

CITY OF ORILLIA

TO: Council Committee – November 2, 2020
FROM: Environment and Infrastructure Services Department
DATE: October 28, 2020
REPORT NO: EIS-20-18
SUBJECT: **Grape Island Waste Collection**

Recommended Motion

THAT Policy 9.3.2.3. - Locations be amended as set out in Schedule “A” of this report to remove reference to the waste collection depot at Forest Avenue South;

AND THAT all residents of Grape Island be directed to drop off waste at the Waste Diversion Site.

Purpose

The purpose of this report is to discuss recent challenges faced by some residents of Grape Island with respect to garbage, recycling and green bin collection, and the potential options for moving forward.

Background & Key Facts

The following are key facts for consideration with respect to this report:

- The Grape Island Property Owner’s Association (GIPOA) maintains a private waste collection depot at their parking lot located on Forest Avenue South (hereafter referred to as the Forest Avenue Depot).
- As noted in Report [BDC-20-05](#), in August 2019, GIPOA entered into litigation proceedings with the City over access issues to the Forest Avenue South road allowance, the municipally owned concrete pier and two GIPOA docks used to access Grape Island.
- More recently, the City has been receiving concerns from residents of Grape Island who have opted to leave the GIPOA and have in turn been advised by GIPOA that they are restricted from using GIPOA assets, such as the GIPOA parking lot. This in turn created an access issue to the Forest Avenue Depot, which is located on the privately owned GIPOA parking lot.
- Residents who have left GIPOA have been advised and permitted to obtain a full allotment of 20 garbage tags to allow them to drop off waste materials at the Waste Diversion Site at no charge.
- In accordance with Policy 9.3.2.3, the City of Orillia currently provides waste collection services at the Forest Avenue Depot.

Options & Analysis

There are three options presented for Council's consideration:

Option 1 – Recommended Option

THAT Policy 9.3.2.3. - Locations be amended as set out in Schedule “A” of this report to remove reference to the waste collection depot at Forest Avenue South;

AND THAT all residents of Grape Island be directed to drop off waste at the Waste Diversion Site.

This option would result in the discontinuation of garbage, recycling and green bin collection at the Forest Avenue Depot. All Grape Island residents would be directed to drop off their waste materials at the Waste Diversion Site. The City would provide all Grape Island households with an allotment of 20 garbage tags per year. Tagged garbage does not incur a charge when dropped off at the Waste Diversion Site.

The City has provided waste collection services and collection bins at the Forest Avenue Depot for many years with the understanding that all Grape Island residents have access to it as per City Policy 9.3.2.3. This policy was formulated and approved by Council in 1995 so that Council, City staff and residents had a common understanding and expectation of solid waste management operations at this depot. The move by GIPOA to restrict Grape Island residents that are not members of GIPOA from accessing the privately owned GIPOA parking lot to utilize this depot has resulted in a situation where different Grape Island residents receive different levels of service provided by the City. Continuing to collect garbage, recycling and green bin waste from the Depot, means that some residents (i.e. GIPOA members) on Grape Island benefit from a higher level of service, while other residents (i.e. non-members of GIPOA) receive a lower level of service.

Staff had examined relocating the garbage and recycling bins at the existing Forest Avenue Depot to the road allowance on Forest Avenue South, but there would be limited room for this, and winter snow clearing would become an issue.

The benefit of this option is it treats all Grape Island residents equally. The downside is it would not be convenient for Grape Island residents given many residents leave the island on Sunday evenings when the Waste Diversion Site is closed, and it would increase traffic to the Waste Diversion Site.

This option is recommended.

Option 2

THAT Report EIS-20-08 be received.

This option would result in no change to the current Policy or service levels. Residents who are prevented by GIPOA from using the Forest Avenue Depot are entitled to garbage tags free of charge and can bring their waste items to the Waste Diversion Site. Residents can call the City's Environment and Infrastructure Department to obtain

their tags. Given some Grape Island residents have been restricted from using GIPOA assets over the past several months, a full allotment of 20 tags can be provided to residents contacting the City.

The challenges with this option are:

- It does not provide an equal level of service to all Grape Island residents.
- The City would continue to offer service delivery at the Forest Avenue Depot, while acknowledging that some residents have been prohibited from using this service by the property owner (GIPOA) in contravention of City Policy 9.3.2.3.

This option is not recommended because it does not provide an equal level of service to all Grape Island residents.

Option 3

THAT staff pursue establishing a temporary waste management depot for all Grape Island residents;

AND THAT the residents of Grape Island pay the full costs to set up the temporary waste management depot.

This option involves setting up a temporary depot at a designated area of the City, such as Kitchener Park, and discontinuing garbage collection at the Forest Avenue Depot once this temporary depot is set up.

The proposed depot under this option would be fenced within an area of approximately 25 m² with wooden fencing measuring at least 2 m in height to restrict the view of the usage of the depot, and to minimize the risk of illegal dumping. Signage would be provided. The depot would be locked, and keys would be provided to those Grape Island residents wishing to use the depot. The City's collection contractor, Mid Ontario Disposal, would provide the City a garbage bin for use in the depot and would charge a monthly bin rental fee. Recycling carts would be relocated from the Forest Avenue Depot to this depot. All Grape Island residents were provided green bin carts and kitchen containers meant for food organics earlier this year, and these could be placed in the depot.

