



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: November 29, 2006
Author: Chris Underwood/
Jenniffer Sheel
Phone No.: 604.871.6241
RTS No.: 6362
VanRIMS No.: 13-6200-30
Meeting Date: December 14, 2006

TO: Standing Committee on City Services and Budgets
FROM: General Manager of Engineering Services
SUBJECT: Street Cleaning Initiatives

RECOMMENDATION

- A. THAT Council receive for information the enclosed report (Appendix A) outlining the success of the recent project SWEEP (Solid Waste Engineering Enforcement Program) in the Downtown Eastside.
- B. THAT Council approve a grant of \$115,000 to 'Save Our Living Environment' for supplementary cleaning of sidewalks, lanes and public spaces in the Downtown Eastside in 2007, with funding of \$75,000 from by the Capital Financing Fund (Solid Waste Capital Reserve) and \$40,000 from the 2007 Street Cleaning Operating Budget.
- C. THAT Council approve the allocation of \$60,000 from the 2007 Street Cleaning Operating Budget for additional supplemental street cleaning initiatives and direct the City Engineer to seek expressions of interest from social enterprises that support job and life skills training opportunities for people with employment barriers in the City.

Further that upon the receipt and evaluation of expressions of interest staff report back with recommendation of an award.

CONSIDERATION

- D. THAT the Director of Legal Services be instructed to bring forward the necessary amendments to the Solid Waste By-law to reflect locking of commercial waste containers, on or visible from the street or lane, of over 1 cubic yard in volume.

- E. THAT the General Manager of Engineering Services, the General Manager of Fire and Rescue Services, the Regional Director Health Protection and the Director of Legal Services review the necessary amendments to the Fire By-law and the Health By-law to reflect consideration D and if appropriate, the Director of Legal Services bring forward any necessary amendments.

GENERAL MANAGER'S COMMENTS

The General Manager of Engineering Services recommends approval of A through C, and submits D and E for Council's consideration.

The issue of amending the Solid Waste By-Law to require commercial bins to be locked is presented for Council consideration, rather than as a staff recommendation. That is because it was a staff recommendation in a previous report that Council dealt with on June 30, 2005 and Council rejected that recommendation. The General Manager of Engineering Services continues to believe that having the ability to require bins to be locked would provide a significant enforcement tool to deal with improperly maintained bins, however, there is no new information to present in support of this option.

CITY MANAGER'S COMMENTS

The City Manager recommends approval of A through E.

COUNCIL POLICY

In June 2005, Council approved a recommendation for the enforcement of locked commercial garbage containers using a three step process that includes education to encourage waste diversion over disposing items of value, a By-law violation warning, and then a Notice of By-law violation.

In July 2006, Council approved a new policy governing newspaper boxes on City street including a recommendation to increase the 2007 Engineering Operating Budget for street cleaning by \$186,100 to be offset with increased revenues from newspaper box fees.

In September 2006, Council directed staff to work with Business Improvement Associations to consider alternative commercial waste collection programs and report back on progress prior to January 2007.

In each of the past eight years, City Council has approved annual grants to Save Our Living Environment (SOLE) for micro-cleaning of streets and lanes in the Downtown Eastside. The source of funds was the Capital Financing Fund (Solid Waste Capital Reserve).

Approval of grants requires eight affirmative votes.

SUMMARY

There are increasing demands being placed on street cleaning services provided by the City and the services provided under a grant to Save Our Living Environment (SOLE). Many of these demands are a result of poor social conditions in specific areas of the city such as the Downtown Eastside (DTES). These conditions necessitate a disproportionate amount of street cleaning resources be allocated to a specific and concentrated area of the City.

Over the last year staff have implemented a number of progressive actions to improve the level of cleanliness of Vancouver's streets and lanes. These initiatives include, but are not limited to:

- The formation of the Clean Streets Task Force - a cross departmental team of staff that focus on finding creative solutions to lane cleanliness issues.
- The implementation of project SWEEP (Solid Waste Engineering Enforcement Program), a pilot lane cleaning, education and enforcement project focussing on the DTES, for the primary purpose of determining what resources are required to maintain the most problematic lanes in the City to a high standard sanitary condition comparable to other lanes.
- Improving our regulatory approach with commercial containers located on City street right-of-way (primarily lanes), including testing new enforcement tactics (e.g. impounding non-permitted bins) and more stringently enforcing the requirements set out in the Solid Waste By-law and commercial Garbage Container License agreement.
- Amending the Solid Waste By-law to enable the City Engineer to cancel or transfer commercial container permits on notice, for the implementation of an alternative waste collection system over the traditional use of high volume containers (dumpsters).
- Assisting Vancouver Business Improvement Associations (BIAs) with investigating and analysing options for the improved management of commercial waste, including alternative collection systems similar to what has been implemented in Pioneer Square in Seattle, and in downtown Kelowna.

To continue maintaining a high standard of service and to realize further improvements with street cleanliness, this report proposes that for 2007:

- SOLE be provided with a grant, similar to the last eight years, to fund micro-level street cleaning services in the DTES that supplement services provided by the City.
- Staff seek expressions of interest from qualified social enterprises for additional, supplemental street cleaning services, with funds allocated from the 2007 Street Cleaning Operations operating budget.
- Staff develop a strategic plan, with the assistance of a consultant, covering street cleaning operations, and education and enforcement opportunities, and that two work program elements of that plan include scoping out the costs, benefits and resources required to implement a city-wide anti-litter campaign and a bulky waste collection program.
- Staff continue to provide assistance to the Vancouver business community and liaise with private sector waste hauling companies and non-profit social enterprises, such as United We Can, for the purpose of developing alternative commercial waste collection opportunities in the City.

- Council consider amendments to the Solid Waste By-law and the Fire By-law to require that commercial containers be kept locked when not in use, for the purpose of providing staff the ability to enforce minimum standards of cleanliness for containers that are chronically overflowing and mismanaged, and to increase the safety and cleanliness of our streets and lanes.

PURPOSE

The purpose of this report is to provide Council with information on various street cleaning initiatives that reduce health and environmental impacts, improve safety (address street disorder issues), and improve the liveability and quality of life for citizens and visitors of Vancouver. This report also seeks Council's approval for a grant of \$115,000 to SOLE so that they can continue to provide supplemental street cleaning services in the Downtown Eastside (DTES). Further, this report seeks Council's authorization to allocate \$60,000 from the 2007 Street Cleaning Operating Budget for the purpose funding additional supplementary street cleaning services provided by a Vancouver social enterprise selected through an expression of interest process.

BACKGROUND

The City's annual Street Cleaning budget is approximately \$7.5 million (2006). This operating budget funds litter collection, mechanical sweeping and flushing of streets and lanes, removal of garbage from public litter cans, and the clean-up of abandoned solid waste materials dumped illegally on City right-of-way (streets and lanes).

Each year approximately 11,000 tonnes of litter and debris are removed by Sanitation Operations crews from Engineering Services. Almost half of this material accounting for approximately 75 percent of the street cleaning budget is the result of irresponsible behaviour from the public (e.g. materials littered in roads and large quantities of garbage abandoned in lanes).

To supplement the street cleaning services provided by the City, for the past eight years the City has provided an annual grant to Save Our Living Environment (SOLE) for a very successful program involving micro-cleaning of streets and lanes in the DTES.

Areas of Vancouver where poor social conditions are prevalent demand a disproportionate amount of street cleaning resources compared to other areas of the City. For example, approximately 15 percent of the City's street cleaning budget is focused on the provision of services in the DTES, an area which represents less than two percent of the City's total area. The social conditions of the DTES are well known. In this area:

- live roughly one half of Vancouver's injection drug users, or about 4,000 individuals;
- there is a deficit of supportive services for mental illness and adequate housing, with about 5,000 residents living in marginalized housing consisting of single rooms with shared toilets; and
- other residents are homeless and spend a significant portion of their days and nights living in public areas.

