



CITY OF HAYWARD AGENDA REPORT

AGENDA DATE 1/27/98

AGENDA ITEM 6

WORK SESSION ITEM _____

To: Mayor and City Council
From: Director of Public Works
Subject: PROPOSED MODIFICATIONS TO CLEAN-UP DAYS COLLECTION PROGRAM
TO INITIATE ON-CALL SERVICES

RECOMMENDATION

It is recommended that the City Council approve proposed modifications to the City's pre-scheduled Clean-Up Days program as described in this report.

BACKGROUND/DISCUSSION

The Clean-Up Days program is an annual service that enables Hayward residents to place their trash at the curb for pick up by the City's garbage franchisee, Waste Management of Alameda County (WMAC). For the past two years, collection services have been provided Monday through Friday during the month of May. Eligible households receive a brochure prepared jointly by WMAC and staff indicating each household's scheduled pick up day and guidelines for participating in the service. Numerous problems were noted during the 1997 Clean-Up Days service, resulting in the undesirable physical appearance of many City streets filled with trash. Staff noted setouts which were significantly larger than specified in the literature, illegal dumping of waste from other neighborhoods or outside the City, and wide spread scavenging, which in many locations left the discarded items in disarray.

In response to the problems noted, staff were directed to evaluate alternatives, including the on-call/appointment option provided for in the new Franchise Agreement between WMAC and the City. In order to evaluate alternatives, staff surveyed other jurisdictions in Alameda and Santa Clara Counties to determine how Clean-Up Days services are performed. The survey results and the reasons for the recommended on-call collection service were presented in a report to the Council Environment Committee in November 1997. A copy of that report is attached.

The Council Environment Committee concurs with the staff recommendation that Council approve the conversion from the current pre-scheduled Clean-Up Days service to on-call collection service. Committee members expressed their desire to ensure a comprehensive public education program in order to encourage residents to take advantage of the service, and to regularly monitor residents' participation in the service. Early indications from a similar program provided by the Oro Loma Sanitary District indicate that the new service has functioned well and there are few reports of illegally dumped trash.

Proposed Program

For the first time, the proposed program will include the recycling of certain items in addition to the regular trash collection services. Separate collection of selected bulky items for recycling enhances the proposed program in three ways. First, this new service component will be provided at no expense. Second, large household appliances and tires, which will be recycled, were common items set out by residents for past Clean-Up Days. Third, recycling these items previously landfilled will help the City reach its AB939 diversion goals.

On-call collection service for Clean-Up Days will require householders to call WMAC to arrange for pick up of their trash and any recyclable bulky items at a time of year of their choosing. Residents may set out approximately two cubic yards of trash, as is specified in the Franchise Agreement. In addition to the two cubic yards of trash to be landfilled, large household appliances such as washers, dryers, stoves and refrigerators, will be collected separately and recycled. Car tires will also be collected using the same separate vehicles and recycled. For the convenience of the residents, trash and designated recyclable items will be collected on the same day. Collection services will be provided within two weeks of the collection day requested by the householder. When residents call, WMAC will be required to mail literature to each requesting household describing the service and indicating the confirmed pick up day.

Traditionally, the Clean-Up Days services has culminated in a festival held in Weekes Park and hosted by the City. The festival and the associated environmental activities held in the spring in observance of Earth Day will not be affected by the proposed conversion from pre-scheduled Clean-Up Days to on-call collection of trash. The festival will continue to be held in the spring.

Activities proposed by staff to promote and monitor the on-call collection service include:

- Public Education Campaign: Literature will describe the procedure to arrange for pick up of eligible residents' trash and collection of large household appliances and tires using separate vehicles and then recycled. Examples of proposed public education efforts include preparation of a brochure, newspaper advertisements, bill inserts, and the appropriate use of the local cable access channels.
- Periodic Reports from WMAC to Monitor Households' Participation: Reports will be obtained and evaluated, and the results of the public education efforts and reports from WMAC will be submitted to the Council Environment Committee for their review during the first year of the proposed service.

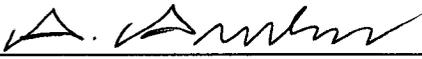
The advantages of the proposed program are summarized as follows:

- Pickups are scheduled at the residents' convenience, rather than using a pre-set schedule.
- The intensive concentration of materials set out in a given neighborhood could be minimized and, thereby, discourage efforts to illegally drop off trash in neighborhoods or scavenge materials set out for collection.
- The undesirable physical appearance of many streets filled with trash is avoided.
- No additional funds are required for on-call collection of trash, since the Franchise Agreement provides for this collection method.

