

APPROVED
BY THE CITY COUNCIL

JAN 19 1999

CITY CLERK



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DEPARTMENT OF
PUBLIC WORKS
SOLID WASTE DIVISION

CITY OF SACRAMENTO
CALIFORNIA

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January 5, 1999

City Council
Sacramento, California

Honorable Members in Session:

SUBJECT: IMPLEMENTATION OF AUTOMATED, COMMINGLED RECYCLING

LOCATION AND COUNCIL DISTRICT: Citywide

RECOMMENDATION:

This report recommends that City Council adopt the attached resolution which:

- Implements an automated, commingled method of recycling collection for all single family residences;
- Establishes new policies and practices related to recycling services for disabled citizens and service to customers with repeated incidents of significant contamination; and
- Directs staff to return to the City Council for approval of costs related to implementation of commingled recycling as part of the overall budget hearing process for 1999-2000.

CONTACT PERSON: Reina J. Schwartz, Manager, Solid Waste, 264-7043

FOR COUNCIL MEETING OF: January 19, 1999

SUMMARY:

This report recommends City Council adoption of an implementation plan for automated, commingled recycling services to all single family residences in the City of Sacramento.

COMMITTEE/COMMISSION ACTION: None.

BACKGROUND INFORMATION:

In April 1998, City Council directed staff to perform an analysis on implementation of an automated, commingled recycling collection system and to return to City Council with a schedule for implementation (Resolution 98-133). This report back to the City Council provides a detailed task description and schedule for implementation of commingled recycling. This report also establishes policies and practices related to contamination of recyclables and service to disabled customers. Please see Attachment A for additional details.

FINANCIAL CONSIDERATIONS:

City staff will return to the City Council for approval of costs related to implementation of commingled recycling as part of the overall budget hearing process for fiscal year 1999-2000. The major expense for implementing commingled recycling will be the purchase of new containers. The total cost of container procurement is estimated to be \$4.3 million. There may also be costs associated with the need to purchase additional trucks for the commingled program and, subject to ongoing negotiations, there will also likely be an increase in processing costs.

City staff anticipate that the total additional annual costs for implementing automated commingled recycling could represent about one third to one half of a potential overall rate increase request of three to four percent. The balance of the rate increase request is due primarily to construction of the Meadowview City Service Complex. All of these program cost changes will be brought back to the City Council during the budget hearing.

ENVIRONMENTAL CONSIDERATIONS:

The conversion to a commingled, automated recycling collection system was evaluated in the Negative Declaration for the curbside, single container recycling program, which determined that the system will have a less than significant effect on the environment. The project involves no new impacts or changed circumstances. No further environmental documentation is required.

POLICY CONSIDERATIONS:

Attachment A provides detail regarding who will receive commingled recycling service first, how contamination will be dealt with and service to disabled customers. It is anticipated that conversion to automated, commingled collection of recyclables will reduce worker injuries while significantly increasing recycling program participation and actual diversion. This result is consistent with City Council priorities related to the achievement of aggressive waste diversion goals.

City Council
IMPLEMENTATION OF AUTOMATED, COMMINGLED RECYCLING
January 5, 1999

MBE/WBE:

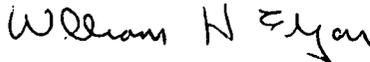
All City M/WBE policies and practices will be observed in the procurement process for containers and equipment. M/WBE considerations are not applicable to this report since no goods or services are being purchased.

Respectfully submitted,



Reina J. Schwartz
Solid Waste Manager

RECOMMENDED BY:



WILLIAM H. EDGAR
City Manager

Approved:



Michael Kashiwagi
Director of Public Works

ATTACHMENT A

IMPLEMENTATION OF AUTOMATED COMMINGLED RECYCLING

IMPLEMENTATION

A. *Revise Container specifications.* City staff will revise the current specifications and bid documents for the procurement of auto-lift containers for curbside recycling in Winter and Spring 1999. Changes under consideration to the current specifications include:

- Consistent with City policy for providing a purchase preference for post-consumer recycled content, limited bid preferences will be established for increasing levels of post consumer recycled high density polyethylene utilized in the manufacturing of the containers. Accountability language will also be developed to enable the City to verify the use of post-consumer content claimed by the selected bidder.
- Staff will also consider drafting performance penalties for the late delivery of containers which could deleteriously impact the cost and timeliness of implementing automated recycling collection. The bid will also specify distribution of containers under contract as a separate option for the City to consider in lieu of using City forces to distribute containers.