These extremely poor social conditions result in a significant amount of detritus left in City streets, lanes and other public areas. Consequently, this situation places disproportionate demands on municipally funded street cleaning resources.

The four blocks boarding Columbia and East Hastings Streets, often considered the core of the DTES, experience some of the most profound and concentrated public disorder and street cleanliness problems in the City. In 2006 this area was the focus of a pilot lane cleaning, education and enforcement program called project SWEEP (Solid Waste Engineering Enforcement Program). The results of that project are enclosed. In this specific area:

- 45 percent of approximately 15,000 inappropriately (publicly) discarded used intravenous (IV) needles are picked up each month;
- 60 Vancouver Police Department (VPD) Officers are assigned, more than any other area in the city. (Sanitation Operations work crews are increasingly requiring the assistance of VPD officers to carry out their routine street cleaning duties in this area since their personal safety is sometimes at risk);
- it is necessary to provide street and lane flushing six nights/week and public litter can emptying seven nights/week;
- sidewalks and gutters require hand cleaning five days/week and seven nights/week;
- abandoned garbage is collected a minimum of three days/week and also on an on-call basis; and
- approximately 30 percent of the mixed use buildings are vacant and attract graffiti, drug use, illegal dumping, vandalism, and squatting.

Staff have observed an increasing desire on the part of the Vancouver business community to find alternative methods of managing commercial waste, other than using conventional large volume containers. In September Council directed staff to work with Business Improvement Associations (BIAs) to consider alternative commercial waste collection programs and report back on progress by year end.

DISCUSSION

Clean Streets Task Force & Project SWEEP (Solid Waste Engineering Enforcement Program)

In early 2006 the Solid Waste Management Branch of Engineering Services organized the *Clean Streets Task Force*, a cross departmental/cross jurisdictional team of staff from various branches within Engineering, the Vancouver Police Department (VPD), Vancouver Fire and Rescue (VFR), Community Services Group (CSG), and Vancouver Coastal Health (VCH). The team emulates the Neighbourhood Integrated Services Team (NIST) approach to problem solving, but with a specific focus on issues related to city-wide education and enforcement of litter, abandoned garbage and improperly managed commercial waste containers. The purpose of the task force is to share information through regular meetings and take a more coordinated approach to dealing with street cleaning issues, with the goal of improving the sanitary condition of streets and lanes throughout the city.

As a result of the formation of the Clean Streets Task Force in early 2006, cooperation and coordination between departments on street cleanliness related matters has increased significantly. This success can be attributed to increased communications, cross departmental relationship building and a better understanding of individual roles, responsibilities and areas of

authority. A prime example of the success of this working group was project SWEEP. A full report on this project is included as Appendix A. The following provides a summary of the project:

Project Scope

In late July, Engineering was approached by a Clean Streets Task Force member from the VPD with a proposal to run a pilot lane cleaning and enforcement project in the DTES. The impetus of the proposal was based on the experience from the VPD that street disorder increases with increased waste materials littered in public areas. This rationale follows the “broken windows theory” applied previously in New York City. Reports of Sanitation Operations staff and VPD members feeling unsafe and threatened while attempting to carry out their work in core areas of the DTES was one of the main drivers of the project. The project proposal was taken to the Clean Streets Task Force where it received overwhelming support. In addition to the participation of staff from the various departments involved in the task force, staff secured a commitment of participation from United We Can (UWC) for the pilot, which was considered essential given the existing street and lane cleaning services they provide in the area through the previously mentioned SOLE grant, and their ability to help City staff bridge the project to the DTES community.

Project SWEEP was co-managed by staff from the VPD and the Solid Waste Management Branch. The objectives of the pilot were:

- To determine what resources are required to maintain a level of cleanliness of the streets and lanes of the DTES consistent with other neighbourhoods in the Vancouver.
- To reduce “street disorder” (reduce violence and improve civility) on the streets and lanes of the DTES.
- To implement a “broken windows” approach by keeping public spaces in a designated area free of litter, graffiti and abandoned garbage on a continuous basis, seven days a week, through cleaning, education and enforcement.

The pilot area was centered on the four blocks bordering Columbia and East Hastings Streets. The DTES was divided into two areas (see map enclosed in Appendix A). Area A was the core area of focus of the physical cleaning efforts and the area where education and enforcement was concentrated. Operations fanned out into the surrounding area (Area B) based on demand and available resources.

The pilot took place over a four week period (August 14th to September 8th), with an additional two weeks of baseline information gathering prior to the pilot and four weeks of monitoring after the pilot ended. Work during the four weeks consisted primarily of a minimum of three street cleaning sweeps occurring each day, as resources allowed. Sweeps consisted of work crews from Sanitation Operations and UWC providing lane cleaning services (mechanical sweeping and flushing, and manual removal of litter and abandoned garbage) while accompanied by members of the VPD, and when appropriate by a team of By-law enforcement staff. Existing staff resources were reallocated as required and the additional cost of this increased level of service was funded from cost savings and increased efficiencies in Sanitation Operations.

Findings & Observations

Baseline conditions for the pilot area were captured through photographs. However, those conditions were already well known based on staff's past experience, but were reconfirmed during SWEEP. Public sanitation issues common (but not isolated) to this area of Vancouver, resulting primarily from public disorder and poor social conditions include:

- Garbage thrown out of windows and from fire escapes from single room occupancy (SRO) buildings. This includes clothing that often becomes tangled on fire escapes and overhead telephone and electric lines, and also heavier items that are dropped into lanes (e.g. TV sets), which pose a risk to public and worker safety.
- Garbage pulled out of unlocked commercial containers and left scattered in lanes and other public areas by people looking for refundable beverage containers, food, drugs, clothing and items of value.
- Abandoned mattresses (sometimes infested with bed bugs), appliances and furniture.
- Stolen shopping carts and City garbage and recycling containers used to collect various materials by the marginalized population, including household items, refundable beverage containers and other items of value.
- Inappropriately discarded, unwanted materials resulting from binning, illegal street vending, theft and other related activities.
- Littered remnants of donated food and associated packaging.
- Human feces and urine polluting lane surfaces and other public areas.
- Improperly discarded IV needles and other drug paraphernalia.
- Waste from the sex trade industry, such as used condoms littered in public areas.
- Glass from broken street lights, bottles and windows scattered in lanes, streets and on sidewalks.
- Building materials, such as bricks and valve box covers scavenged from buildings to create hiding places for drugs and drug paraphernalia, or to sell for their recycling commodity value (the openings left behind in buildings result in access points for vermin and areas where drug debris accumulate).

During the pilot:

- Approximately 50 letters were hand delivered to commercial container users informing them of their waste management responsibilities.
- The VPD issued 92 violation notices relating to street cleanliness, including 67 violations for 'Displayed Merchandise' (illegal street vending), 23 violations for urinating, and two violations for littering.
- Approximately 8,300 inappropriately discarded intravenous (IV) syringes were collected (approximately 3,000 by SOLE grant funded workers from UWC), which is approximately 45 percent of the total needles collected in a four week period for the entire city.
- Approximately 39 tonnes of waste was collected. This equates to about 45 percent of the abandoned garbage collected in a four week period over the entire city.
- Graffiti was found on 100 percent of buildings in the pilot area during the project. Several properties removed graffiti on a regular basis and those who did not were issued orders. Out of the 40 property owners who were issued orders, 38 complied.

