

Illegal Dumping Where Is All This Stuff Coming From?

G. Harold Duffey
Director
Oakland Public Works



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OAKLAND**



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G. Harold Duffey

A little bit about me - Graduate of the University of Redlands



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G. Harold Duffey

A little bit about me - Graduate of the University of Redlands (Political Science and Sociology and MPA from Cal State San Bernardino)



In 1987 Wrote Grant for Pilot Recycling Program for City of Redlands

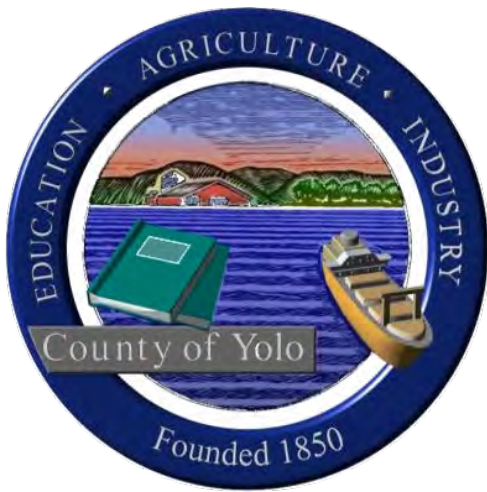
In 1989 Integrated Waste Management Act (AB939)



In 1995 Implementation of Automated Trash Service for City of Riverside

2000 – Implemented automated Recycling for City of Sacramento

Sacramento collected Green Waste via the Claw



2006-10



2010-2012



2012-2014



2015-2021

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A little bit about me - Executive Leadership Positions but



**Just when I thought I was out.
They pull me back in.**

G. Harold Duffey

A little bit about me -

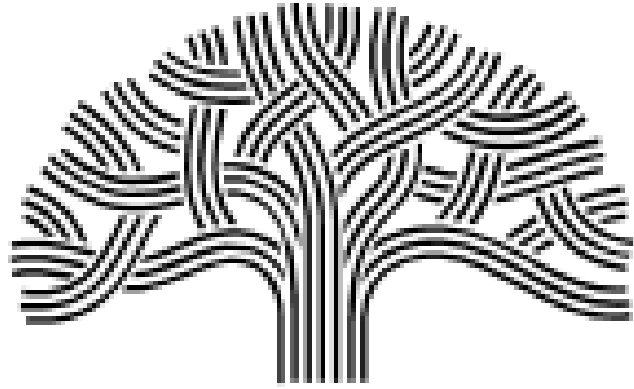
What did I learn along the way?

Where is all this Trash Coming From?

Initially – Illegal dumping was an issue because County Residents did not have mandatory Trash Service.

Sacramento's operations propelled illegal dumping –

- Residents were to put green waste loose in the street.**
- Bulky item collection was by neighborhood and junk haulers would follow dump in those areas.**

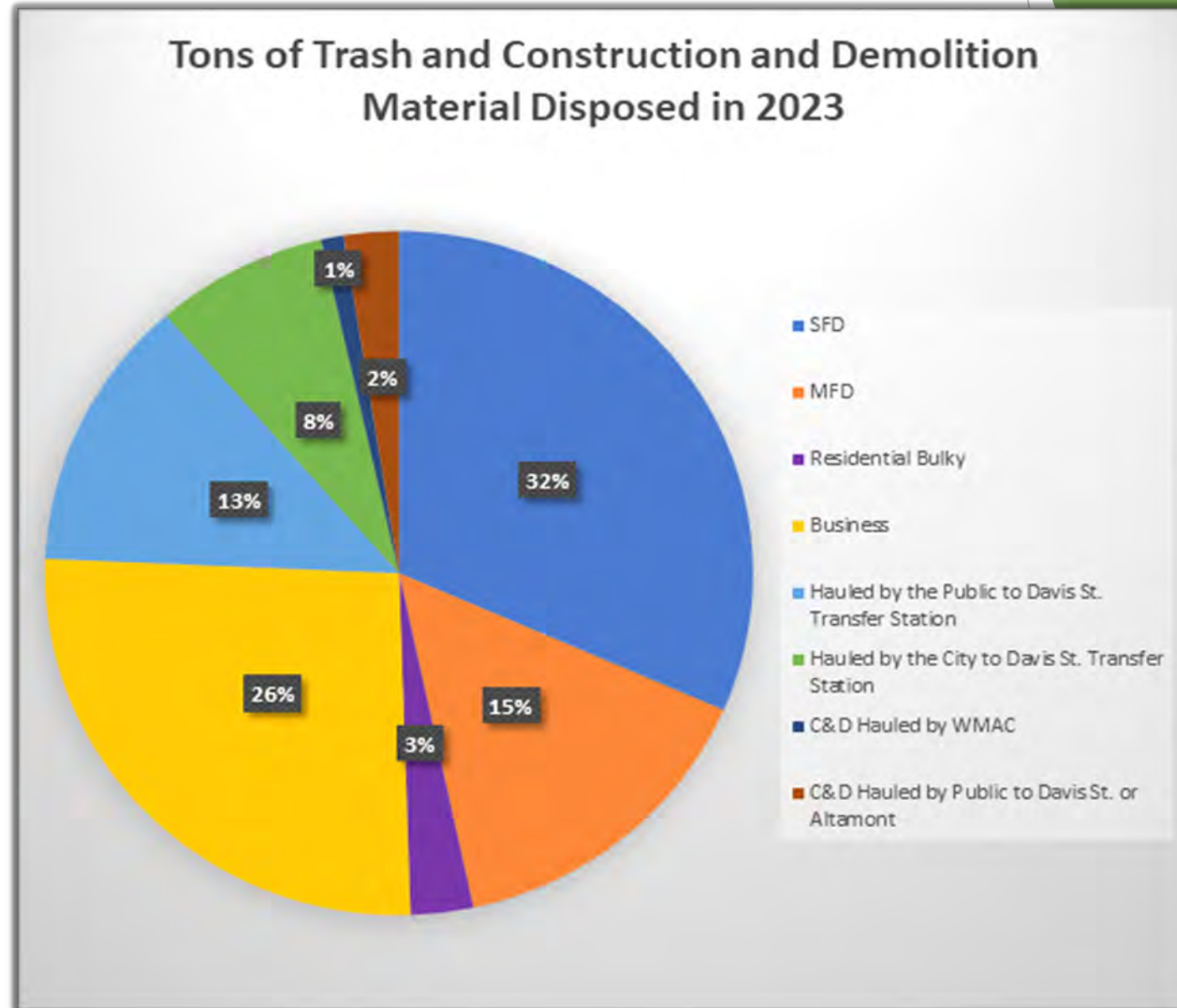


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Where Is All This Stuff Coming From?

Waste Generation Sources

- City of Oakland generated 218,791 tons of waste last year, (excluding recyclable or compostable materials, or materials hauled to transfer stations other than Davis Street).
- 1/3 of waste is residential and 2/3 of waste is normally commercial/business waste.



