



CITY OF OAKLAND

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OAKLAND

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# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Jason Mitchell  
Director OPW

**SUBJECT:** Update on Illegal Dumping

**DATE:** August 31, 2018

City Administrator Approval

Date:

9/11/18

## RECOMMENDATION

**Staff Recommends That The Public Works Committee Receive An Informational Report Providing An Update On Oakland Public Works' Efforts To Address Illegal Dumping In The City, Including An Evaluation Of Oakland Public Works' Proactive Illegal Dumping Pickup Program.**

## EXECUTIVE SUMMARY

On September 12, 2017, Oakland Public Works (OPW) provided the Public Works Committee (PWC) a supplemental report on illegal dumping in the City, including evaluation of OPW's proactive pickup of illegal dumping. This report describes the results of the pilot program, and steps OPW has taken towards a holistic approach to eradicate illegal dumping. This report focuses on the results of the Pilot Project's block-by-block approach and covers all the various actions of the Public Works Illegal Dumping Task Force to address illegal dumping.

## BACKGROUND / LEGISLATIVE HISTORY

Over the past five years staff has provided twelve (12) informational reports to the PWC regarding illegal dumping. Each report contained complex data and analysis on the epidemic that has impacted the quality of life in Oakland. In March 2017, a third-party firm, Environmental Science Associates (ESA), conducted surveys over a three-week period in to help better understand the types of materials found in the public right-of-way, potentially identify the sources of the materials, and assist staff with making recommendations for a complete and thorough approach that includes **eradication, education, and enforcement**. Over the past nine months, OPW staff has collaborated with various City departments to define roles, seek commitment, and develop strategies to address illegal dumping.

In September 2017, the Illegal Dumping Task Force (IDTF) was created. The group meets bi-weekly to discuss strategies to effectively implement eradication, education, and enforcement around illegal dumping. One of the meetings is attended by Public Works staff to discuss deliverables. The alternate meeting is also attended by representatives multiple city departments to receive updates and provide input on actions and goals to address the illegal dumping epidemic in the City of Oakland.

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**Pilot Program**

The purpose of the pilot program was to compare effectiveness of a block-by-block, pro-active system compared to the existing system of responding to community-generated service requests for the removal of illegal dumping. Within the reactive system, the number of work orders completed and time to complete the work order is tracked by Public Works' staff. Eighty-five percent of work orders related to illegal dumping are closed within three (3) business days.

On March 5, 2018 crews were assigned to work in a specific area within Council District 6. The purpose of the pilot program was to assess if the Keep Oakland Clean and Beautiful Division (KOCB) could be more efficient if the trucks were dispatched to a single area, to pick up "whatever they saw" or via a block-by-block system. In a block-by-block system, OPW utilize tonnage and work orders to measure the amount of work completed, the measurement is not tied to service requests from callers to the Oakland 311 Call Center (Oak311). The chart below identifies the work that was completed by the Rapid Response Crew (RRC) only.

Illegal Dumping Pilot Project - Results							
	TOTAL WORK ORDERS	AVG. DAILY WORK ORDERS	TOTAL TONAGE	AVG. DAILY TONAGE	TOTAL MILEAGE	AVG. DAILY MILEAGE	NOTES
March 2018	786.0	39.3	86.0	4.3	1,683.3	84.2	District 6
April 2018	980.0	46.7	85.8	4.1	1,692.9	80.6	District 6
May 2018	833.0	39.7	60.3	2.9	1,665.5	79.3	District 6
June 2018	617.0	36.3	74.2	4.4	1,524.1	89.7	West Oakland
July 2018	900.0	40.9	74.2	3.4	2,008.3	91.3	West Oakland
<b>TOTAL</b>	<b>3,216.0</b>	<b>31.8</b>	<b>306.4</b>	<b>3.0</b>	<b>6,565.8</b>	<b>65.0</b>	

The chart above identifies the total number of work orders (or proactive pickups) closed by month, tonnage by month, and total miles traveled by the crew. One major note in assessing the pilot project was the amount of tonnage picked up in District 6 for May 2018. The RRC only collected 60.3 tons of illegal dumping, which was a 27.9 percent decrease from the previous month. This was a result of proactive cleaning, whereby the illegal dumping piles did not grow due to the proactive pick-ups or in some cases, illegal dumping locations became clean zones.

The RRC consists of one (1) Street Maintenance Leader (SML) and three (3) Public Works Maintenance Workers (PMMW), who operate a large compactor truck (25 cubic yards) and a small compactor truck (6 cubic yards), respectively. These resources were approved by City Council in the Fiscal Year 2017-19 adopted biennial budget.

The RRC proactively removes illegal dumping in the following priority order:

- Main thoroughfares;
- Noted hotspots; and
- Block by block pickups.