- 41 commercial waste (garbage and cardboard) containers were determined to be stored on City streets (lanes). Of these containers, nine were not permitted, and 33 permitted containers did not comply with the City's container license agreement (11 were unlabelled and 22 displayed graffiti).

Upon completion of the four week pilot:

- All of the previously non-permitted commercial containers had either been removed or the container owners had applied for and were granted a permit by the City.
- The majority of commercial containers had been locked, were properly labelled and were free of graffiti.
- The majority of private property was free of graffiti.
- Litter and other discarded items had been removed from overhead telephone lines and hydro wires.
- Residents and businesses in the DTES commented on the level of cleanliness in the lanes and sightlines for VPD were increased as a result properly managed commercial waste containers and the removal of abandoned garbage piles.
- The area reverted to baseline conditions within three to four days post pilot.

Analysis & Conclusion

The total estimated cost of street cleaning services for project SWEEP was \$60,000, including the cost of wages, fringe benefits, equipment and disposal. The total net cost of the project (incremental cost over and above current service levels for those four blocks) is estimated as \$45,000. However, it was observed during the pilot that more intensive (and costly) service levels were required during week one, but then tapered off to approximately a steady state in pilot week four (refer to Figure 2 in Appendix A). Therefore, based on the results of the four week pilot, the forecasted incremental cost increase required to maintain this higher level of service in these four lanes of Vancouver is estimated as \$200,000 per year.

It was concluded that the objectives of the project were met and the pilot was a success. Although it was not possible to determine a statistically accurate correlation between public disorder and street cleaning demands, it was confirmed through observations that there is a direct relationship between poor social conditions and high cleaning requirements.

When the cost of the pilot is extrapolated over a year, the intensity of service necessary to maintain the area at the standard maintained during the pilot cannot be supported within the current Street Cleaning Budget. Further, maintaining this higher level of service for those four blocks of the City throughout the year may not be considered sustainable or equitable. A more sustainable approach for dealing with chronic street cleanliness issues in the DTES would be to focus on the root conditions that contribute to the disproportionate street cleaning demands, such as homelessness, drug addiction, and inadequate commercial container regulations (e.g. no mandatory locking of containers).

Despite the fact that with existing resources it is not feasible to continue to provide the same level of service to this area of the City as during the pilot, staff are now utilizing various lessons learned and are applying their experience to other areas of the City. For example, we are:

- developing new strategies for dealing with commercial containers that are not labelled or contain graffiti, including applying remedies and collecting costs associated with those remedies from the bin owner;
- implementing standard operating procedures (work protocols) to ensure staff deal with problems such as non-permitted and non-complaint containers consistently and effectively;
- pursuing new By-law enforcement strategies with the assistance of Legal Services (City Prosecutor's office);
- developing improved methods of providing information and notices to container users;
- working to improve relations and communications with private sector waste haulers;
- implementing enforcement sweeps and container audits in other areas of the City including Granville Mall and Yaletown;
- benefiting from increased communications methods between VPD members and Sanitation Operations staff who work in areas of the City where there is increased street disorder and risk to safety;
- reviewing opportunities for further achievements with efficiencies in Engineering's street cleaning program, including the reallocation of staff and equipment resources to areas of the City with the greatest street cleaning demands, as required.

Additional Recent Improvements in Street Cleaning Operations

Through a process of continuous improvement, staff routinely review opportunities for increasing efficiencies in Engineering's street cleaning program. In 2006 a number of initiatives were implemented, or are in the process of implementation, which improve the city's level of cleanliness, including:

- Establishment of a compressed work schedule on the night shift, which has resulted in an additional 25 percent street and sidewalk coverage per night.
- Redeployment of street cleaning personnel to address specific on-street needs and to maximize resource capacity.
- Implementation of a trial afternoon shift, which will result in 24 hour, seven day per week coverage in areas where it is most warranted (pending approval).
- Purchase of a ride-on sidewalk sweeper, which allows for enhanced cleaning of business areas (two additional walk behind sweepers are planned for purchase in 2007).
- Establishment of new arterial mechanical street sweeper routes, which has resulted in improved and more frequent cleaning.
- Purchase of four regenerative air sweepers, which are anticipated to reduce equipment down time and will improve service levels.
- Implementation of an improved method to clean public litter cans, which will allow more frequent cleaning at a significantly reduced cost.

As an additional initiative, in 2006 Engineering Services and Vancouver Coastal Health (VCH) coordinated the installation of 28 needle disposal boxes in the DTES. The capital cost of the boxes was funded by VCH. VCH also coordinates the collection and disposal of needles from the boxes with the help of various non-profit organizations, including Peer to Peer, Vancouver Area Network of Drug Users (VANDU), Carnegie Street Outreach, Washington Needle Depot, Street Youth Job Action, United We Can and Downtown Eastside Youth Activities Society (Deyas). An

arrangement is being coordinated between Engineering Services and VCH for the long term maintenance of the boxes since they are installed on street right-of-way.

Save Our Living Environment (SOLE) Grant

SOLE is a non-profit urban environmental group active in downtown Vancouver. The Society sponsors several projects at 39 East Hastings Street, including the United We Can Bottle Depot. A primary objective of the Society is to create self-sustaining enterprises that focus on caring for the urban environment, while also creating income and job training opportunities for people of the inner city. The program employs residents from the DTES with barriers to traditional employment, giving them valuable job-training, enhanced self-esteem and improved life skills.

SOLE employs between 25 and 35 people to clean lanes and sidewalks who, as a result of the opportunity, no longer require income assistance. SOLE's total pool of active work participants is sustained at 150 people, many of whom participate in the lane cleaning program. This program has provided good value to the City since its inception.

In each of the past eight years, Council has approved grants to SOLE (\$50,000 per year 1999-2002, \$60,000 per year 2003-2004 and \$75,000 per year for 2005-2006) for micro-cleaning sidewalks and lanes in DTES. In the past seven years, SOLE has been able to raise matching funds to double the amount of money the City has granted, and in some years has been able to exceed this level. Matching funds were generally provided through BIAs, Movie Production Companies and the provincial Ministry of Human Resources.

SOLE's street and lane cleaning program complements and is supplemental to the routine street cleaning services provided by the City (Sanitation Operations and Park Board). SOLE's work is regularly monitored by City staff. The program now covers approximately 65 blocks and several parks and targets micro-cleaning which the City's mechanical equipment cannot provide. This employment opportunity for DTES residents with barriers to traditional employment provides valuable job-training and enhanced self-esteem.

For 2007, SOLE is requesting a grant of \$115,000. This includes \$75,000 (same funding level as in 2006) consisting of \$60,000 for street cleaning services and \$15,000 which may be used to fund the cost of disposal, and an additional \$40,000 which is equivalent to the level of external funding that has now been reduced from provincial program cuts. The grant will allow UWC to continue operating at their existing level while providing good value to the City. It will fund:

- Micro cleaning of DTES sidewalks.
- Supplementary DTES lane cleaning.
- Litter pick-up from private spaces visible and used by the public (e.g. alcoves, entrances, vacant lots, and loading bays).
- Collection and separation of discarded needles as part of a monitored needle collection system coordinated by the City and Vancouver Coastal Health Authority.

SOLE received its first grant from the City as part of the Environmental Grant Program, funded from the Capital Financing Fund (Solid Waste Capital Reserve). Since that program does not fund ongoing projects, funding in subsequent years has been through separate applications to Council. For 2007 staff is recommending that \$75,000 be funded from the Solid Waste Capital Reserve and \$40,000 from the 2007 Street Cleaning Budget.

SOLE has consistently demonstrated they have the necessary resources and capability to provide a high standard of workmanship and good value to the City.