- No additional funds are required to separately collect and recycle large household appliances and tires.
- Separate collection of large appliances and car tires is administratively easier.

Agreement in principle has been reached with WMAC representatives. This agreement will be formalized upon Council's approval.

Prepared by:



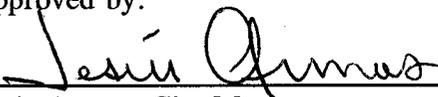
Alex Ameri, Deputy Director of Public Works/Utilities

Recommended by:

for 

Dennis Butler, Director of Public Works

Approved by:



Jesús Armas, City Manager

Attachment: November 1997 Council Environment Committee Report:
Annual Clean-Up Days Service

TO: Council Environment Committee

THROUGH: Alex Ameri, Deputy Director of Public Works *AA*

FROM: Vera Dahle-Lacaze, Solid Waste Manager *VDL*

SUBJECT: ANNUAL CLEAN-UP DAYS SERVICE: SELECTION OF SERVICE SCHEDULE

RECOMMENDATION

This report describes three options to collect discards for the annual Clean-Up Days' services for 1998. Staff recommends that the Committee recommend to Council conversion to:

- A) on-call collection of trash for disposal; and
- B) on-call collection of selected bulky items to be recycled.

BACKGROUND

The Franchise Agreement (Agreement) between Waste Management of Alameda County (WMAC) and the City provides for either one on-call or pre-scheduled pick up of trash annually for all single-family households for the term of the Agreement. This report presents three options for Clean-Up services; one similar to the pre-scheduled cleanup service which was conducted in May 1997, as well as two alternative methods, and identifies various issues that will need to be addressed, depending on the option that is implemented. Staff is obliged to notify WMAC by January 1 of each year whether the collection method will be on-call or a pre-set schedule.

DISCUSSION

Pre-Scheduled Annual Pickup (Current Method)

In 1997, Clean-Up Days consisted of one pick up of trash according to a schedule agreed to by the City and WMAC. Eligible households received a brochure prepared jointly by WMAC and staff indicating each household's scheduled pick up day and guidelines for participating in the service.

Survey of Other Cities' Services

Staff surveyed most of the cities in Alameda and Santa Clara Counties, as well as the City of San Francisco to determine how Clean-Up Days' services are performed. Three cities, Fremont, Newark and Union City, use an on-call method. Fremont converted from scheduled collection four years ago (serviced by Browning-Ferris Industries). Staff confirmed that they received a relatively small number of phone calls from residents when converting to their on-call method, and reported that they are quite satisfied with that method. The on-call method for Newark and Union City has been functioning for some time and has been satisfactory to City staff.

The Clean-Up Days' services recently implemented by the Oro Loma Sanitary District for areas located within incorporated Hayward is an important consideration in evaluating the most appropriate option for residents served under the City's contract with WMAC. The District's Solid Waste Manager has advised that WMAC will provide trash collection on an on-call basis, as well as separate collection of various items for recycling. These items include large appliances, tires, upholstered furniture, mattresses and other bulky items. District staff reports that the new service has functioned well since initial start-up in September 1997, and there are few reports of illegally dumped trash.

The other cities surveyed (including Alameda, Albany, Berkeley, Dublin, Livermore, Oakland, San Leandro, San Francisco, Santa Clara and Sunnyvale) provide pre-scheduled trash collection without an additional fee, and report relatively minimal illegal dumping and scavenging. None of these cities has any intention of converting to an on-call method since the current pre-set schedule is considered acceptable.

Castro Valley Sanitary District provided a pick up service for bulky recyclables in spring 1997, and District staff intend to implement a similar service in spring 1998. No separate collection of trash is anticipated, based on residents' responses. Separate collection of trash would have required an additional fee, since the cost for such a service is not included in residents' garbage bills.

Staff also surveyed the Internet web sites of other cities on the Internet and learned that the City of Torrance converted to an on-call method in September 1997 from a pre-scheduled clean-up service. City staff report that the new method is working well and residents are satisfied with the new service.

Three Collection Options and Collection of Bulky Recyclables

The three options to collect trash for the 1998 Clean-Up Days' services are detailed below, along with a discussion of the advantages and disadvantages of each. Each new option will require extensive public education efforts which are addressed later in this report. Staff obtained information from other jurisdictions to assess the scope of the services provided, the problems encountered and samples of literature distributed to residents in order to identify options for the Committee's consideration and Council approval. Staff recommends consideration of Option 3 for the reasons noted below.