Oakland's Approach to Collecting Illegal Dumping

- Debris removal is primarily managed by **Keep Oakland Clean and Beautiful**
 - 58 budgeted full time equivalent positions
 - 1 Supervisor II
 - 3 Supervisor Is
 - 15 Street Maintenance Leaders
 - 1 Heavy Equipment Operator
 - 38 Public Works Maintenance Workers.
 - Fleet of 13 vehicles.
 - **Reactive Crew** – Responds to Service Requests
 - **Proactive Crew** – Clears debris on specific routes. Some dumpers aware of these routes.
 - **Homeless Encampment Crew** – Cleans at the direction of the EMT
 - **10 Bulky Block Parties** annually
- Fiscal Year 2021-2022: approximately \$13 million spent on illegal dumping
- 2015: 1,587 tons - 2022: 9,477 tons



Oakland's Approach to Collecting Illegal Dumping

\$13,000,000.00



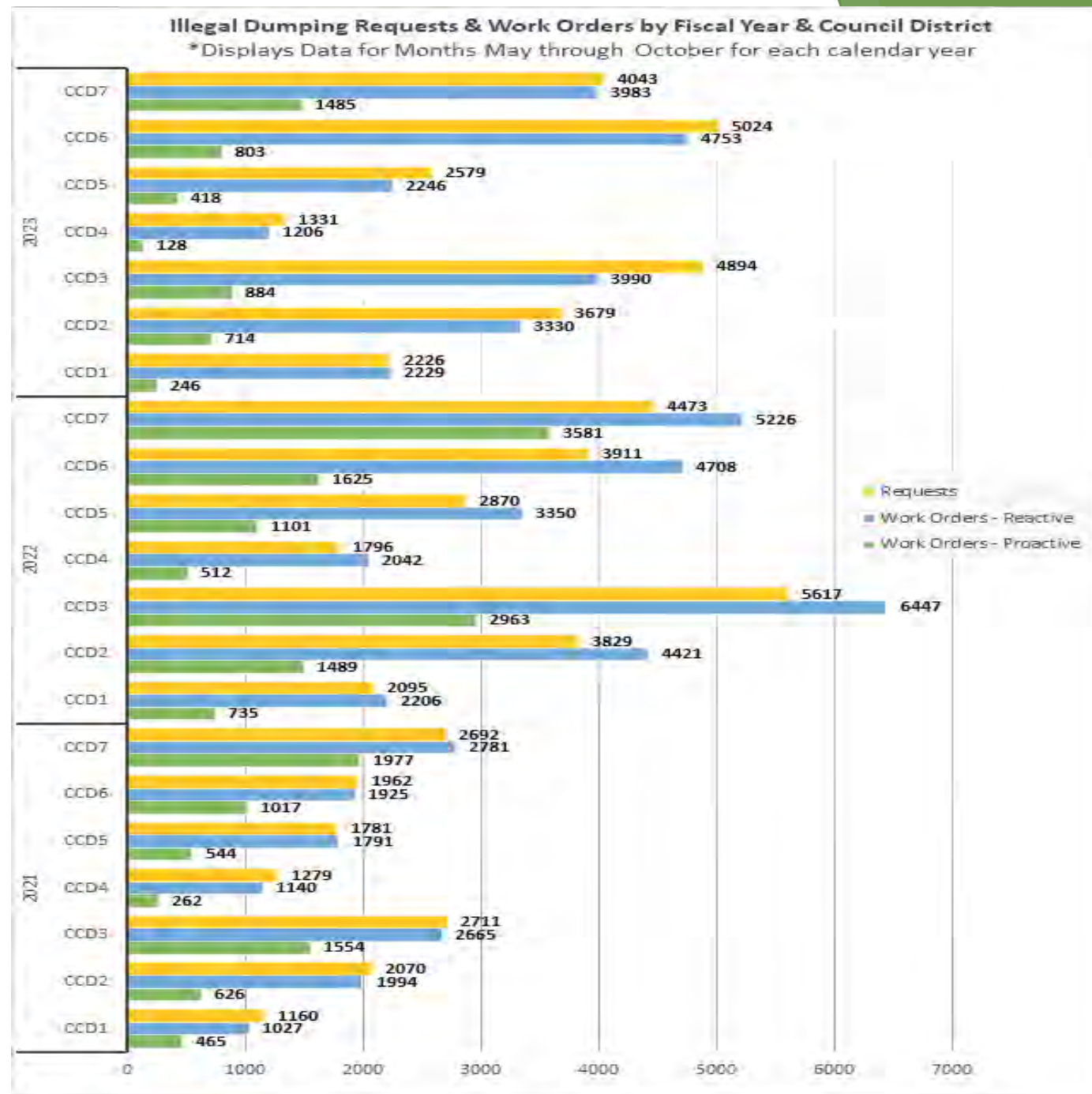
**Oakland's
residents are
mentally caring
around 44 lbs. per
capita**