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The hybrid method of using the RRC and the Reactive Crew (RC) in Council District 6 from March-May proved to be an effective approach and contributed to a cleaner geographical area. As a result of utilizing this tactic, the crews noticed a decrease in dumping at certain hotspots. Conversely, the RRC presence also led to an increase in dumping in specific neighborhoods. To help combat this issue, the RRC will coordinate with the Environmental Enforcement Officers (EEO) to investigate sources of dumping and to conduct outreach and education in communities where increasing dumping is occurring.

After the pilot project concluded in District 6, the RRC crew was assigned to work in Zone 1, which is west and north of Lake Merritt (Downtown/West Oakland), from June-August 2018. In the 2018 Mid-Cycle Budget, Council approved two (2) SMLs and five (5) PWMWs with accompanying equipment. The plan for these additional resources is to create two (2) more RRC and expand the model citywide.

### ***Work Assigned by Geographical Area Instead of Service Requests***

As described in previous reports, KOCB divides the City into four geographic operational areas. KOCB receives service requests from Oak311, which are assigned to staff as work orders. Work is then assigned to the Reactive Crew designated for the geographical area that corresponds to work order. Crews remove the illegally dumped materials seven days a week and address 85 percent of the requests within three (3) business days. The goal of the four geographic operational areas is for City packer trucks to drive minimal distances when responding to service requests related to illegal dumping in the City of Oakland.

### ***Social Media***

The Digital Media Outreach Campaign for Illegal Dumping has targeted users of social media who are based in Oakland. It encompasses youth, young adults, and adults who use these platforms. For transparency and accountability, OPW Cityworks data regarding illegal dumping is posted in a dashboard online at [311.oaklandca.gov](http://311.oaklandca.gov). The information is updated and managed by one of the Illegal Dumping Task Force members. The messaging has focused on the scope of the issue, what OPW is doing to address it, and how OPW and community members can work together to make progress toward cleaner neighborhoods.

### ***Education / Outreach***

OPW has recently contracted with an Oakland-based consultant, ASPIRE, to develop an outreach and marketing campaign to empower residents and reduce dumping. Per the contract scope, "the campaign, through messaging and outreach strategy/tools, will empower and build unity within the community by providing awareness, information, and guidance towards resources designed to promote behavioral change and reduce illegal dumping and its negative impacts." ASPIRE and staff are currently conducting a "research and development" phase of the campaign, gathering input from stakeholders in the community, the City, and other subject matter experts to help inform what the messaging goals and scope of the campaign will be to achieve measurable improvements. Over the coming months that work will progress to

message development, message testing and surveying of stakeholders, collateral development and rollout. Staff will provide additional updates to stakeholders throughout the process.

**Enforcement**

At the request of Mayor Schaaf, City Councilmembers, and the community, effective July 17, 2018, OPW has temporarily filled the Clean Community Supervisor (CCS) position with an experienced staff person. This staff person will assist in rebuilding what was formerly known as the Litter Enforcement Program. The Environmental Enforcement Officer (EEO) job description has been revised by OPW and Human Resources Management staff and approved by SEIU Local 1021. It was also approved by the Civil Service Board on August 16, 2018 and was open for city staff to apply for the position on August 27, 2018.

Since joining OPW in July, the CCS has been active in creating and developing a strong foundation for the Environmental Enforcement Program (formerly the Litter Enforcement Program). The CCS has become a member of the State of California's CalRecycle Illegal Dumping Task Force team and the County of Alameda's Illegal Dumping Working Group to develop methods to engage, support, network and learn about promising practices in other municipalities. The CCS is upbeat about meeting and staying proximate with communities impacted by illegal dumping and seeks their collaboration with outreach strategies. The CCS is diligently working to have all resources in place that the EEO's will need to perform their job prior to coming on board.

The CCS met with City's Finance Department to review and agree on the process of debt collections for Illegal Dumping Administrative Citations. The CCS attended Officer Safety Awareness training provided by the Alameda County Code Enforcement Network and working with the City Attorney's Office and the District Attorney's office to develop best practices for develop a substantial case for illegal dumpers.

OPW is on-schedule to hire four EEO's by the end of the year.

**Bulky Pick Up**

Appointment style curbside Bulky Pickup service is provided by Waste Management of Alameda County (WMAC) and has been available to residents of 1-4-unit single family dwellings (SFD) since 2005, and to residents of 5-plus-unit multi-family dwellings (MFD) since July of 2015. Annual utilization of the service by MFD residents has steadily increased since 2015 as shown in following table.

Year	SFD Households	MFD Households
2015-2016	21%	5%
2016-2017	22%	8%
2017-2018	24%	12%

OPW staff continue to promote use of the service to increase utilization by all residents, and particularly residents of MFD, through electronic distribution of ads and video content including Facebook, YouTube and Craigslist, and on television screens at both Oakland branches of the DMV. Printed promotional materials are distributed annually by mail to all Oakland households, and on an on-going basis at community fairs and events, at Oakland Library branches and Community Centers. OPW staff also provide on-site technical assistance, in collaboration with WMAC staff, to first-time MFD owners and managers to ensure successful outcomes that foster ongoing participation.