Beginning in 1998, more of the materials set out for collection will need to be recycled in order to assist the City in meeting its diversion goal. Staff proposes to discuss with WMAC the best arrangements to collect for recycling large household appliances, tires, mattresses, upholstered furniture and other bulky items. Wood is not proposed for separate collection and recycling since most wood from households is painted or pre-treated with toxic preservatives and is therefore not acceptable for recycling.

Securing separate collection of specific bulky items for recycling with WMAC, is recommended, rather than arranging for collection with a separate vendor for ease of administration. Residents need only call one vendor to arrange for pick up, and when calling, would be queried if they have any pre-designated items that could be recycled. That data would then need to be relayed to drivers providing separate collection of bulky items to be recycled and trash to be landfilled.

To the extent possible, collections of recyclable bulky items should be made prior to pick ups of trash to be disposed of, in order to ensure that all material set out is picked up on the scheduled day.

Literature would emphasize the importance of residents' keeping the recyclable items separate from trash intended for disposal in order to minimize drivers' need to move trash to retrieve recyclable bulky items for pick up.

The three options are summarized as follows:

Option 1: One Pre-Scheduled Pick Up (Continue Existing Service)

If this option is continued, householders would be advised in advance, via a brochure, of their scheduled pick up day. Collection services would be the same as those currently used; pickups would be provided on each resident's regular garbage pick up day.

In order to help reduce the number of early setouts observed by staff during the 1997 Clean-Up Days' service, staff recommend that residents receive the brochure no more than ten days in advance of their scheduled pick up service. However, many residents have become accustomed to the timing of the service and may continue to set out their trash three to four weeks in advance of their scheduled pick up day in order to ensure pick up, regardless of when they actually receive their brochure. These early setouts served to encourage illegal dumping of waste from other neighborhoods or outside the City, which further increased the volume of trash to be collected. Scavengers were also noted, some of whom left the discarded items in disarray. Promotional literature would need to emphasize that residents may not set out their trash at the curb more than one day before their scheduled pick up.

Collection services on some routes required more time than anticipated due to the significant volume of trash set out by residents in excess of the dimensions indicated in the brochure. This situation was compounded by the fact that discards were set out in front of many multi-family complexes, which are not eligible for Clean-Up Days' service. However, WMAC collected all trash, regardless of the volume of the setouts or location, including some multi-family complexes which are not eligible for the service, in order to expeditiously clean up the routes.

As a result of the May 1997 Clean-Up Days' services, 3,561 tons of discards were landfilled by WMAC. This amount represents about one-third of the total residential tonnage disposed for April through June, or 2.3% of the total municipal tonnage disposed in calendar 1996. Items not collected by WMAC included about five tons of large appliances, upholstered furniture, mattresses and tires. Instead, these items were picked up by crews from the City's Streets Division on weekends and were recycled.

As a result of these problems, some routes were not completed until five days after their scheduled pick up day, causing residents to call WMAC and City staff to inquire about the status of their scheduled Clean-Up service. Clean-Up services were completed on May 28, rather than May 23 as initially planned. Requests to pick up missed setouts or to return in order to pick up residue were completed on May 29 and 30.

This option is not recommended for the reasons noted, since the opportunities for illegal dumping remain unchanged and significant areas of the City would have readily identifiable trash setouts which would attract dumping of additional trash and scavenging.

Option 2: Scheduled Saturday Pick Ups Over a Designated Time Frame

Until 1994, Clean-Up Days services were provided over four Saturdays in May. The schedule was changed to the current method, due to escalating costs (primarily labor), since overtime rates were paid for Saturday work.

This option is not recommended since the advantages are out-weighted by the disadvantages, as summarized below:

- Advantages:
- Designated Saturday pick ups offer a concentrated collection schedule.
 - Separate collection of designated bulky items to be recycled could be satisfactorily completed.
- Disadvantages:
- The schedule is pre-set and, therefore, not necessarily convenient to residents.
 - The method does not minimize the intensive concentration of materials set out in a neighborhood in order to discourage efforts to illegally drop off trash in neighborhoods or scavenge materials set out for collection.
 - This alternative does not avoid the undesirable physical appearance of the City's streets when trash is set out in an entire neighborhood.
 - Additional funds would be needed to pay for sufficient drivers and trucks, since this alternative is not referenced in the Franchise Agreement.

Option 3: On-Call Clean-Up Days Service

For this option, householders would be asked to call WMAC to arrange for pick up of their trash for Clean-Up Days on a date of their choice. When residents call, WMAC would be required to mail literature to each requesting household describing the service and indicating the confirmed pick up day.