And growing



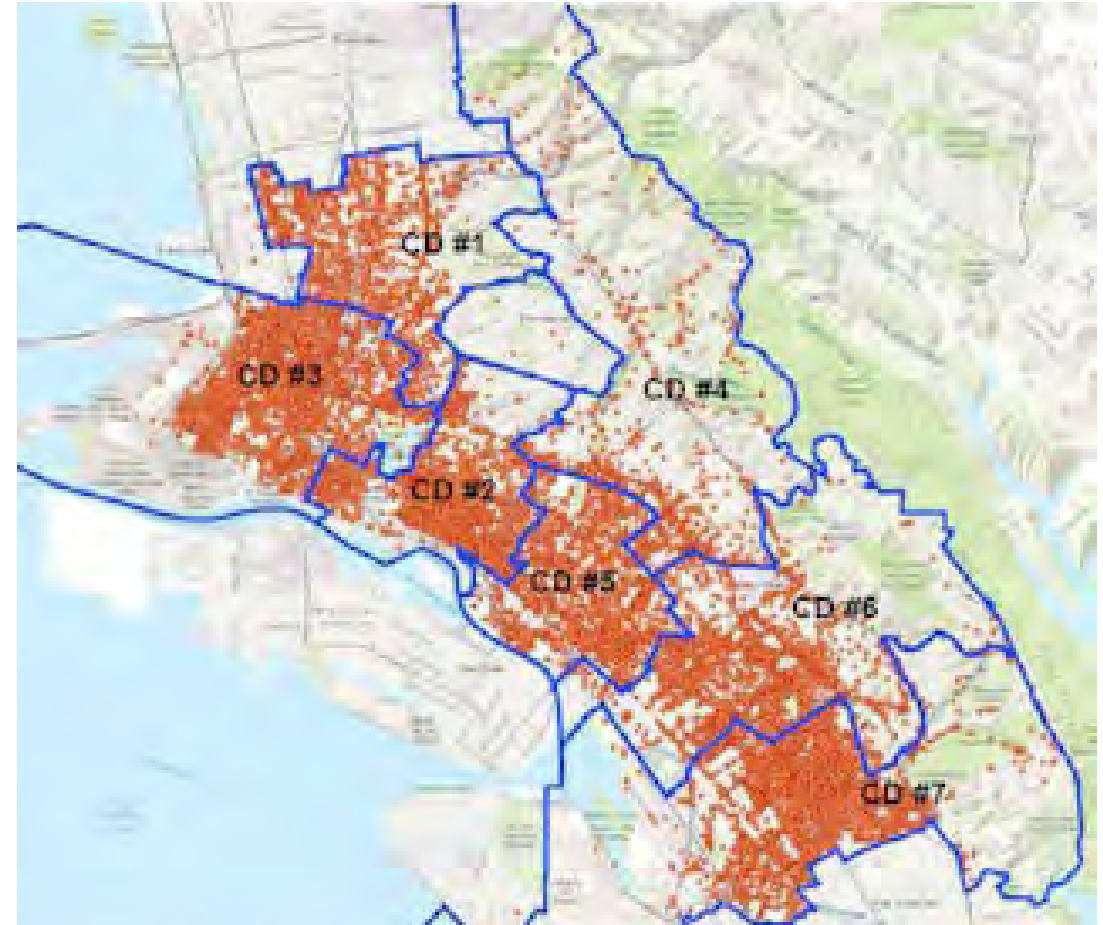
Illegal Dumping by Council District

- **Service Requests**
- **Reactive Work Orders**
- **Proactive Work Orders**
- Council Districts 3, 6, and 7 consistently the most impacted.
- Also consistently receive the majority of debris removal services, both proactive and reactive.



Illegal Dumping by Council District

- ▶ Service Requests
- ▶ Reactive Work Orders
- ▶ Proactive Work Orders
- ▶ Council Districts 3, 6, and 7 consistently the most impacted.
- ▶ Also consistently receive the majority of debris removal services, both proactive and reactive.



**"Homelessness is
among the biggest
issues facing Oakland."**

- 2022 Homelessness Services Performance Audit

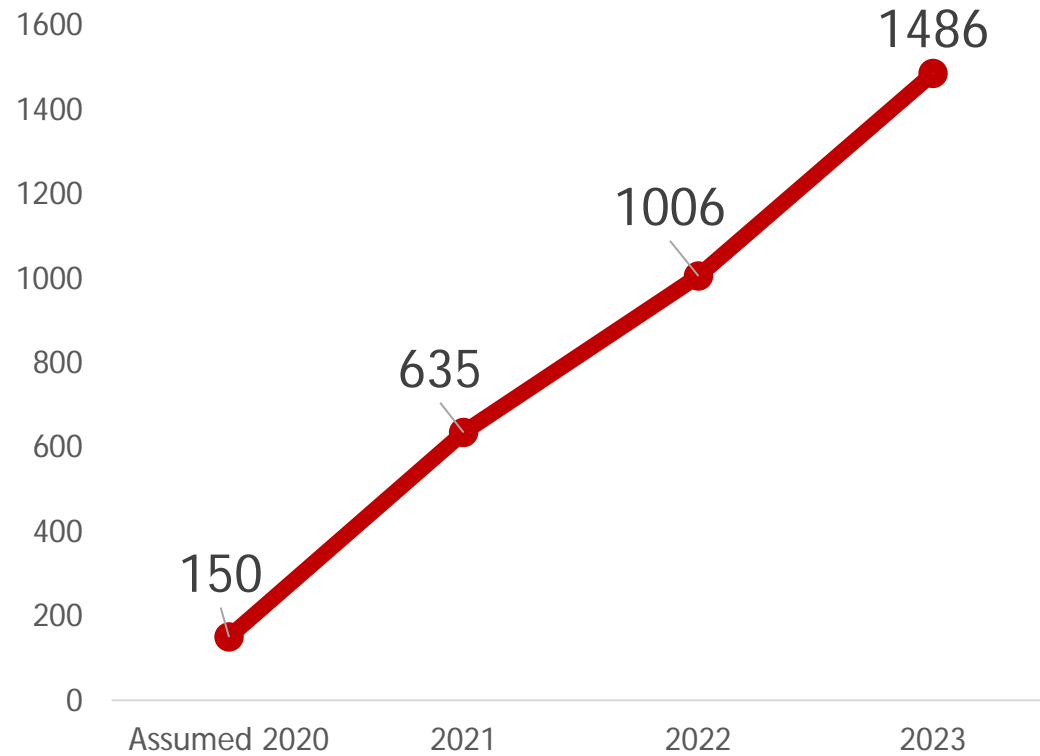
**Homeless
Encampments are
targets for illegal
dumpers**

Total Number of Encampment Intervention Requests Per Year

Year	2021	2022	2023	All Years
# of Requests	2,414	3,469	3725*	9,608

* The EMT launched the integration of encampment reports in the CityWorks system January. Due to the ransomware issue systems reporting were inoperable.

Encampment Growth Trend in Oakland

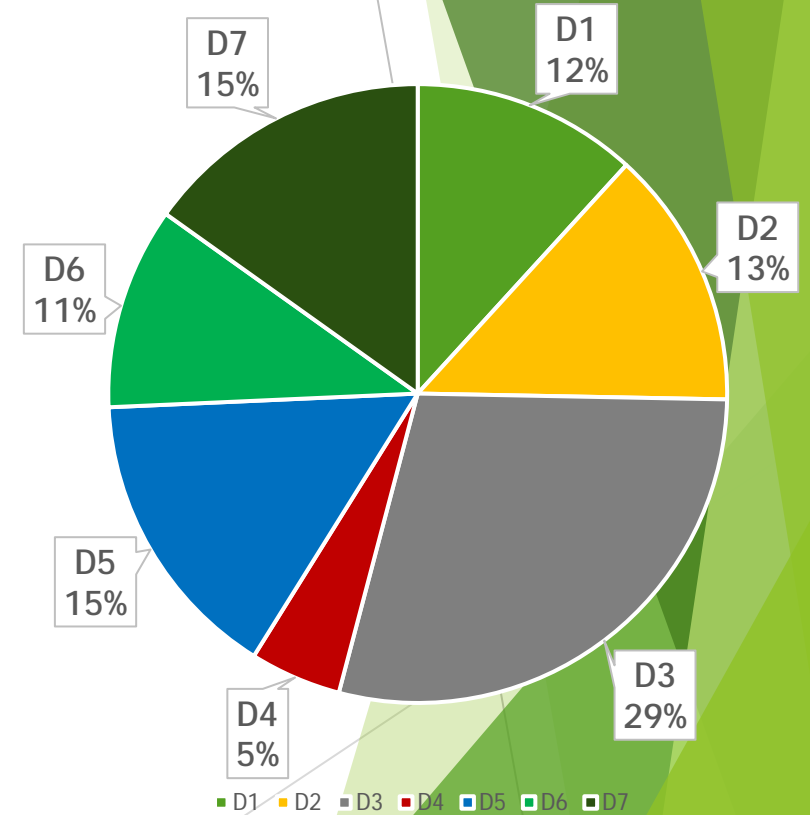


GROWTH OF REPORTED ENCAMPMENT

Year	Reported Encampments
Assumed 2020	150
YE 2021	635
YE 2022	1006
YE 2023	1486

Reported Encampment Citywide 2021 - 2023 (Citizen Report)

