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2017 APR 13 PM 3:11

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Christine Daniel
Interim Director OPW

SUBJECT: Update on Illegal Dumping

DATE: March 24, 2017

City Administrator Approval

Date:

4/12/17

RECOMMENDATION

Receive an Update from Oakland Public Works on Illegal Dumping in the City.

EXECUTIVE SUMMARY

On January 24, 2017 Oakland Public Works (OPW) provided the Public Works Committee (PWC) an informational report on the status of illegal dumping in Oakland. The report was organized based on the City's three pronged approach to addressing illegal dumping: eradicate, enforce, and educate. The PWC posed additional questions which this report addresses.

BACKGROUND / LEGISLATIVE HISTORY

Staff provided informational reports on illegal dumping activities on March 27, 2012, September 24, 2013, March 25, 2014, June 10, 2014, and December 2, 2014. Additionally, staff presented reports on illegal dumping remedies on September 24, 2013, October 15, 2013, September 16, 2014, December 15, 2015, October 11, 2016, December 6, 2016, and January 24, 2017.

ANALYSIS AND POLICY ALTERNATIVES

Most cities addressing the scourge of illegal dumping use a three pronged approach to address the illegal activity - **eradicate, enforce, and educate**. The first prong is eradicate: remove the illegally dumped materials from the streets to send a message that the City cares about the cleanliness of our streets and so a small pile does not turn into a much larger pile. The second prong is enforcement: catch and prosecute illegal dumpers. The last prong is educate: provide information to residents and businesses on legal methods of disposal, enlist the public's support in reporting illegal dumpers and adopting locations providing stewardship opportunities to support positive change in the community. Twelve additional questions were asked at the January 24, 2017 PWC meeting, this report addresses 10 of the questions.

As mentioned at the January 2017 meeting, a waste characterization study of illegally dumped material is underway, as is research regarding approaches to illegal dumping by other cities.

Item: _____
Public Works Committee
April 25, 2017

This work is not yet completed and the results will be presented in a future report. The goal of the research is two-fold: (1) provide recommendations for targeted enforcement, and (2) provide recommendations for targeted education and outreach strategies. The data will assist staff in identifying opportunities for targeted enforcement to stop the bad behavior of illegal dumping. The data will also assist in developing education and outreach strategies to ensure residents and business operators know proper disposal methods, don't unwillingly become part of the problem by hiring illegal haulers, and to elicit community pride to help turn the tide on this scourge in our community.

The Alameda County Public Health Department has offered to assist the City with a public education and outreach campaign and staff is currently exploring this opportunity with our County partners.

Eradicate

1. A program to proactively target hotspots

Public Works uses a work management system called CityWorks. Service requests from the public are entered into the work management system and assigned to the appropriate work unit to address. The Call Center received over 30,000 service requests for illegal dumping removal in FY 2015-16. The public uses this system to report illegal dumping and expects the City to respond to their requests. Keep Oakland Clean and Beautiful Division (KOCB) receive the service requests and dispatches crews to clear the illegal dumping. The illegal dumping unit is comprised of 38 staff that includes three supervisors, 10 crew leaders, and 25 workers. The illegal dumping work unit addresses 85% of the illegal dumping service requests within three business days. The work unit is a 7-day a week operation. This work unit is also responsible for homeless camp cleaning, shrine removal, street litter container emptying and maintenance, and supports special events.

KOCB divides the city into four geographic sections for operational deployment. Each section of the city has one packer truck with a crew leader and an employee. In East and West Oakland an additional mini-packer truck is assigned to the area due to the high level of illegal dumping in these areas. Additionally, there is a pickup truck assigned to each area. A flatbed truck and an overhead loader are assigned citywide for materials needing specialized handling (e.g., tires, appliances, and electronic waste). The work management system provides documentation and accountability of all work performed. This system has provided supervisors and managers with data to review operational deployment and adjust as areas of illegal dumping shift over time. This system is GIS based and provides geographical heat maps which show where the intensity of reported illegal dumping occurs and thus how resources can be deployed. Reviewing a map of Oakland with illegal dumping service requests plotted on it, one can see that illegal dumping is rampant across the city below Highway 13.

An enhancement to KOCB deployment to further address the areas with the highest intensity of illegal dumping would be to add additional crews in both East and West Oakland. The cost to add two crews, one in East and West Oakland would be \$1.6M in the first year, and \$940K in subsequent years.