Additional Supplementary Street Cleaning Services

Based on the findings of project SWEEP, the value from a cost-benefit perspective provided to the City, and the social value to the community resulting from the grant to SOLE, staff recommend seeking expressions of interest from qualified social enterprises for the provision of additional supplemental street cleaning services for the City. Accordingly, it is recommended that \$60,000 be allocated from the 2007 Street Cleaning Budget to be used as a grant for such services in addition to those traditionally provided by SOLE. Upon receipt and evaluation of expressions of interest, staff will report back to Council with a recommendation for award.

Commercial Waste Management

Engineering Services (Solid Waste Management Branch) regulates commercial waste (garbage and recycling) containers that are located on City street right-of-way through the Solid Waste By-law and a container licensing program. Based on a recent city-wide inventory of commercial containers, there are approximately 2,600 containers on City streets, primarily in lanes.

In 2005 Vancouver Fire and Rescue Services responded to 283 fires originating in commercial waste containers. They have previously reported that approximately 20 percent of all fires causing damage originate in commercial waste containers. When a container lid is left unlocked and open, a fire is not contained and the increased availability of oxygen can result in the rapid growth of a fire and an increased risk to property and personal safety.

In 2004, staff initiated a pilot program to evaluate the effectiveness of using 'secure locking' commercial containers (containers with a much stronger locking system compared to regular containers). A total of 110 containers located in seven of the worst lanes for overflowing and messy containers were surveyed in a three month period. The study concluded that the area surrounding an unlocked garbage container is three times more likely to be untidy than the area surrounding a locked container. The full results of that study were reported to Council on June 30, 2005.

Improvements with Regulation & Enforcement

As a part of staff's ongoing efforts to improve lane cleanliness and to more effectively deal with issues associated with commercial waste containers, two additional Clean Streets Team staff positions in Solid Waste Management were recently approved and filled (an additional Street Use Inspector in 2005 and a Program Assistant/Clerk Typist III in 2006). As well, various amendments have been made to the Solid Waste by-law and the Container Licence Agreement (CLA):

- All properties must have waste removal service at least twice a month.
- Address labels must be installed on all containers visible from or on a street or lane.
- The penalty for a Solid Waste By-law violation was changed to a minimum of \$50 and a maximum of \$2,000.
- Commercial container permits can now be transferred or cancelled on 60 days notice in the event an alternative collection system is implemented.

- Enforcement of commercial container regulations is a three step process that begins with education, follows with a warning and ends with a notice of By-law violation.

Assisting BIAs with Alternative Waste Collection Programs - Progress Update

Vancouver based BIAs are becoming increasingly interested in container-free commercial waste collection programs such as the *CleanScapes* program in Pioneer Square, Seattle and the *Back Alley Garbage Solutions (BAGS)* program in Kelowna. These alternative collection programs typically involve the provision of a “pay-as-you-throw” type system, similar to single family waste collection programs. Individual bags or totes of garbage and recyclables are collected on a more frequent basis, instead of disposing these materials to high volume containers (dumpsters) that are often stored on City streets and lanes. The reported benefits of these types of systems include:

- Increased safety and security (e.g. improved sightlines in lanes).
- Improved aesthetics (streetscape appearance improvements and a reduction in odour problems).
- Reduction in traffic congestion from large vehicles.
- Reduction in noise as a result of the loss of the mechanical container servicing.
- New employment opportunities which provide an alternative to binning (*CleanScapes* employs people from the inner city with traditional barriers to employment).
- An increase in waste diversion resulting from an increase in program costs as an incentive.
- A more equitable model that is consistent with the polluter pay principle (those who produce small amounts of waste pay less than those who produce larger amounts).

Despite the apparent benefits of dumpster-free programs, the specific programs offered in Seattle and Kelowna may not necessarily translate well in Vancouver. For instance, Washington State does not have a bottle deposit program whereas Vancouver does (which is highly successful in diverting waste, but has resulted in the proliferation of binning activity throughout the City) and Kelowna has a lower population density, has less mixed use development and fewer problems with homelessness compared to Vancouver.

Since 2005 staff have been assisting the Gastown and Yaletown BIAs with the development of alternative commercial waste management options. Both organizations are still in the planning stages, but have expressed a desire to continue moving forward with alternatives based on the anticipated benefits. Recently, staff have also started assisting the Downtown Vancouver BIA and the Davie Village BIA since they have also expressed a particular interest in these new systems.

In March 2006, the Gastown BIA organized a trip to Kelowna to review phase I of the *BAGS* program. Representatives from Engineering Services, United We Can (UWC), the Waste Management Division of the BC Trucking Association, and various commercial waste management companies participated in that trip.

Other BIA's have now become increasingly interested in similar models. Last month staff organized a public forum involving BIA's, commercial waste companies, the BC Trucking Association and other departments of the City. The purpose of the forum was to provide information to the group on the City's role with regulating commercial waste, to hear concerns

and discuss issues with respect to the current system of collecting commercial waste, and to discuss conceptual alternatives.

In terms of next steps, a presentation has been organized with representatives from *CleanScapes* and *BAGS* and various Vancouver business organizations, staff are planning a second forum with the business community for early 2007, and will continue to provide specific assistance to individual BIAs as required.

Street Cleaning Strategic Plan

Litter issues and the general cleanliness of our streets and lanes are garnering increased attention from the public and are placing additional demands on our street cleaning resources. Further to the City's recent success in dealing with these issues through programs and initiatives such as Keep Vancouver Spectacular, the Clean Streets Task Force, Project SWEEP, increased regulatory capacity, and improved efficiencies in Sanitation Operations, staff propose that a strategic plan be developed that focuses specifically on street cleanliness issues and opportunities. Specifically, the City Engineer intends to seek proposals from qualified consultants to facilitate a strategic planning process. The anticipated cost of these professional services is less than \$30,000 with funding from existing budget. Appendix B contains a draft terms of reference for the consulting assignment.

It is intended that the plan will contain two primary areas of focus, in terms of strategic opportunities:

1. Street cleaning operations.
2. Public education and regulatory enforcement.

Two key work program initiatives anticipated from the plan include determining the feasibility, scope of work and budget required for the development and delivery of a city wide anti-litter campaign and a bulky waste collection program.

Based on preliminary research, anti-litter campaigns typically require significant financial and staff resources to determine who and why people litter, for the purpose of developing a targeted social marketing campaign using direct media such as radio and television. Since the circulation of large-scale broadcasting goes beyond the City of Vancouver, these types of programs are typically more effective if coordinated on a regional scale. However, since litter reduction and control is not a current mandate of the region, staff will consider the concept of a Vancouver based anti-litter campaign as part of an overall strategic plan. If considered a viable opportunity, a business case analysis would be necessary as a next step. Concurrently, staff will pursue opportunities to develop regional anti-litter initiatives through the Greater Vancouver Regional District's solid waste management planning process.

Bulky items consist of things such as mattresses, bed frames, old furniture and appliances. These materials are routinely found abandoned on City property and are reported to be dumped illegally in commercial waste containers. One of the objectives of a bulky item collection service would be to reduce the occurrence of these materials being abandoned and illegally dumped. The amount of abandoned and illegally dumped garbage has increased over the past few years. In 2005, approximately \$450,000 was spent on the collection of about 1,000 tonnes of abandoned garbage. This increase may be a result of increased fees charged by private companies for bulky item collection and/or difficulties associated with transporting these large materials to proper disposal locations. In order to offset abandoned garbage

collection costs and provide additional service to Vancouver residents, staff will investigate the feasibility of a bulky item collection program as an element of an overall street cleanliness strategic plan.