Percentage Per District



Count by Element	District							Total
	D1	D2	D3	D4	D5	D6	D7	
Elements								
Mixed Clustered (Vehicles & Structures)	19	17	66	3	26	16	25	172
RV/ Vehicle Clustered	76	87	174	38	133	106	160	774
Tent Clustered	46	62	108	14	39	18	25	312
Unknown	34	35	80	16	31	17	15	228
Grand Total	175	201	428	71	229	157	225	1486

Crime Category	2022	2023
Chop Shop	46	70
Drug Distribution	192	195
Human Trafficking	14	9
Sex Work	70	68
Shootings	38	59
Stealing/Theft	76	110
Substance abuse/drug use	200	249
Vandalism	35	38
Violence	23	45
All Reported Crime	694	843

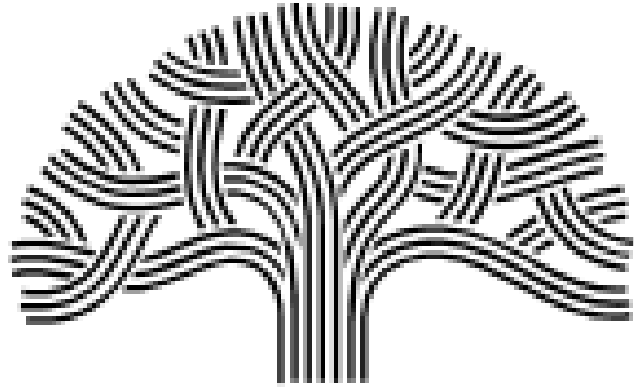
	2022	2023
Chop Shop	7.00%	8.00%
Drug Distribution	28.00%	23.00%
Human Trafficking	2.00%	1.00%
Sex Work	10.00%	8.00%
Shootings	5.00%	7.00%
Stealing/Theft	11.00%	13.00%
Substance abuse/drug use	29.00%	30.00%
Vandalism	5.00%	5.00%
Violence	3.00%	5.00%

Staff of the Division of Homelessness Administration

- ▶ **LaTonda Simmons**, Assistant City Administrator
- ▶ **Amauri Collins McMurray**, Assistant to the City Administrator
- ▶ **Ivan Satterfield**, Assistant to the City Administrator
- ▶ **Chantal Reynolds**, Program Analyst II
- ▶ **Greta Monares**, Acting Administrative Analyst II
- ▶ **Shaina Nursey-Ford**, Administrative Assistant I
- ▶ **Vashone Huff**, Volunteer Program Specialist

Phone: 510-207-1221

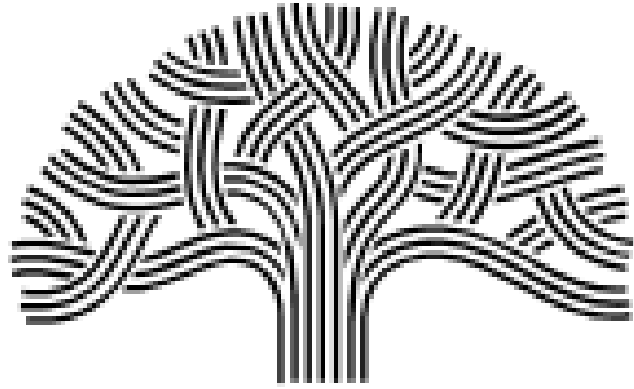
Email: homelessness@oaklandca.gov



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Illegal Dumping Solutions

- *Targeted Education*
- *Enforcement*
- *Removing Barriers*

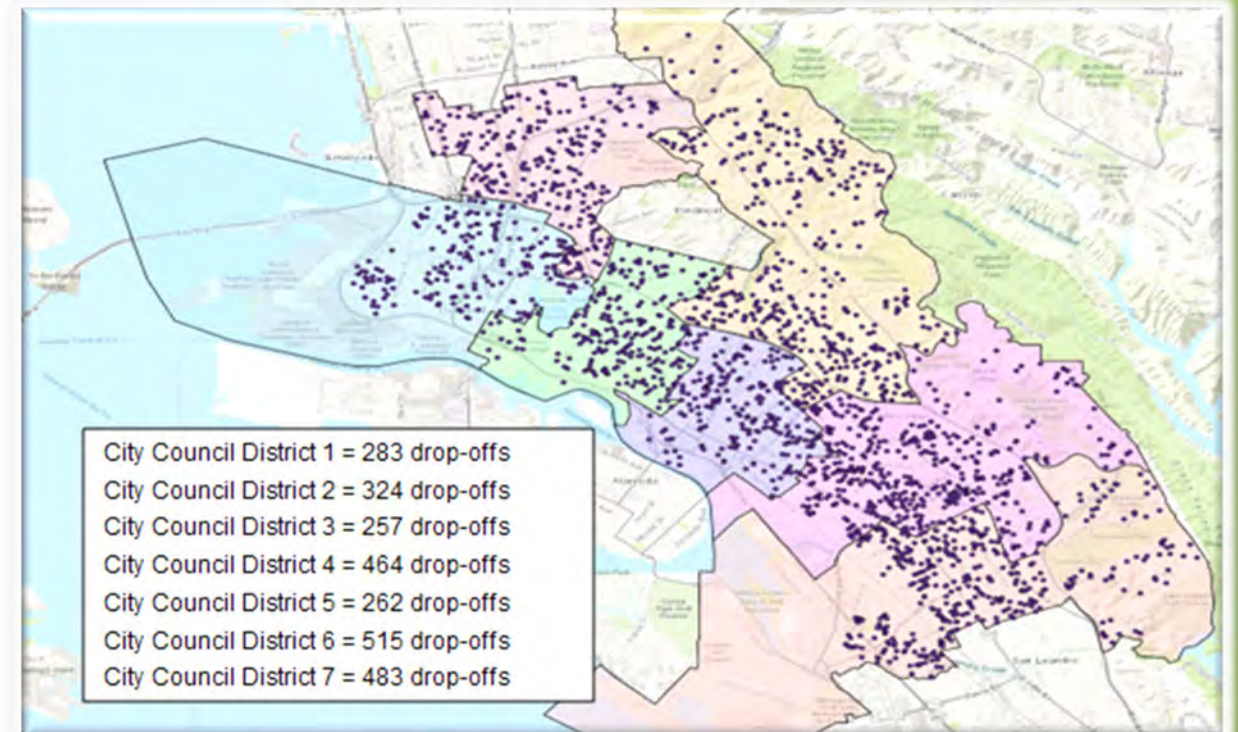
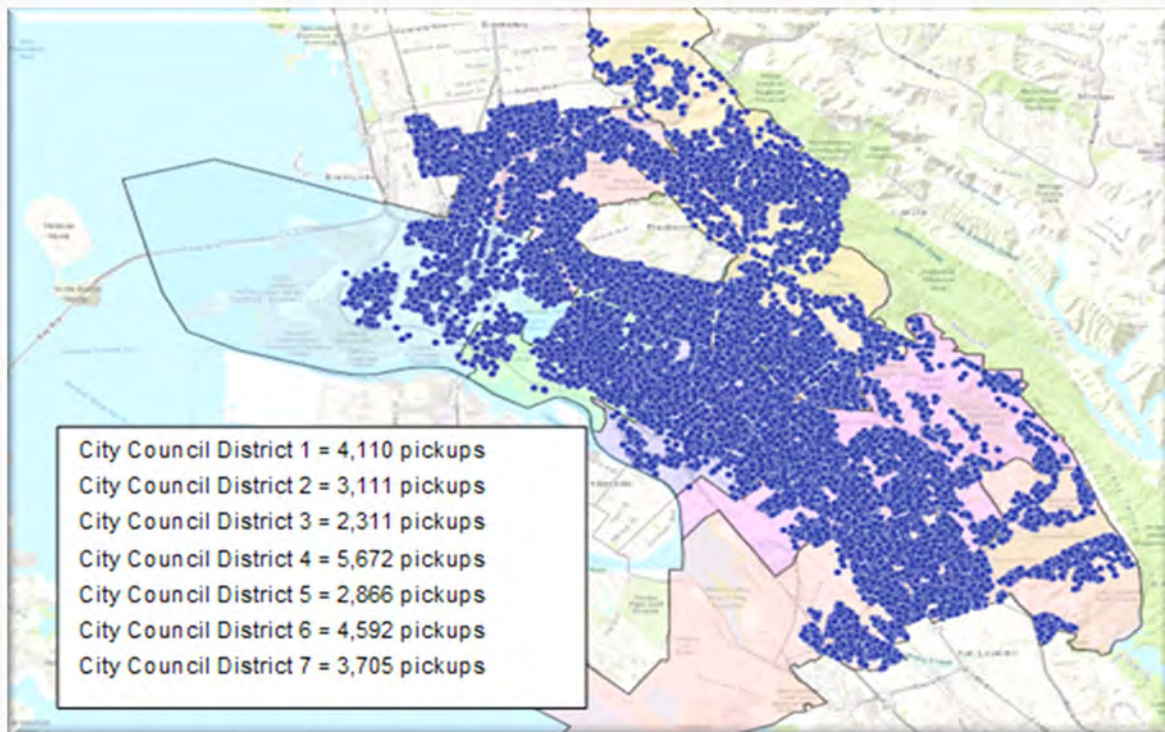