Illegal Dumping East and West Oakland			
Personnel Costs:	FTE	Cost	Total Cost
Street Maintenance Leaders	3.00	152,920	458,760
Public Works Maintenance Workers	3.00	121,410	364,230
Total Personnel Cost	6.00		822,990
Equipment, Material & Supplies	Units	Cost	Total Cost
25 cubic yard Packers	2	325,000	650,000
Packers O & M Cost	2	57,000	114,000
Total Equipment, Material & Supplies	4.00	382,000	764,000
Total Cost			1,586,990

Enforce

2. Update on camera program

The benefits and limitations of the four sets of illegal dumping camera systems have begun to reveal themselves over the last few months. For example, at two locations with consistent illegal dumping and predictable vehicle patterns, the cameras have successfully documented illegal dumping and captured license plates of vehicles involved in illegal dumping, which has resulted in administrative citations, some of which have been paid in full. On the other hand, at two other locations known for illegal dumping, no incidents of illegal dumping took place after installation of cameras nearby, and the illegal dumping appears to have simply been displaced to a nearby location out of view of the cameras. Furthermore, technical shortcomings, such as camera angles and data restrictions have limited the effectiveness of the cameras at certain locations and for periods of time.

Ultimately, the camera systems provide an additional tool that staff can proactively utilize to gather evidence of illegal dumping in the City. Staff will continue to learn from the camera systems and adjust camera usage, including moving camera locations, to maximize effectiveness.

3. Enforcement trends – why did trends in 2016 go down

The City Administrator's Office's Nuisance Abatement Division issues administrative citations and warning letters based on evidence gathered from the City Attorney's Office after the initial referral of citizen information is made by the Oakland Call Center. In order to address the recent decrease in citations and warning letters which may simply reflect a reduction in evidence obtained, the City Attorney's Office is establishing a new intake protocol to ensure all referrals

are appropriately investigated. Accordingly, the specific reason for any Call Center referrals resulting in non-action, such as insufficient evidence or no response from witness, will be documented by City Attorney staff. Likewise, the City Attorney's Office is working with the Call Center to improve the information initially obtained from citizens on the front end, to ensure the likelihood of enforcement action being taken.

4. Are we using business tax accounts and comparing to waste service accounts to ensure garbage service

Currently the City does not correlate its business tax accounts to Waste Management of Alameda County's commercial account data to determine whether businesses are subscribing to garbage service. However, this can be done and, accompanied by the results from the waste characterization study, may provide direction on priority areas to enforce against.

5. Update on Abandoned autos and RV's

Oakland Police Department (OPD) Abandon Auto detail received and investigated over 19,000 calls for abandoned vehicles in 2016. Calls for service in 2017 are on track to match or exceed 2016 calls. The outcome of the 2016 investigations resulted in:

- 3,259 Towed Vehicles
- 2,548 Citations
- 282 Stolen/ Recovered Vehicles

The O.M.C. is not specific to "abandoned" vehicles; it covers any vehicle parked on a public street over 72-hours. Regardless of whether the vehicle is abandoned, neighbors complaining about other neighbor's cars, or vehicles taking up spaces for an extended time (usually reporting in an area with limited parking), OPD must investigate each service request. Police Area 5 is the hotspot for abandoned vehicle requests. This Area receives approximately 50% more call volume than Police Areas 1-4 for this service.

OPD's operational process is to send a Police Service Technician (PST) to the location of each service request to investigate. If the vehicle is no longer at the location reported, the service request is closed. If the vehicle is still present and allowed to be towed under a specific vehicle code violation, it is towed. If not, then a warning sticker is placed on the vehicle and an alignment mark is placed on a tire and the ground. The PST then returns after 72 hours have passed. If the vehicle has been moved (the mark on the tire is no longer in alignment) or if it gone from the area, the service request is closed. If the vehicle hasn't moved then it is towed for violating the O.M.C. and the service request is closed.

Education

6. How do we hold dumpers publicly accountable?

The City Attorney's Office has clarified that the City may publish the names of those cited for illegal dumping to make the public aware of those committing these violations. Staff is continuing to evaluate what methods of dissemination would be most appropriate and effective. Possibilities could include, but are not limited to, promotion through the news media; promotion

through the City's social media channels; creating and maintaining a database online available for public access and review; and working with partners in the local hauler markets and multi-family residential rental markets to distribute information directly. Disseminating that information in an effective way that reaches a broad audience will require a sustained, long-term effort. As a comparison, City staff expended \$10,000 on a public awareness campaign at the initiation of the illegal dumping witness rewards program in 2015; however, staff continues to find community members unaware of the rewards program. This indicates a need for a more comprehensive and sustained media campaign.

7. How can we get bulky waste pickup to tenants?

Bulky Waste Pick-up For Apartments

New actions were taken to address illegal dumping as part of the Mixed Material and Organics (MM&O) Franchise Agreement which began on July 1, 2015. The Franchise Agreement provides for bulky waste pick-up from apartments and condominiums which previously was only available to single-family homes. Bulky waste is defined as large incidental materials that come from a household which do not fit in a cart for normal weekly collection; these are typically of materials found in piles of illegal dumping.