FINANCIAL IMPLICATIONS

This report recommends a grant of \$115,000 to Save Our Living Environment with funding of \$75,000 from the Capital Financing Fund (Solid Waste Capital Reserve) and \$40,000 from the 2007 Street Cleaning Operating Budget.

This report also recommends an allocation of an additional \$60,000 from the 2007 Street Cleaning Operating Budget for additional supplemental street cleaning initiatives to be awarded by Council.

ENVIRONMENTAL IMPLICATIONS

The recommendations outlined in this report will result in improvements to the cleanliness of streets, lanes, sidewalks and other public spaces. Those improvements will in turn result in an increase in safety, livability and attractiveness of our public realm for the benefit of residents and visitors to Vancouver.

SOCIAL IMPLICATIONS

Supplemental lane and street cleaning services provided by social enterprises such as Save Our Living Environment improve the appearance and safety of City streets while providing sustainable social benefits and employment to people with barriers, giving them a sense of pride and self-esteem.

Enforcement of locked commercial garbage containers may result in a loss of revenue to those who collect deposit beverage containers and other waste commodities from privately owned and operated waste containers. However, there is a potential to replace lost income provided from binning through the implementation of alternative commercial sector waste collection systems, and the recommendations in this report will provide additional employment opportunities for the marginalized population.

PERSONNEL IMPLICATIONS

There are no personnel implications.

CONCLUSION

Staff continue to pursue new street cleaning and sanitation initiatives to reduce impacts on human and environmental health and safety. Many of these initiatives also result in aesthetic improvements to the public realm, improved liveability for Vancouver residents and visitors, expanded community building opportunities, and increased alternative employment prospects for the marginalized population.

In addition to the initiatives and recommendations outlined in this report, staff propose that Council consider approving an amendment to the Solid Waste By-law and the Fire By-law to require that commercial containers be kept locked when not in use. The purpose of this provision is to provide staff the ability to enforce minimum standards of cleanliness for containers that are chronically overflowing and mismanaged, and to increase the safety and cleanliness of our streets and lanes.

* * * * *

Project SWEEP (Solid Waste Engineering Enforcement Program) Final Report

1.0 Background

The City's annual 2006 Street Cleaning budget is approximately \$7.5 million (2006). Annually, approximately 11,000 tonnes of litter and debris is cleaned up by City Sanitation crews. Almost half of this material and about 75 percent of the budget is a result of irresponsible behaviour from the public, including garbage abandoned and littered in public areas and mismanaged commercial waste containers.

In early 2006, the Solid Waste Management Branch of Engineering Services organized the Clean Streets Task Force, a cross departmental/cross jurisdictional team of staff. The team emulates the Neighbourhood Integrated Services Team (NIST) approach to problem solving but with a specific focus on issues related to city-wide education and enforcement of the various City By-laws which relate to public and private property cleanliness (litter, abandoned garbage and commercial waste containers). The purpose of the task force is to share information through regular meetings and take a more coordinated approach to dealing with street cleanliness issues, with the goal of improving the sanitary condition of streets and lanes throughout the city. Members of the Task Force include:

- Engineering Services (Solid Waste Management Branch, Sanitation Operations, Streets Administration and Parking Enforcement);
- Community Services Group (Property Use, Graffiti Enforcement, Environmental Protection);
- Vancouver Police Department (VPD);
- Vancouver Coastal Health (VCH); and
- Vancouver Fire and Rescue Services (VFR).

In late July, Engineering was approached by a Clean Streets Task Force member from the VPD with a proposal to run a cleaning, education and enforcement pilot (SWEEP) in the downtown eastside (DTES) focusing primarily on the four blocks bordering Columbia Street and East Hastings Street. This area was later designated as Area A for the project (Attachment 1). The motivation of the proposal was based on experience from the VPD that street disorder increases with increased waste materials littered in public areas. This rationale follows the "broken windows theory" applied previously in New York City. The feeling of unsafe and threatening work conditions by VPD members and Sanitation Operations staff in this area was the main driver for the project. The project proposal was taken to the Clean Streets Task Force where it received overwhelming support.

In addition to staff's participation in project SWEEP, a commitment of participation was secured from United We Can (UWC). UWC's participation in the project was considered essential given the existing street and lane cleaning services they provided in the DTES and their ability to help City staff bridge the project to the DTES community. UWC has received Save Our Living Environment (SOLE) grants from the City for the past eight years to provide supplementary micro-cleaning of streets, lanes and sidewalks in the DTES. Project SWEEP costs incurred by UWC were funded from their 2006 budget, which included the SOLE funding from the City. City costs were funded through cost savings in existing Street Cleaning budget from increased efficiencies.

2.0 Issues

Areas of Vancouver where poor social conditions are prevalent demand a disproportionate amount of street cleaning resources. For example:

- Approximately 15 percent of the City's street cleaning budget is focused on issues in the DTES, an area which represents only two percent of the City's total area.
- Approximately 4,000 injection drug users live in the DTES, which is about half of Vancouver's injection drug users.
- Supportive services for mental illness and adequate housing is minimal. About 5,000 residents live in marginalized housing consisting of single rooms with shared toilets.
- A significant share of the City's homeless population spend their days and nights living in public areas in and around the DTES.

The four blocks bordering Columbia and East Hastings Streets was selected as the focus of Project SWEEP since it is often considered the core of the DTES and experiences some of the most profound and concentrated public disorder and street cleanliness problems in the City. In this area:

- 45 percent of approximately 15,000 inappropriately (publicly) discarded intravenous (IV) syringes are picked up each month;
- 60 Vancouver Police Department officers are assigned, more than any other area in the city;
- Sanitation Operation crews provide street and lane flushing six nights per week and public litter can emptying seven nights per week;
- Sidewalks and gutters require hand cleaning five days per week and seven nights per week;
- Abandoned garbage is collected a minimum of three days per week and on an on-going call basis;
- Additional City resources are allocated to a non-profit street and lane cleaning service (\$75,000 annually to UWC) to supplement Sanitation Operation street cleaning services;
- Approximately 30 percent of the mixed use buildings are vacant and attract graffiti, drug use, illegal dumping, vandalism and squatting;
- 100 percent of buildings become tagged with graffiti, which requires regular enforcement and cleaning; and
- 41 commercial waste (garbage and recycling) containers occupy public space in lanes.

3.0 Project Objectives

The objectives of Project SWEEP were:

1. To reduce "street disorder" (reduce violence and improve civility) on the streets and lanes of the DTES.
2. To implement a "broken windows" approach by keeping all public spaces in a designated area of the DTES continuously free of litter, abandoned waste and unmanaged garbage on a continuous basis, seven days a week.
3. To determine what resources would be required to maintain a level of cleanliness on the streets and lanes of the DTES consistent with other neighbourhoods in the city.

4.0 Operations

An operations plan was assembled within a week of the Clean Streets Task Force's endorsement of the pilot.

Project management was provided by staff from the VPD and Engineering Services (Solid Waste Management Branch). The project team was comprised of members from the Clean Streets Task Force and staff from UWC and Sanitation Operations. Existing resources were reallocated to fund project costs. A pilot period of four weeks was agreed to and street cleaning activities commenced on August 14, 2006.

Sanitation Operation street cleaning crews focused on removing large items, such as furniture, and cleaning lanes using mechanical sweeps, deodorizers and flushers. UWC focused on micro-cleaning (hand cleaning to supplement City services) and collecting littered syringes. VPD members accompanied City and UWC street cleaning crews to provide a safe working environment.

Other members of the team, including staff from Property Use, Street Use, Anti Graffiti, VCH and VFR, worked to raise public awareness and obtain the cooperation of property owners and businesses so that their premises and the area around their commercial containers were kept clean and tidy.