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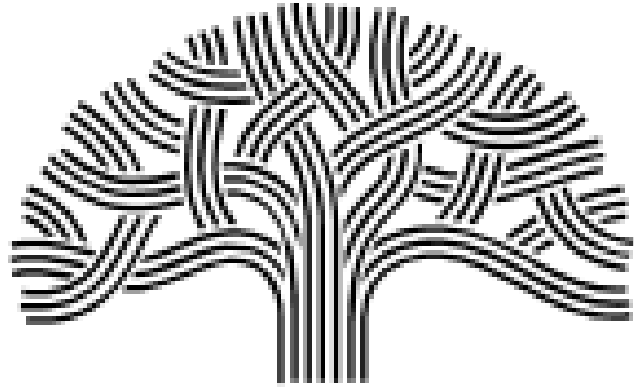
Illegal Dumping Solutions

- *Targeted Education*

2023 Curbside Bulky Pickup and Self-Haul to Davis Street



- Curbside Appointments Top User: Districts 1, 4, and 6
- Self Haul Top Users: Districts 4, 6, 7
- Targeted education needed to increase use in Districts underutilizing the services



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Illegal Dumping Solutions

- *Enforcement*

Property Owners' Responsibility for Trash Service

- Oakland Municipal Code Section 8.28.100 “Every owner of any premises shall ensure that arrangements are made to properly separate and dispose of the solid waste...created, produced, or accumulated on the premises, through either maintaining a subscription for regular solid waste collection service from the MM&O collector or self-hauling pursuant to a permit issued under Section 8.28.115.”
- What the barriers are to proper trash disposal – how can we remove them?



Enforcement of Customers Without Trash Service

- Residential and Commercial Customers without service treated differently.
- **Residents** without service or delinquent on payments **deemed a nuisance**.
 - Must pay or voluntarily establish service. If not, City can subscribe to service on behalf of the property owner and lien property to collect payment if necessary.
- **Commercial business** without service or delinquent on payments **simply cut off from service**, left to deal with waste services on their own.
 - **There is currently no mechanism in the OMC to collect payment from delinquent commercial property owners.**
- Inequitable ability to enforce may be a significant factor in illegal dumping.

Ensuring Businesses Have Adequate Garbage Service

- Upwards of 1 in 6 businesses may not have trash service.
- Pilot container upsizing program – Of 67 businesses, 13 correction notices sent to property owners of and businesses on 11 properties (= 19% of the businesses in the area).
 - 5 – immediate compliance
 - 3 - compliance following correction notices
 - Remaining 3 - 2 business were closed, and 1 non-compliant business will have trash service imposed upon them.
- Oakland Fresh - Looked at 1,214 businesses along International Boulevard.
 - 128 (11%) without garbage service. Staff has initiated the compliance process with those businesses.
- Economic disadvantage to the majority of businesses who are in compliance.

Attachment B

Number of Businesses by Council District in 2021*

Council District	Number of Businesses
District 1	4,523
District 2	4,026
District 3	6,244
District 4	3,426
District 5	2,888
District 6	2,997
District 7	3,318
Citywide Total	27,422

*Data provided by Economic and Workforce Development (EWD) Department. 2021 is the latest year for which complete data is available. Updated data is being prepared by EWD and will be available later in March.