Since the Franchise Agreement provides that each household is entitled to one trash pick up each calendar year, staff would require periodic reports from WMAC indicating the number of households taking advantage of the service, in order to monitor usage and evaluate appropriate public education efforts to ensure that all residents are aware of the service. Since residents will have selected the pick up day, some number of residents may be less inclined to set out their trash as much in advance of the pick up day as was observed by staff during the 1997 Clean-Up Days' service.

Although an extensive public education campaign is planned, staff expects a significant number of phone calls in March, April and May from residents unaware of the proposed change in service, inquiring about the status of the Clean-Up Days' service. However, based on other jurisdictions' experience who have converted to on-call service, including the Oro Loma Sanitary District and the City of Fremont, the responses from residents are expected to be mostly positive. It is also possible that some number of households may not be aware of the revised collection method and set out trash without arranging for an appointment, and expect the same service as was provided in 1997. In order to stem the number of unintended setouts, staff will periodically survey neighborhoods to provide literature to households who may not be aware of the service.

The proposed option would also require additional administration by WMAC to ensure that customer services representatives are prepared to accept requests received from residents within the three-minute wait specified in the Agreement, timely and accurate mailing of brochures to households requesting information about the pick up service, and accurate lists of households to be serviced on a daily basis. City staff do not intend to attempt to schedule appointments for residents, since the collection schedules would be maintained by WMAC. WMAC would likely continue to provide pick ups on residents' regular garbage pick up day. In this way, if a resident's regular pick up day was Wednesday, for example, WMAC would schedule an appointment for them on the Wednesday they request, or if the list of pick ups was full, then the next available Wednesday.

If an on-call method is implemented, staff recommends that WMAC allocate sufficient resources to ensure all requested pick ups be made within two weeks of any eligible household's request. In this way, residents are afforded the convenience of the on-call service, and WMAC will have adequate time to schedule trucks and drivers to accommodate the pick up schedules. WMAC must also demonstrate its ability to accommodate the significant number of on-call requests from residents that should be expected in May, particularly, since that is when most residents are accustomed to using the service. Other likely peaks in the number of requests are the summer months and perhaps November and December. This issue is important since data provided for Fremont residents indicates that the number of on-call requests doubles during the months of June, July and August. Sufficient additional drivers, trucks and office/administrative staff are critical to ensure a timely response to residents' requests. Public education information will emphasize the importance of arranging for the trash pick up before the onset of the rainy season to avoid exacerbating collection efforts.

Residents may set out for Clean-Up Days approximately two cubic yards of trash, as is specified in the Franchise Agreement. This quantity would exclude recyclable bulky items which would be accepted for collection. If a householder sets out trash that substantially exceeds the designated amount and indicates that they would like the additional quantity of trash picked up, then WMAC may be authorized to assess a reasonable fee. WMAC would be required to document with supporting evidence each setout for which additional fees are proposed.

This option is recommended since its advantages out-weigh the disadvantages, as summarized below:

- Advantages:
- Pick ups are scheduled at the residents' convenience, rather than using a pre-set schedule.
 - The intensive concentration of materials set out in a given neighborhood could be minimized and, thereby, discourage efforts to illegally drop off trash in neighborhoods or scavenge materials set out for collection.
 - The undesirable physical appearance of many City streets filled with trash is avoided.
 - No additional funds are required, since the Franchise Agreement provides for this collection method.
 - Separate collection of recyclable bulky items is administratively easier.
- Disadvantages:
- Some residents unaware of the collection method may set out their trash and expect collection without having scheduled an appointment.

- Fewer households would likely participate, despite extensive public education efforts.

Negotiations Issues with WMAC

The Franchise Agreement provides for one scheduled or on-call clean-up every calendar year. While on-call collection offers more convenience to residents, fewer households will likely participate, and the amount of service provided will have diminished without a commensurate reduction in fees charged. The reduced level of service is evidenced by Fremont's experience in which only about one-third of the households use the service in a 12-month period, despite the extensive public education efforts performed by the City and the contracted hauler. Therefore, if an on-call method is approved for implementation, this issue will need to be resolved with WMAC.

Public Education Efforts

Public education efforts to advise residents of the method of collection will be similar to the activities conducted for the implementation of the new garbage and expanded recycling services. Proposed activities will include preparation of newspaper advertisements, bill inserts, brochures mailed directly to eligible households, presentations at mobile home parks and senior centers, and similar efforts. Any public education activities suggested by Committee members are welcome.