Specific project work included contacting commercial garbage container users, property owners and waste haulers to educate them on their responsibilities, issuing notices of violations and tickets for various waste management and littering offences, impounding non-compliant commercial containers, and doing a focused clean-up of abandoned garbage and graffiti.

In order to determine the success of the project and gauge the sustainability of the service levels provided, field data and observations were gathered during three stages: pre-pilot (baseline information gathering for two weeks), pilot (four weeks for cleaning, education and enforcement), and post-pilot (four weeks of observations).

During the pre-pilot phase letters were issued to waste management companies that operate in Vancouver advising them of this project, and hand delivered to property owners and businesses informing them of their responsibilities as waste generators and users of a commercial waste containers located on City property.

A cleaning schedule was developed (Attachment 2) based on providing enough coverage by City and UWC cleaning crews to prevent the continuous accumulation of unmanaged garbage.

During the pilot, crews met daily at 8:00 am in the lane behind the Carnegie Centre, located at 401 Main Street. Once the first round of cleaning of Area A was completed and if litter ceased to continuously accumulate during that shift, City crews moved to Area B to clean and provide monitoring. City crews remained available on short notice to return to Area A if called by a VPD member to clean up new litter or accumulations of abandoned garbage.

At the beginning of the project staff arranged for BC Hydro and Telus crews to participate for a one day period. These crews removed discarded materials from overhead wires in the lanes.

These materials are littered from windows and fire escapes of adjacent single room occupancy (SRO) buildings.

As the project proceeded support was also provided by the Health Contact Centre, the Carnegie Centre and the Non-Market Operation space at 44 East Cordova Street (Central Residence). For example, the Central Residence donated space at 158 East Pender Street for the temporary storage of abandoned shopping carts collected each day during the pilot. These carts were later picked up for recycling or return by an independent contractor, contracted by various retailers who use shopping carts.

5.0 Findings

The results of the pilot were partially influenced by the following factors:

- The project quickly developed considerable momentum, which in many respects can be attributed to the energy, motivation and team building skills of the VPD co-project manager. This individual's leadership qualities and values influenced other team members and contributed greatly to the success of the pilot.
- Filming occurred over two days during the pilot (August 24 and 26) for a movie production in the lane north of the unit block of East Hastings. Further, hydro pole replacement work was conducted at various intervals in the lanes north of the unit block and 100 block of East Hastings Street. These activities may have resulted in reduced street activity/disorder and less litter in the areas immediately adjacent to where this work took place, while it was in progress.
- To control costs (avoid overtime costs), City street cleaning crews did not work on project SWEEP on the morning shift of September 4 (Labour Day). As a result, additional cleaning effort was required during the afternoon shift to deal with a noticeable increase in littered materials.
- Project costs and material quantities were calculated based on best available data. Reasonable estimates were made when sufficient data was not available.

5.1 Pre-pilot Conditions (July 26, 2006 to August 11, 2006)

Baseline information was captured through photographic records of field conditions, and graffiti and commercial container audit information gathered through field observations. The following is a summary of sanitation issues observed in Area A:

- Discarded materials, such as clothing, thrown out of windows and off fire escapes from single room occupancy (SRO) buildings.
- Garbage pulled out of unlocked commercial waste containers by people looking for deposit bottles or items of value.
- Abandoned bulky items such as mattresses, white goods and couches.
- Drug paraphernalia such as inappropriately discarded intravenous (IV) syringes and remnants of crack cocaine kits.
- Paper and Styrofoam type plates and cups from donated food.
- Human feces and odour issues related to urination.
- Abandoned shopping and garbage carts.
- Waste from the sex trade industry, such as condoms littered on the ground.

- Scavenged building materials such as bricks and valve box covers from surrounding buildings littered in the lanes or missing from buildings all together (removed from buildings so that drugs and drug paraphernalia can be hidden or disposed, which also creates hiding places and points of access for vermin).
- Garbage remaining from illegal street vending activity.
- Broken glass from street lights, bottles and windows.
- Debris remaining from stolen materials high graded for recycling, such as casings removed from electrical cables.

Figure 1 provides an indication of typical pre-pilot lane conditions.



Figure 1 - South Lane 100 E Hastings Street (July 26, 2006)

5.2 Pilot (August 14, 2006 to September 8, 2006)

The following is a summary of findings from the four week pilot:

- Approximately 8,300 inappropriately discarded IV syringes were collected (about 3,000 by UWC workers funded from the City's SOLE grant) which is approximately 45 percent of the total needles collected in a four week period for the entire city.
- Approximately 39 tonnes of litter and abandoned material was collected and disposed. In 2005, there was approximately 1,000 tonnes of abandoned garbage collected from the entire city. Therefore, the materials collected during SWEEP equates to about 45 percent of the abandoned garbage collected in a four week period over the entire city.
- The VPD issued 92 violation notices relating to street cleanliness, including 67 violations for 'Displayed Merchandise' (illegal street vending), 23 violations for urinating, and two violations for littering.
- Graffiti was found on 100% of the buildings during the project. Several properties removed graffiti on a regular basis and those who did not were issued orders. Out of 40 property owners who were issued orders, 38 complied.

- 41 commercial waste (garbage and cardboard) containers were determined to be stored on City streets (lanes). Of these containers, nine were not permitted, and 33 permitted containers did not comply with the City’s container license agreement (11 were unlabelled and 22 displayed graffiti).
- At the start of the pilot four hours per shift were required to remove garbage from the lanes in Area A. By week four this time was reduced to one hour per shift.
- The total estimated cost of street cleaning services for project SWEEP was \$60,000, including the cost of wages, fringe benefits, equipment and disposal. The total net cost of the project (incremental cost over and above current service levels for those four blocks) is estimated as \$45,000. However, it was observed during the pilot that more intensive (and costly) service levels were required during week one, and then tapered off to a steady state in pilot week four (refer to Figure 2). Therefore, based on the results of the four week pilot, the forecasted incremental cost increase required to maintain this higher level of service in these four lanes of Vancouver is estimated as \$200,000 per year.

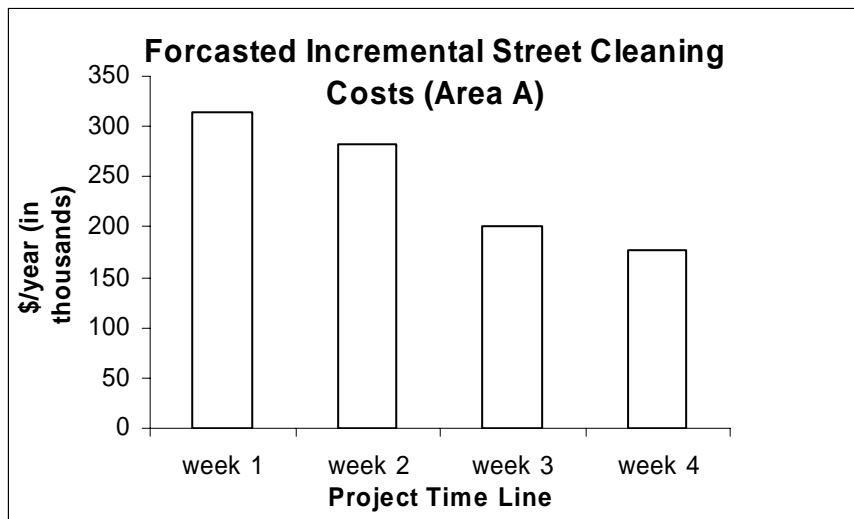


Figure 2 - Forecasted Annual Incremental Street Cleaning Costs (Area A)

Upon completion of the pilot:

- All of the previously non-permitted commercial containers had either been removed or the bin owners had applied for and were granted a permit by the City.
- The majority of commercial containers were locked, properly labelled and free of graffiti.
- The majority of private property was free of graffiti.
- Discarded items had been removed from overhead telephone lines and hydro wires.
- Residents and businesses in the DTES commented on the level of cleanliness in the lanes and sightlines for VPD were increased as a result properly managed commercial waste containers and the removal of abandoned garbage piles.
- The area reverted to baseline conditions within approximately three to four days post pilot.

