0%</b>
Kelowna	66.4%	19.9%	4.4%	4.8%	4.4%	29.2%	70.8%
West Kelowna	52.7%	33.7%	5.9%	4.1%	3.6%	43.7%	56.3%
Lake Country	24.8%	29.3%	11.8%	17.7%	16.4%	58.7%	41.3%
Peachland	37.1%	39.0%	9.8%	9.2%	4.9%	58.0%	42.0%
<b>RDCO inclusive</b>	<b>56.8%</b>	<b>24.2%</b>	<b>6.2%</b>	<b>6.2%</b>	<b>6.8%</b>	<b>36.5%</b>	<b>63.5%</b>

Note: Municipal residential property size distribution totals may not add up to 100% due to rounding.

Vegetation type and distribution is also a primary factor in the potential for yard waste. Unfortunately, the type of high resolution remote sensing data that would be necessary to do a proper analysis on vegetation type and distribution on residential properties is not freely available.

Table 2 summarizes how other municipalities in North America, that offer automated yard waste collection, deal with excess yard waste at the curb.

Table 2 Strategy for collecting excess yard waste at the curb in other municipalities

Municipality	Strategy for handling excess yard waste
Port Moody	Residents are responsible for any additional service.
Burnaby	Residents can purchase additional yard waste carts and service.
Tacoma, WA	Residents can purchase additional yard waste carts and service.
Winston-Salem, N.C.	Residents can purchase additional yard waste carts and service.
Cedar Falls, IA	Carts are serviced weekly and bags put out next to carts are collected.

The cost to acquire an addition 360 litre yard waste cart and biweekly service, between March and November, would be \$30.00 per year plus a one-time fee of \$55.00 to cover the capital expense. A second one-time fee of \$25.00 will be charge to the resident if they have already used their free cart change out.

---

Peter Rotheisler  
Waste Reduction Supervisor

---

Dan Plamondon  
Manager of Development and Environmental Services