City of Oakland Mandatory Service Portal



WM Source Data Integration Supporting Portals

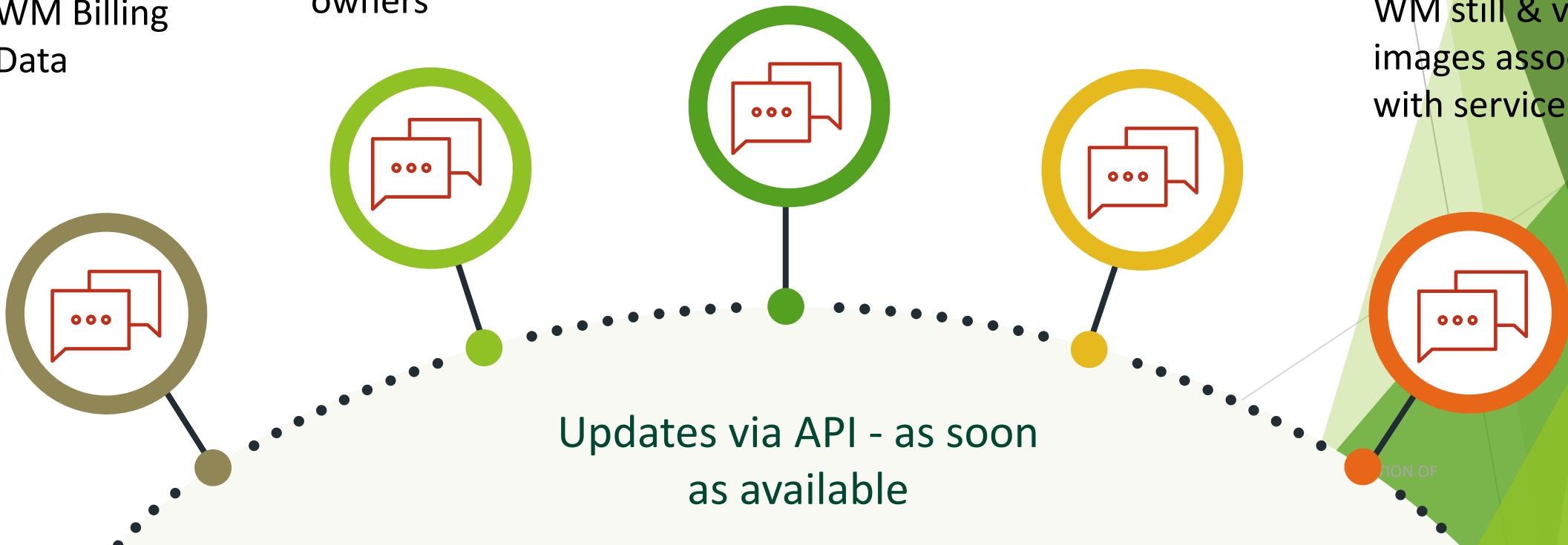
MAS
WM Billing
Data

PDA
Parcel Data of
existing
commercial
properties and
owners

OCS D
WM daily
commercial
routing and
logistics data

City Cans
Geo-Coding of
existing City Cans

SmartTruck
WM still & video
images associated
with service events



Oakland Source Data Integration Supporting Portals

City Business License

Current commercial business license

Regulatory

Business issued permits from all agencies

Illegal Dumping

x/y coordinates and geo-coding of all illegal dumping piles in 2022

City Cans Data

Updates from the City for all located and relocated City Cans

<https://oakgis.maps.arcgis.com/apps/webappviewer/index.html?id=76148ea4924fc7b7550903c7224>

Planning & Building
Land Use Data to overlay Parcel Data

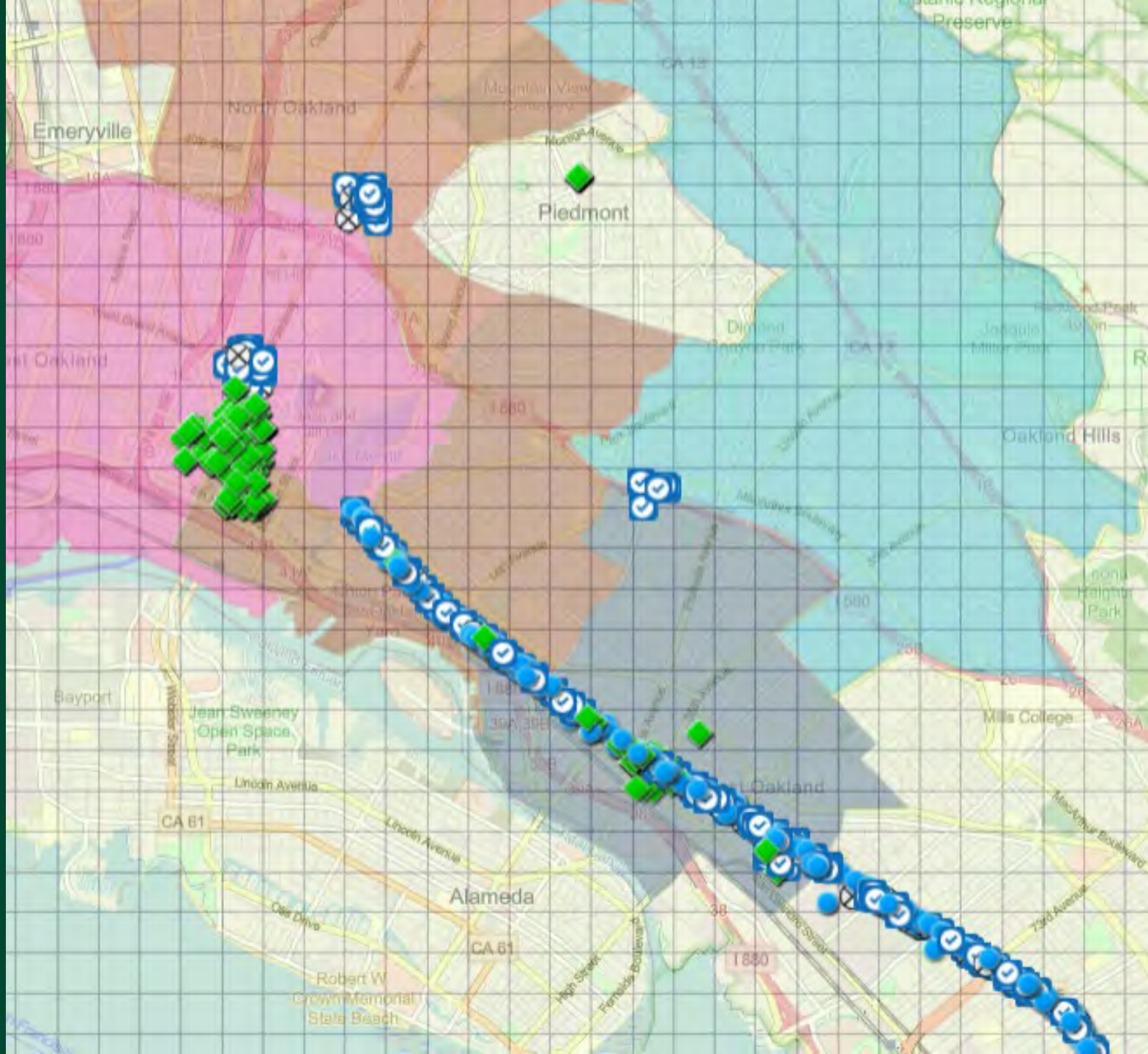
Updates via API - as soon as available

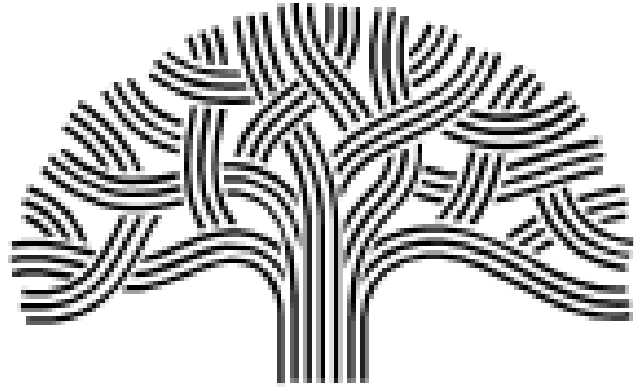
Oakland Contract Data

WM Compares Oakland business license data against service and billing

Reporting Capability Captures

- District Level Compliance
- Services provided out of compliance (i.e., no active WM account)
- Street level view with history of accounts at each address
- Rollup by quarter mile grid and district





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Illegal Dumping Solutions

- *Enforcement*
- *The Return of Environmental Enforcement Officers After 10 Year absence*

Environmental Enforcement Unit

- 8 Environmental Enforcement Officers (EEOs), 1 Clean Community Supervisor, 1 Administrative Analyst
- EEOs enforce illegal dumping restrictions and regulations.
- Have citation authority to bring residents and businesses into compliance with Oakland Municipal Code (OMC) Section 8.28.
- Various tactics to catch violators:
 - Area patrols
 - Forensic investigations of illegally dumped piles of debris
 - Monitoring video footage from illegal dumping surveillance cameras



Surveillance Camera Program

- City Council approved OPW's Illegal Dumping Surveillance Camera Program on January 18, 2022
- Currently 16 portable cameras deployed throughout the city.
- In July 2023, Council also approved staff to add License Plate Reader Cameras to its program.
- Staff will report more details in annual informational report on the Surveillance Camera Program that will be brought to Council in late spring 2024.