Figure 3 provides an example of lane conditions maintained during the pilot.



Figure 3 - South Lane 00 E Hastings Street (pilot week 4)

5.3 Post-pilot (September 9, 2006 to October 6, 2006)

Similar to the pre-pilot activities, information was collected through photographs. Lane conditions were monitored on a weekly basis for a four week period. Within the first week of monitoring, the area had returned to its original, pre-pilot conditions. For example, buildings were re-tagged with graffiti and the accumulation of litter and abandoned garbage was an hourly occurrence (Figures 4 and 5).



Figure 4 - Typical lane condition post-pilot



Figure 5 - Typical lane condition post-pilot

6.0 Conclusion

Despite the fact that the area returned to pre-pilot conditions within the first week after the pilot ended, it was concluded that the objectives of the project were met and the pilot was therefore a success.

It was not possible to determine a statistically accurate correlation between public street disorder and street cleaning demands, but qualitatively it was confirmed that there is a direct relationship.

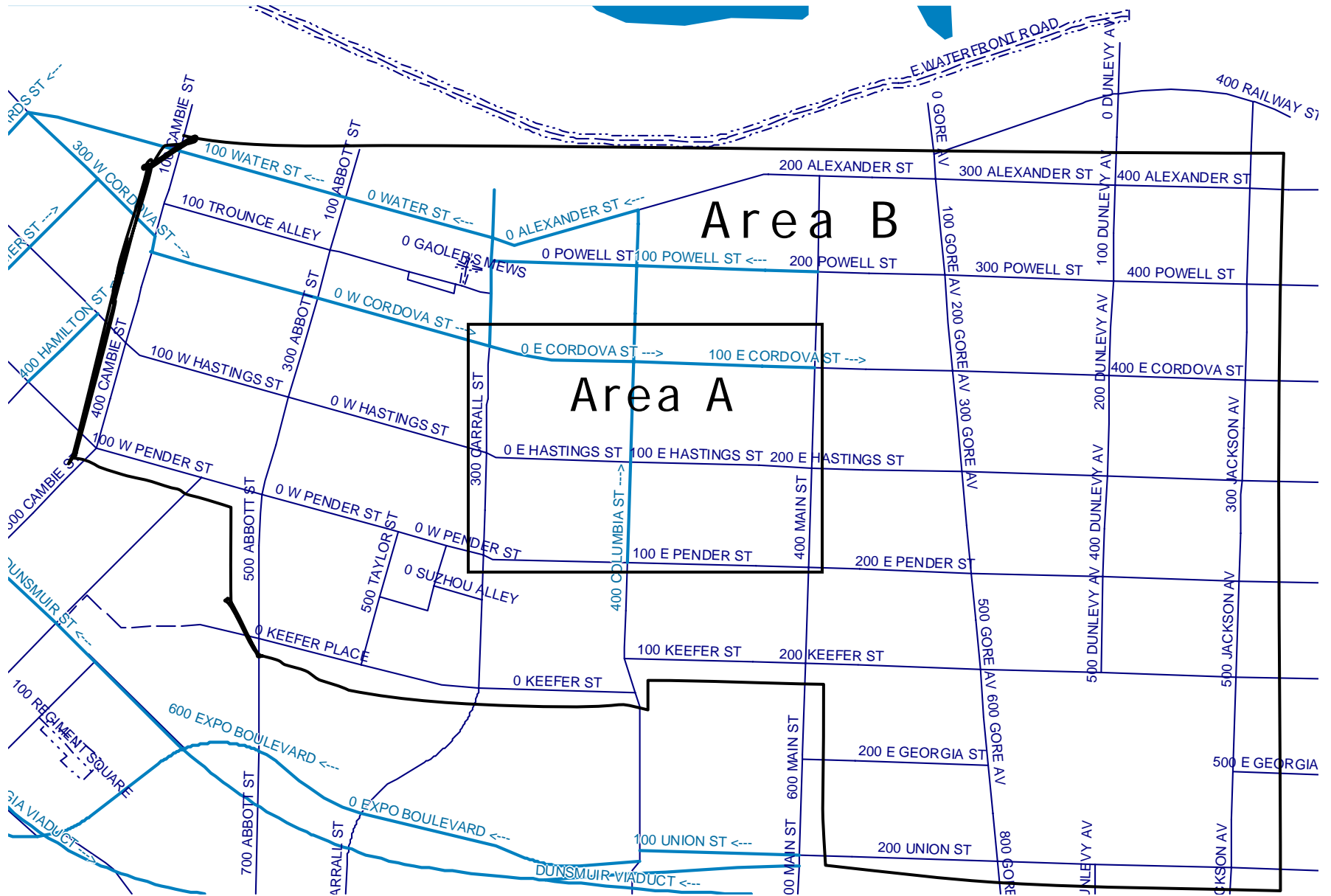
When the cost of the pilot is extrapolated over a year, the intensity of service necessary to maintain the area at the standard maintained during the pilot cannot be supported within the current Street Cleaning Budget. Further, maintaining this higher level of service for those four blocks of the City throughout the year may not be considered sustainable or equitable. A more sustainable approach for dealing with chronic street cleanliness issues in the DTES would be to focus on the root conditions that contribute to the disproportionate street cleaning demands, such as homelessness, drug addiction, and inadequate commercial container regulations (e.g. no mandatory locking of containers).

Despite the fact that with existing resources it is not feasible to continue to provide the same level of service to this area of the City as during the pilot, staff are now utilizing various lessons learned and are applying our experience to other areas of the City. For example, we are:

- maintaining business relationships between staff of different departments and between staff and local area business, formed during the pilot;
- developing new strategies for dealing with commercial containers that are not labelled or contain graffiti, including applying remedies and collecting costs associated with those remedies from the bin owner;

- implementing standard operating procedures (work protocols) to ensure staff deal with problems such as non-permitted and non-complaint containers consistently and effectively;
- pursuing new By-law enforcement strategies with the assistance of Legal Services (City Prosecutor's office);
- developing improved methods of providing information and notices to container users;
- working to improve relations and communications with private sector waste haulers;
- implementing enforcement sweeps and container audits in other areas of the City including Granville Mall and Yaletown;
- benefiting from increased communications methods between VPD members and Sanitation Operations staff who work in areas of the City where there is increased street disorder and safety risk;
- reviewing opportunities for further achievements with efficiencies in Engineering's street cleaning program, including the reallocation of staff and equipment resources to areas of the City with the greatest street cleaning demands, as required;
 - resolving issues in the lane behind 401 Main Street with the Health Contact Centre and the Carnegie Centre, such the impacts of litter from food donation activity;
 - reviewing the possibility of increased lighting in the lanes to provide more security for container users;
 - continuing to work with local area businesses to keep their buildings graffiti free and to install murals;
 - working with property owners to ensure they maintain their buildings to an acceptable level.