OPW and the Mayor's office collaborated on a phone banking effort targeting MFD property owners and managers. In July and August 2018, OPW staff trained Mayoral interns to call MFD owners and managers and promote use of the Bulky Pickup service, and to promote the waiver that allows tenants to schedule Bulky Pickup appointments directly with WMAC. Over 600 owners and managers were contacted and approximately 100 waivers were distributed.

OPW and the Mayor's Office are also collaborating on three Bulky Block Party events to promote participation in the Bulky Pickup service. The first event was held on August 25 at the OPW Municipal Service Center at 7101 Edgewater Drive, and the second and third events are scheduled for September 15<sup>th</sup> and 22<sup>nd</sup> of 2018. Oakland residents may bring bulky items including appliances, mattresses, tires, and other large items for free disposal or recycling, in addition to receiving information about and encouragement to use the Bulky Pickup service.

#### ***Volunteer Cleaning and Greening Projects through Oakland Adopt-A-Spot***

The Oakland Adopt-a-Spot program supports volunteer cleaning, greening, beautification, and maintenance of City of Oakland outdoor public properties and rights of way. Volunteer locations include sidewalks, parks, libraries, creeks, and shorelines, and infrastructure such as signs, storm drains, litter containers, utility boxes, poles, and street trees. The Environmental Stewardship Team vets volunteer projects, and provides volunteer training and technical assistance, loans tools and supplies, facilitates debris pickup, and coordinates with other City of Oakland Divisions and Departments for volunteer program support.

The volunteer program coordinates two annual citywide community cleanups, Oakland Earth Day and Oakland Creek to Bay Day, and supports the annual Martin Luther King Jr. Day of Service. The volunteer program promotes a broad sense of community environmental care and stewardship through its widespread outreach campaigns for Oakland Earth Day and Creek to Bay Day.

The volunteer program also supports community cleanups throughout the year, and ongoing volunteer stewardship at over 400 adopted spots (including 70 new adoptions in FY 2017-18) and 1,266 adopted storm drains (287 of which were adopted in FY 2017-18).

In FY 2017-18 the program tracked 93,125 volunteer Adopt-a-Spot and community cleanup hours and 21,284 hours contributed through MLK Day of Service, Oakland Earth Day, and Oakland Creek to Bay Day. Volunteers removed approximately 390,000 gallons of trash from Oakland streets, sidewalks, creeks, parks, and open spaces.

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Additionally, the Adopt-a-Spot program oversees the Clean Lake and Team Oakland contracts which contribute to a cleaner city. Contract and volunteer efforts through the Clean Lake Contract removed more than 44,000 gallons of trash from Lake Merritt in FY 2017-18. Through the Team Oakland contract, 110 youth employed for six weeks in summer of FY 2017-18 removed 91,000 gallons of trash from Oakland streets and parks.

The volunteer program leverages City resources by empowering volunteers with the tools, training, and support to pitch-in with cleanup of litter and dumping. In many cases, the volunteer program gives members of the public an avenue to turn their complaints into actions that can be performed in partnership with the City of Oakland government.

### ***Compliance with Trash Reduction Requirements***

The City of Oakland is subject to the Regional Water Quality Control Board's National Pollutant Discharge Elimination System (NPDES) Municipal Regional Permit. Under the permit, the City must reduce trash and litter entering into the City's municipal storm drain system from 2009 baseline levels. The illegal dumping abatement program supports the City's efforts to meet trash load reduction requirements. These requirements are:

- 80 percent by 2019
- 100 percent by 2022

In FY 2017-2018 the City reported 74.7 percent trash load reduction. This fiscal year, the City's continued trash reduction efforts resulted in 78.6 percent trash load reduction.

### **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, reducing pollution of our creeks and waterways.

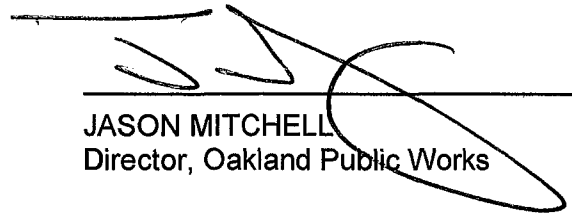
**Social Equity:** The enhanced efforts of collaboration and partnering between the Public Works Department, our residents and business community will improve the quality of life and public safety.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff recommends that the Public Works Committee receive an informational report providing an update on Oakland Public Works' efforts to address illegal dumping in the City, including an evaluation of Oakland Public Works' illegal dumping pickup program.

For questions regarding this report, please contact David Ferguson, Interim Assistant Director, Public Works at 510-615-5451.

Respectfully submitted,



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