B. *Return to City Council for bid authorization.* City staff will return to the City Council for approval of the bid document, including any changes to the current specifications. City staff anticipate seeking the City Council's approval for the bid document in early Spring 1999.

C. *Award Bid of Containers.* City staff anticipate returning to City Council in July or August of 1999 for the award of the procurement agreement .

D. *Solid Waste Collection Reroute.* City staff are already working on the design of new routing with fewer routes to take advantage of solid waste collection efficiencies as a result of tipping at a transfer station as opposed to direct hauling waste to the distant Kiefer Blvd. Landfill. These trucks or an equivalent number of replacement trucks will then be converted to recycling collection for the initial implementation. City staff anticipate that the reroute will be invisible to the general public. To the greatest extent possible, the reroute will be designed to avoid changing residents' days of collection

E. *Convert solid waste trucks to recycling use.* The reroute of solid waste collection vehicles will allow the City to convert several automated trucks to recycling. This conversion will require the installation of oil recycling racks and a reduction in the compaction ratio. The higher compaction ratio for solid waste

would result in contamination of recyclables through glass breakage and shards of glass becoming imbedded in the fiber.

F. Reroute recycling routes for implementation. Recycling routes will be redesigned to accommodate automated collection. City staff anticipate the need to add routes to accommodate increased recycling participation. Every effort will be made to preserve the existing collection schedule.

G. Execute revised processing agreement with Smurfit Recycling for Processing of Materials. As of this writing, the City is renegotiating its current processing agreement with Smurfit Recycling Company. The fiscal impact of any new agreement will be analyzed and brought back to City Council for approval as part of the budget hearing process for 1999-2000.

H. Design promotional campaign. City staff will work with a consultant to design and implement a campaign to promote the City's new recycling program. Promotional program features will likely include:

- A media event to kick off the distribution of containers.
- A utility bill insert and newspaper insert.
- A brochure for distribution at special events.
- Broadcast media interviews.
- Door hangers to be utilized in concert with the distribution of containers.

I. Distribution of containers. The City anticipates beginning distribution of containers in Fall 1999. A distribution schedule averaging 210 containers per day would require a two-year period in order to implement automated, curbside recycling collection throughout the City. It is reasonable to assume that two years will be required to implement all single family residences within the City.

SPECIAL PROGRAM FEATURES

A. Size and color of container. The City will distribute 90-gallon cans of a different color than the green can used for garbage collection. This choice is based on several considerations.

City residents currently have 42 gallons of capacity with the three bin system. In areas of high participation, residents commonly place additional materials in buckets, milk crates or paper bags next to their recycling bins in order to recycle additional material. Anything smaller than a 90-gallon can might actually reduce recovery in some areas of the City. It is also our experience in researching needed recycling container capacity that providing residents with the 90-gallon can will increase recovery of materials throughout the City. Give people a 60-

gallon can, and they will tend to fill it. If you give them a 90-gallon can, the same behavior appears to hold true.

Distribution of 90-gallon cans will also provide the City with increased flexibility with respect to adding types of materials to those targeted for recovery. For example, if the City is able to develop a market for clean polystyrene or fiber, the additional capacity of the 90-gallon can will facilitate future recovery of additional materials as markets develop.

A different color will be specified to identify the recycling container. The precise color will balance the need to set the recycling container apart from the garbage container without deleteriously impacting cost and warranties.

Residents may be given some level of choice regarding the size of container on a case by case basis. However, it will not be possible to widely promote such a choice due to the possible impact this would have on the cost of distributing containers and the tendency for people to request containers that might result in decreased recovery of materials.

B. Disabled Exemption. Residents who are unable to bring their garbage container to the curb based on doctor's certification are currently provided backyard service by City collection workers. The City does not currently provide backyard service to disabled residents with respect to recycling. City staff are prepared to provide disabled recycling service to participating citizens.