To set up a temporary depot, it is expected that the City would need to obtain an Environmental Compliance Approval (ECA) from the Ministry of the Environment, Conservation and Parks to operate and maintain the depot. ECA's can take anywhere from three months to a year to obtain.

The estimated cost to set up a depot is approximately \$10,000 as noted under the Financial Impact section of this report. The cost for this should be covered by Grape Island residents if they wish to pursue this option. It is not appropriate for Orillia taxpayers to fund a depot that is being set up because of a dispute among Grape Island residents. If Grape Island residents, as a group, wanted to pursue this option in place of receiving garbage tags (Option 1), they could notify the City. A charge order would be set up to charge back the full costs of the depot set-up. Staff would want to see at least a 50% deposit of the estimated costs from the Grape Island residents before this work would be pursued.

If this option is pursued, Policy 9.3.2.3. would need to be amended at a later time once the new depot location is known, and once the date is known as to when the new depot would become operational.

This option is not recommended given it would take months to set up a depot during which time some Grape Island residents would still not have access to the Forest Avenue Depot, the depot could easily become an illegal dumping site, the depot would likely not be used once the legal dispute is settled, collecting the appropriate revenue from the property owners could be difficult and administratively costly, and it would take up a fair bit of staff time to arrange and set up.

Financial Impact

There are minimal financial implications for the City resulting from the proposed recommendations in Options 1 and 2 (i.e., provision of garbage tags and no action), which can be handled within the existing operating budget.

For Option 3, there are no financial impacts to the City apart from staff time to set up a temporary depot. All other costs would have to be covered by Grape Island residents. Depot costs include the following, where costs include the non-recoverable HST as applicable:

- Garbage Bin Rental – \$800 per year
- Keys – \$500 for purchasing sets of keys to access the temporary depot
- Environmental Compliance Approval Application – \$3,000
- Fencing & Signage – \$6,000
- Total Estimate = \$10,000

Consultation

The Senior Leadership Team has reviewed this report. Some consultation has occurred with various Grape Island residents who have contacted the City, but not with respect to this report or the recommended option.

Economic Development Impact

There is no direct economic development impact associated with the recommended motion.

Communications Plan

This report and the outcome can be communicated to residents through the Forest Avenue South mailing list and webpage.

Relation to Formal Plans, City of Orillia Policy Manual and/or Guiding Legislation

The recommendation included in this report is related to the following formal plans, City policies and/or guiding legislation:

- City Policy 9.3.2.3. – Collection Programs and Depots (Locations)
- *Environmental Protection Act*

City Policy 9.3.2.3 (Schedule A) notes that the Forest Avenue Depot was set up for the use of Grape Island residents. Option 1 involves removing this as an official City-serviced depot.

An ECA for the potential depot (Option 3) would be required under the *Environmental Protection Act*.

Conclusion

Staff is recommending that Policy 9.3.2.3 be amended as per Schedule “A” to remove reference to the Forest Avenue Depot, and that all residents of Grape Island be directed to drop off waste at the Waste Diversion Site. All Grape Island residents would then be provided with an allotment of garbage tags. This option is meant to treat all Grape Island residents equally given that some Grape Island residents (non-members of GIPOA) have been restricted by GIPOA from accessing the Forest Avenue Depot.

Schedules

- Schedule “A” - Revised City Policy 9.3.2.3. – Collection Programs & Depots - Locations

Prepared by & Key Contact: Greg Preston, Manager of Environmental Services
Approved by: Andrew Schell, GM of Environment and Infrastructure Services

Part	9	Environmental Services	9.3.2.3.
Section	3	Solid Waste Management	
Sub-Section	2	Collection Programs & Depots	
Policy	3	Locations	

FOREST AVENUE SOUTH

- ~~a. Provided for the Use of Grape Island residents.~~
- ~~b. Materials accepted at the depot include Recycling Box material and garbage in general compliance with the SWM Collection Program.~~
- ~~c. Readily Compostable Organics can be accepted at this depot.~~
- ~~d. Collection of Recycling Box materials and Readily Compostable Organics are provided weekly from April 1 to October 31 and every other week from November 1 to March 31. Garbage collection is provided every other week year round.~~

CENTENNIAL DRIVE (CHAMBER OF COMMERCE)

- a. Provided for the use of boaters using the Port of Orillia between April 1st and November 30th each year.
- b. Materials accepted at the depot include Recycling Box materials. (It is noted that a garbage depot is maintained at this location independently of the SWM Collection Program and SWM Depots).
- c. Readily Compostable Organics can be accepted at this depot.
- d. Collection of Recycling Box materials and Readily Compostable Organics are provided weekly as needed.

WASTE DIVERSION SITE (Recycling Box Materials Depot)

- a. Provided for the use of all residents and businesses in the Waste Diversion Site service area.
- b. Depots of other materials are established from time to time at the Waste Diversion Site.
- c. Charges may be established for these materials from time to time.

CITY OF ORILLIA POLICY MANUAL

Part	9	Environmental Services	9.3.2.3.
Section	3	Solid Waste Management	
Sub-Section	2	Collection Programs & Depots	
Policy	3	Locations	

Page 2 of 2

GENERAL

- a. These depots are serviced under the City Collection Contract and operate in general compliance with the SWM Collection Program.
- b. Other depots may be established from time to time.

(R. 1995-133 94.04.03)
(R. 2002-33 02.01.28)
(R. 2007-137 07.04.23)
(R. 2014-231 14.12.15)
(R. 2016-73 16.04.25)