Apartments and condominiums are eligible for free bulky pickup service once per year of up to 1.5 cubic yards of bagged, boxed or bundled trash per apartment or condo unit, plus: 1 large appliance, 2 televisions or computer monitors, 2 tires, 2 mattresses or box springs, 2 carpets, and consumer electronics per apartment or condo unit. Tenants may contact the property manager to schedule free bulky pickup service. Property managers may schedule bulky pickup services in several ways, customizable to the needs of their building(s).

An information brochure about the bulky waste pick-up program is direct mailed to single family residences twice a year. A variety of methods have been used to get the word out to multi-family buildings including ads in the East Bay Rental Housing Association magazine, bill inserts, direct mail to property owners, and social media posts on Facebook and Nextdoor. More information about bulky pickup service at apartments and condominiums can be found at www.oaklandrecycles.com.

8. Status of state mattress recycling program and outreach about the program.

The State mattress recycling program is called Used Mattress and Recovery Act (UMRC). Since 2016 the Mattress Recycling Council, the entity responsible for the implementation of the UMRC, has established over 100 Collection Sites in California where individuals can drop off mattresses for free, and 17 Recycling Sites which pay individuals \$3 per delivered mattress limited to 5 mattresses per person per day. There are two Recycling Sites in Alameda County:

- DR3 Recycling, 9921 Medford Avenue, Oakland
- Blue Marble Materials, 1501 Doolittle Drive, San Leandro

The Hayward transfer station is the only Collection Site in Alameda County. The Davis Street transfer station in San Leandro, and the City of Berkeley transfer station have declined to opt

into the Program. They accept and recycle used mattresses charging customers a market tipping fee.

Perhaps as impactful as the recycling program, UMRC requires mattress retailers to take back old mattresses when they sell and deliver new mattresses to customers. Data on mattresses collected and recycled through the take back service is not available from UMRC.

The MRC uses its national consumer outreach platform <http://byebyemattress.com/california/> and a social media campaign to promote services to consumers. The City of Oakland promotes Bulky Pickup service provided to all residents by Waste Management through the Oakland Recycles outreach platform, including web (<http://www.oaklandrecycles.com/bulky-pickup-services/>), social media, door-to-door outreach, direct mailings and bill inserts.

Other Questions

9. How does the community request more street litter containers be installed

Requestors should contact the Call Center at (510) 615-5566 to request street litter container additions. A service request will be generated and forwarded to the appropriate supervisor who will conduct a field assessment and determine if the request meets the criteria set forth in the Street Litter Container Standard Operating Procedure.

10. Why does the City use cardboard litter boxes in parks

In the past, the cardboard litter boxes were solely used as trash receptacles in parks. However, over the past 10 years the goal has been to replace all cardboard litter boxes with permanent containers that are covered from the weather, keep out rodents and birds, support recycling and have greater capacity to reduce servicing. The cardboard litter boxes still are used by park staff as a tool when picking up trash or moving trimmings in the park. The cardboard litter boxes also are used for special events when temporary additional capacity is needed. Some of these boxes used at special events migrate in the park and are used by park patrons for litter or other purposes until Parks staff find and remove them.

FISCAL IMPACT

No fiscal impacts are associated with this informational report.

PUBLIC OUTREACH / INTEREST

This item did not require any additional public outreach other than the required posting on the City's website.

COORDINATION

The Office of the City Attorney, Finance Department, Oakland Police Department, and the City Administrator's Office were consulted for the preparation of this report.

SUSTAINABLE OPPORTUNITIES

Economic: The continued efforts of staff to remove illegal dumping and graffiti will assist in improving the physical appearance of the City of Oakland, which translates directly into attracting and retaining business and promoting civic pride.

Environmental: A decrease in the amount of dumped materials and litter will lessen the amount of debris that enters the storm-drain systems, polluting our creeks and waterways.

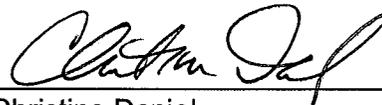
Social Equity: The enhanced efforts of collaboration and partnering between the Public Works Department, our residents and business community will improve the quality of life and public safety.

ACTION REQUESTED OF THE CITY COUNCIL

Receive an Update from Oakland Public Works on Illegal Dumping in the City.

For questions regarding this report, please contact Susan Kattchee, Assistant Director, Public Works at 510-238-6382.

Respectfully submitted,



Christine Daniel
Interim Director, Oakland Public Works

Prepared by:
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