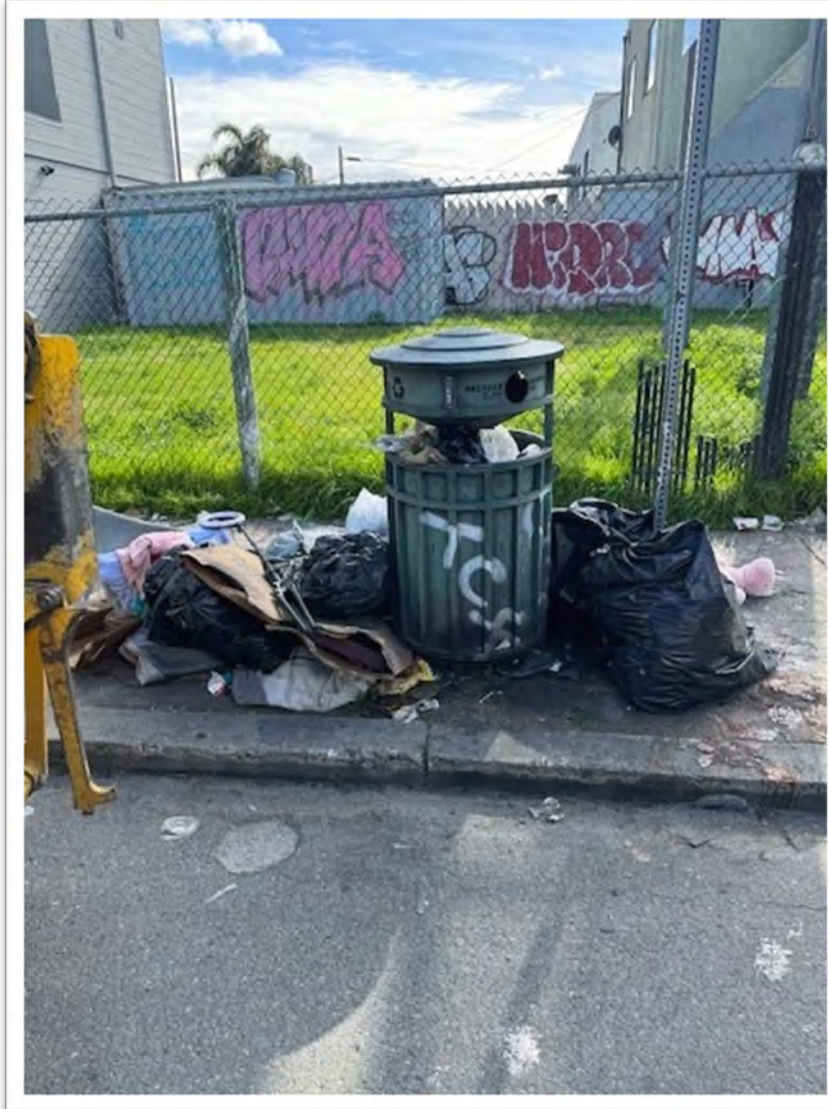
Enforcement Of Illegal Construction and Demolition (C&D) Debris Haulers

- Unscrupulous and illegally operating haulers contribute to the City's illegal dumping problem.
- FY 2021-2022 City began enforcing C&D debris hauling requirements for **building permit holders** if hauler does not have City-issued non-exclusive franchise (NEF) contract.
- NOV issued to building permit holder via Green Halo System. Allows for penalty assessment if necessary.
- Amendment to OMC Section 15.34 (Ordinance No. 13745 C.M.S.) will increase the number of permitted construction projects subject to C&D debris requirements.
- Construction and small remodel projects in frontline communities vulnerable to contractors not properly disposing of construction and demolition.