Appendix A-Attachment 1
Project SWEEP Area



Appendix A-Attachment 2
 Cleaning Schedule

	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
UWC	7am-11am 3pm -5pm	7am-11am 3pm -5pm	7am-11am 3pm -5pm	7am-11am 3pm -5pm	7am-11am 3pm -5pm	7am-11am 3pm -5pm	7am-11am 3pm -5pm
San Ops	8am-2:30pm 9:30pm-6am	8am-2:30pm 9:30pm-6am	8am-2:30pm 9:30pm-6am	8am-2:30pm 9:30pm-6am	8am-2:30pm 9:30pm-6am	9:30pm-6am	9:30pm-6am
VPD	8am – 2:30pm 9:30pm -2:30am	8am – 2:30pm 9:30pm -2:30am	8am – 2:30pm 9:30pm -2:30am	8am – 2:30pm 9:30pm -2:30am	8am – 2:30pm 9:30pm -2:30am	9:30pm -2:30am	9:30pm - 2:30am
Inspectors (VFR, VCH, SWMB, Graffiti, Property- Use)	8am-3pm (or as required)	8am-3pm (or as required)	8am-3pm (or as required)	8am-3pm (or as required)	8am-3pm (or as required)		

STATEMENT OF WORK

City of Vancouver

Development of Street Cleanliness Strategic Plan Project Requirements

1.0 Background

The City of Vancouver has a population of approximately 560,000 and lies in a region of more than two (2) million people. Vancouver is the largest city in the province of British Columbia and the third largest in Canada. Vancouver is consistently rated as one of the most liveable cities in the world and is host city of the 2010 Olympic and Paralympic Winter Games.

The City of Vancouver is a municipal corporation and the third largest employer in the City, employing approximately 8,500 staff. It is made up of several departments and three boards: the Vancouver Public Library Board, the Police Board and the Parks and Recreation Board.

The Engineering Services Department is responsible for providing basic public works services which are essential in any urban community. It is an objective of Engineering Services to provide these services at minimum cost to the taxpayer and in a manner responsive to the needs of citizens.

As demands always exceed funds, it is necessary to set priorities. Engineering Services' priorities are as follows:

- Ensure the safety of the citizens and provide indispensable services;
- Protect the City's vast public investment in its plant;
- Protect the environment;
- Provide amenity features such as attractive streets and certain control functions.

Performance of the above functions in an efficient and cost-effective manner contributes to the safety of the City's residents, the City's economic viability, and the quality of life of its citizens.

One specific area of responsibility for Engineering Services is solid waste management, including reduction, recycling, collection, disposal, and street cleaning. Consistently and cost-effectively maintaining the City's street right-of-ways free of debris is a growing challenge. To meet this challenge:

- the Sanitation Operations Branch provides core operational services, such as litter and abandoned garbage collection, and mechanical sweeping and flushing of streets and lanes, and
- various public education and regulatory enforcement strategies are pursued through the Clean Streets Program of the Solid Waste Management Branch (SWMB).

In 2005, the City's total annual budget allocated for street cleaning services and controls was approximately CDN \$7.5M.

2.0 Project Outline

- 2.1 The Solid Waste Division of Engineering Services wishes to develop a Strategic Plan for street cleaning services and programs. This project has been approved and assigned to Chris Underwood, Manager Solid Waste Management and Kevin Ramsay, Manager Sanitation Operations, who are co-managing the project. Chris' primary area of focus for the project includes improved delivery of public education programs and regulatory controls through strategic planning and policy development. Kevin's primary focus is on operational efficiencies and long range planning with respect to sustainable service delivery.
- 2.2 A draft outline of the strategic plan format has been developed (see Attachment 1).
- 2.3 The Solid Waste Division wishes to develop the details of the strategic plan leveraging the services of an experienced consultant. A facilitated approach to plan development, involving a group of approximately twenty (20) employees, is preferred.
- 2.4 The City prefers that the consultant follow a classic strategic planning process, including but not necessarily limited to the following stages and elements:
 - Stage 1 Situational Analysis - gathering key factors and data; identification of patterns and trends.
 - Stage 2 Strategy Formation - determination of vision, values, competencies, goals, objectives, performance metrics and critical success factors; SWOT analysis.
 - Stage 3 Strategy Development - development of action plans, strategies; identification of required resources and timelines.

3.0 Activities of the Consultant

- 3.1 It is expected that the consultant will:
 - a) Review and comment on the Strategic Plan stages and elements (section 2.4) and report format (see Attachment 1).
 - b) Prepare a project schedule
 - c) Develop a communications plan
 - d) Conduct approximately one to three (1-3) facilitated workshops with the staff group. The group may be divided into smaller sub-groups, depending upon the consultant's recommendations.

- e) Compile feedback and output from the workshops into a draft Strategic Plan, consistent with the format developed following part (a) above.
- f) Submit the draft plan, together with comments and recommendations, to the project managers.

4.0 Timeline

- 4.1 It is anticipated that workshops will be completed within four to six (4 - 6) weeks of selection of consultant, and the project will be completed a further two to four (2 - 4) weeks thereafter.

5.0 Meeting Locations

- 5.1 The City of Vancouver will make arrangements and pay for any reasonable costs associated with the workshop venues. Apart from the facilitated workshops, the consultant will be expected to conduct all meetings with City staff at Vancouver City Hall, 453 W. 12th Avenue, Vancouver.

6.0 Scope Limitations

- 6.1 The objective of this project is to develop a document which sets out a common understanding of current departmental values and responsibilities. The project will identify new strategic initiatives; however the project is *not* intended to be a vehicle for implementing significant upsizing, downsizing or outsourcing.

7.0 Requisite Consultant Qualifications

- Relevant experience with facilitating a strategic planning process within a public sector organization
- Proven ability to conduct effective facilitated workshops
- Competent and sufficient support staff and resources to complete the project within the required timeframe
- Provide CV of lead consultant
- A minimum of four (4) client references are required.

The following qualifications are preferred:

- Experience in working with City of Vancouver departments, or alternatively, with Lower Mainland municipalities, on similar projects.

8.0 Anticipated Costs

- The anticipated total cost for the consulting assignment described above is less than \$30,000, including support staff, materials, and reasonable and necessary expenses.

**Attachment 1
Street Cleanliness Strategic Plan**

***DRAFT* TABLE OF CONTENTS**

1. Mission
2. Values
3. Philosophy and Guiding Principles
4. Roles and Responsibilities
 - a. Services
 - Litter collection
 - Abandoned garbage collection
 - Bulky material collection
 - Sweeping and flushing
 - Noxious and hazardous materials clean-up (e.g. feces, needles)
 - Etc.
 - b. Programs
 - Program specific education (e.g. commercial waste generators)
 - Wide scale education and social marketing such as community pride and anti-litter initiatives (e.g. Keep Vancouver Spectacular)
 - Development and enforcement of by-laws, permits and other regulatory controls
 - Etc.
 - c. Internal Resources & Functions
 - Clean Streets Task Force
 - Joint, cross departmental/jurisdictional inspection and enforcement (e.g. Police, Fire, Health, Property Use)
 - Sanitation Operations and SWMB Clean Streets Team communications and coordination
 - Development of policy and procedures
 - Monitoring, analysis and records keeping
 - Etc.
 - d. External Resources & Functions
 - Business Improvement Associations
 - BC Trucking Association Waste Management Division
 - Regional and Senior Government
 - Social Enterprises (e.g. United We Can)
 - Etc.

- e. Long Range Planning
 - Equipment
 - Regional Solid Waste Management Plan
 - Olympic Operations
 - Etc.

- 5. Identifying the Opportunities and Challenges
 - a. Opportunities
 - b. Challenges

- 6. Meeting the Challenges
 - a. Organization
 - b. Strategic Action Items
 - i. Action Item #1
 - Workplan item
 - Workplan item
 - Etc.
 - ii. Action Item #2
 - Workplan item
 - Workplan item
 - Etc.
 - iii. Action Item #3
 - Workplan item
 - Workplan item
 - Etc.
 - iv. Etc.