C. Who gets recycling first? City staff proposes designing routes for the initial implementation in areas of the City with the highest participation. The rationale for this means of determining who gets recycling first is summarized below:

- An important advantage of automated collection is that it reduces worker injury.
- Worker injury related to the manual collection of recyclables is attributed to repetition.
- Worker injuries are more likely to be associated with servicing routes in high participation areas in contrast to low participation areas.
- Therefore, it is reasonable to identify routes in the highest areas of current recycling participation for initial implementation of automated, commingled recycling.
- Neighborhoods such as Land Park, Southland Park, Greenhaven, The Pocket, portions of East Sacramento, Hollywood Park and Natomas are typically associated with high recycling participation.

D. Contamination – Three Strikes and You're Out! Significant contamination affects the ability of our contractor to process materials for market.

Contamination can increase the cost of processing by decreasing the value and amount of recyclables that are recoverable. Excessive contamination by a few residents can increase the cost of the program for all customers.

Although many customers may place a small amount of contaminants in with their recyclables, this problem is expected and can be dealt with over time through public education. However, It is anticipated that a small number of customers may utilize the extra recycling container for trash. Based on our knowledge of other communities and programs, this problem can become very serious in some neighborhoods. We know from our research of other programs that education is not enough to correct contamination problems with some customers.

Sacramento County's experience implementing automated, commingled recycling confirms the above problem. As a result, Sacramento County has adopted a policy and practice for addressing repeated contamination of recycling containers.

City staff proposes establishment of the following policy and practice for dealing with severe contamination of recycling containers.

1. City collection personnel will "tag" cans that are found to be significantly contaminated. An educational brochure will also be attached to the tag. A copy of the tag will be used to enter the resident's service address into a data base. The tag will include information regarding the potential loss of service and charge to the bill payer for failure to comply with general standards of materials separation. The contaminated materials would be collected without charge the first time.
2. At second incident, the contaminated materials will not be collected without charge. The customer will receive a second notice advising them that the next incident will result in a loss of recycling service without reduction on the City utility bill. This notice will be placed on the customer's door. An effort will also be made to notify landlords in known tenant situations. The resident may request that the City collect the material as refuse for the standard cost of a "charge special".¹ The resident will, of course, have the option of re-sorting the material in the can for proper collection in two week's time.
3. At third incident, the customer's recycling container will be removed and emptied and the owner will be charged the standard cost of a "charge special".

¹ A "charge special" is \$22.56. This charge covers the cost of dispatching a vehicle to make a special pick-up.

IMPLEMENTATION OF AUTOMATIC CO-MINGLED RECYCLING

TASK	Jan99	Feb99	Mar99	Apr99	May99	Jun99	Jul99	Aug99	Sep99	Oct99	Nov99	Dec99	Jan00	Jan01
Revise Container Specifications	████████████████████													
Return to City Council for Bid Authorization			████████											
Award Bid of Containers						████████								
Solid Waste Collection Reroute (Transfer Station)	████████████████████													
Convert Solid Waste Trucks to Recycle Use					████████									
Reroute Recycle Routes for Implementation						████████████████████								
Executed Revised Processing Agreement for Processing Materials						████████								
Design/ Implement Promotional Campaign						████████████████								
Distribution of Containers									██					

APPROVED
BY THE CITY COUNCIL

JAN 19 1999

OFFICE OF THE
CITY CLERK

RESOLUTION NO. 99-034

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF _____

**RESOLUTION ADOPTING AN IMPLEMENTATION PLAN
FOR AUTOMATED, COMMINGLED RECYCLING
FOR ALL SINGLE FAMILY RESIDENCES**

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO:

WHEREAS, City Council Resolution 89-685 established a recycling goal of 70% waste diversion by January 1, 1999; and,

WHEREAS, automated, commingled recycling is consistent with the solid waste industry trend toward increased automation and mechanization; and,

WHEREAS, conversion to automated collection of recyclables will decrease the risk of worker injury; and,

WHEREAS, automated, commingled recycling will provide residents with an increased level of convenience; and,

WHEREAS, automated, commingled recycling will increase waste diversion and resident participation in the City's curbside recycling program;

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

1914

1915

**THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF
SARAMENTO THAT:**

1. The City Council will review and adopt rates to pay for implementation of automated, commingled recycling during the annual budget review process.
2. The description of tasks and implementation schedule for automated, commingled recycling contained within the City Council report of January 19, 1999 is hereby approved.
3. The policies and practices related to recycling services for disabled citizens and the customer compliance policy related to contamination contained within the City Council report of January 19, 1999 are hereby adopted.

MAYOR

ATTEST:

CITY CLERK

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____