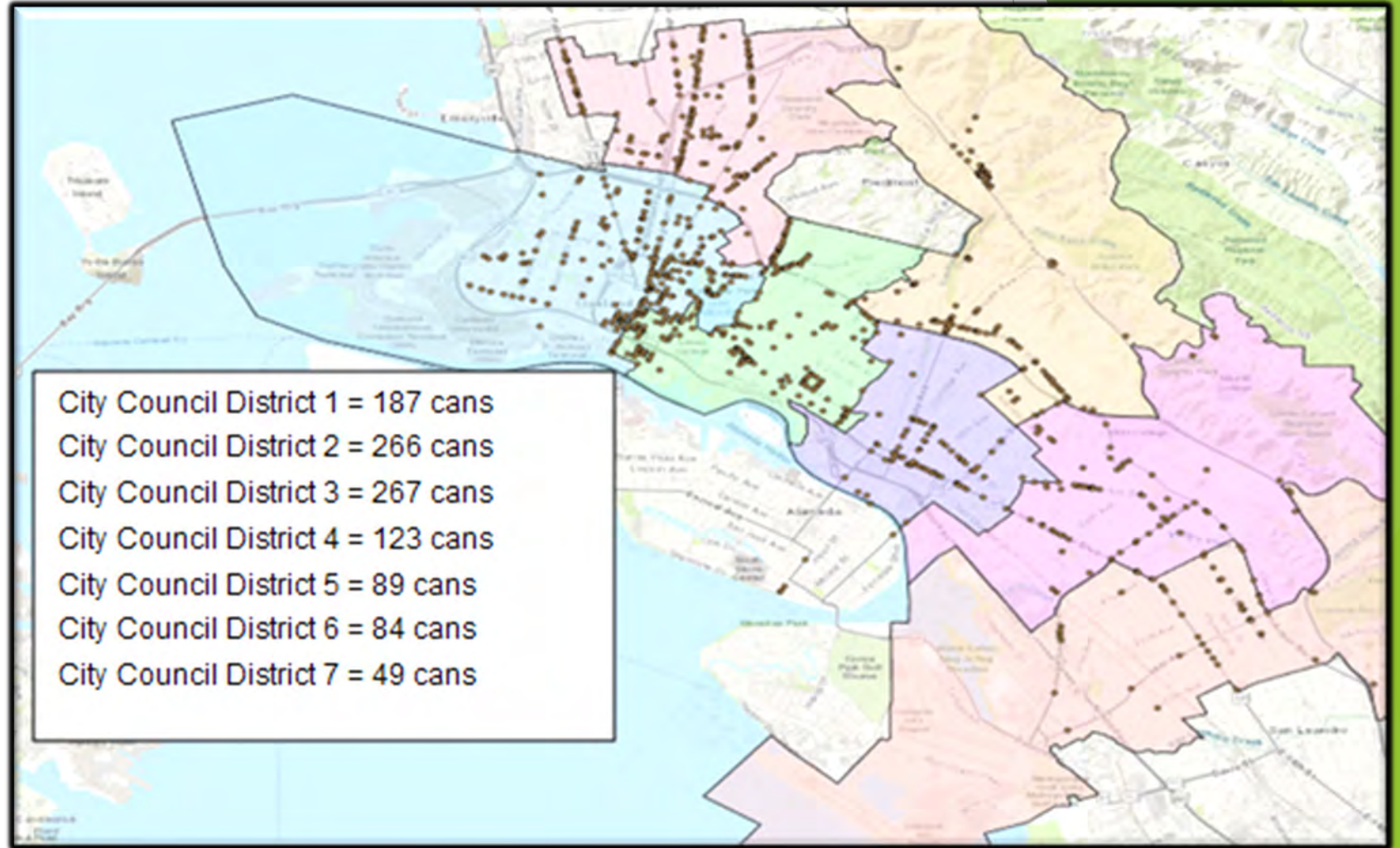
Litter Container Abuse

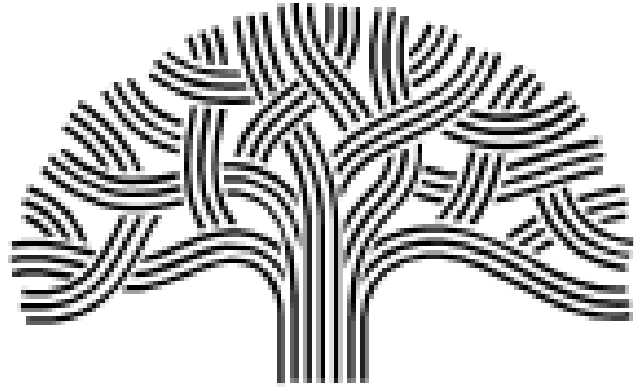
- EEOs investigate unlawful dumping in or near street litter containers.
- People placing excess debris in and round litter containers can be fined up to \$750.00 for the first offense, and \$1,000.00 for the second offense, and \$1,500.00 for the third offense.



Street Litter Containers

- Most street containers are located along commercial corridors and near transit stops.
- In contrast often more dumping by a street litter containers – especially if neighboring businesses not subscribed to trash service.
- City should look at litter container distribution to include pedestrian path of travel or transit hubs and pathways.






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Illegal Dumping Solutions

- *Removing Barriers*

Trash Cart Pilot Container Upsizing Program

- As of February 1, collaborating WMAC to implement a Pilot Trash Cart Upgrade Program.
- Provide residents, on one single trash collection route that crosses Councils Districts 6 and 7, along International Boulevard, with larger trash containers at no extra cost for three months.
- Will increasing the size of trash containers without increasing cost will help decrease overages and dumping?



IMPORTANT: PLEASE READ
Oakland Trash Cart Upgrade Program

Welcome to Your New Larger Trash Cart

Why is WM exchanging my trash cart?
To see if residents need more room for trash and how this might benefit the community

How long will the program last? 90 days

Will my bill increase? No

What happens after 90 days? WM will contact you to discuss whether you want to switch your cart size back or keep the new larger cart at an increased service rate

What if my landlord manages this account? We are also reaching out to them

See reverse-side for more information

OAKLAND RECYCLES **WM**



To learn more about this program, visit: OaklandRecycles.com/upgrade



Para obtener más información sobre este proyecto, visite: OaklandRecycles.com/upgrade

要了解有关该项目的更多信息, 请访问
OaklandRecycles.com/upgrade

Để tìm hiểu thêm về dự án này, hãy truy cập:
OaklandRecycles.com/upgrade

Recycle Right

Oakland needs everyone to do their part to keep recyclables, food scraps, food-soiled paper, and plant debris out of our landfills.

Visit OaklandRecycles.com for sorting guides and information about your services.

This is a great time to let us help you get rid of your bulky junk!

Go to OaklandRecycles.com/bulky-service or call 1-888-WM-Bulky today to sign up for a pickup or drop off for no additional charge!

WM

Trash Cart Pilot Container Upsizing Program

Equity in Trash Rates

Container Size	Monthly Cost	Per Gallon Cost
20 gallons	\$51.76	\$2.59
32 gallons	\$58.77	\$1.84
64 gallons	\$103.67	\$1.62
96 gallons	\$155.79	\$1.62

- Residents select the size of their trash container based on cost rather than need.
- Customers who can only afford the smaller can are pay approximately 40% more in per gallon cost for waste disposal.
- As part of this effort OPW stepped up enforcement against nearby businesses, that were determined to lack mandatory trash collection service.

Conclusions

Current Debris Pick-Up Practices

- Continuing to pick up the debris is not the long-term solution to the issue and may in certain cases exacerbate the problem.

Conclusions

Residential Service Issues

- Residents throughout the City of Oakland have the same opportunity to properly dispose of their bulky item material, yet containerized services may be a contributing factor to illegal dumping. \$\$\$\$\$\$.
- Cost of trash service leads to:
 - contaminate other waste streams;
 - hire unscrupulous haulers;
 - or residents dumping debris on city streets.
- The pilot container upsizing program will yield data to help the City understand if cost-neutral upsizing citywide can help alleviate this burden on some households.



Conclusions

Businesses Service Issues

- Businesses or people conducting business that handle waste as a part of their service are abusing illegal dumping proactive and reactive services that the City provides by dumping or placing out materials in the right of way, knowing that the City crews will eventually pick them up.
- Street litter containers are also being abused by some business who utilize them for their waste removal rather than paying for trash service because there are no immediate mechanisms to make them abate the nuisance of not having trash service because they did not pay their trash bill. They are not forced into a special assessment, as are residential customers.



Conclusions

Targeted Education

- Targeted education by City Council district:
 - If services are clear, accessible, and affordable, there should be no need for anyone to dump debris in public areas.
- Education campaigns to help understand what services are available need to be targeted to those communities who are utilizing the services at a lower rate per capita.
- Campaigns need to engage with the residents in those areas to understand what the impediments or disincentives are to utilizing such services.
- Self-haul appoints at Davis Street transfer station are significantly underutilized vs.
- Monthly Bulky Block Parties that the City hosts at its Edgewater municipal corporation yard, consistently attract 300-400 vehicles.

Conclusions

Enforcement

- Enforcement should focus business that do not have service and businesses that operate and handle waste as a byproduct of services offered (for example, from home remodels and small projects).
- Enforcement needs to be equitable and concentrated in areas that are experiencing the most impacts. This equity can be determined by a strategic and data driven approach that identifies locations where the problem is most egregious.
- By partnering with WMAC, the City can utilize data on businesses without garbage service and abused street litter containers to focus enforcement efforts and make a notable impact in those area.
- Most businesses, including small businesses, are doing the right thing by paying for trash service. They are being unfairly, economically, disadvantaged by those businesses that are not paying for the cost of this service. Businesses who are following the rules should not be the only ones who must account for the costs of operation, including waste disposal services.