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City of Sacramento
General Services Department

2812 Meadowview Road
Sacramento, CA 95832

Solid Waste Division

(916) 433-4900
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March 23, 2004

City Council
Sacramento, California

Honorable Members in Session:

SUBJECT: VOLUNTARY CONTAINERIZED LAWN AND GARDEN COLLECTION PROGRAM

LOCATION AND COUNCIL DISTRICT: Citywide

RECOMMENDATION:

This is a report back on the possibility of implementing a citywide Voluntary Containerized Lawn and Garden collection program, as directed by Council.

CONTACT PERSON: G. Harold Duffey, Integrated Waste General Manager,
433-4932

FOR COUNCIL MEETING OF: April 20, 2004

SUMMARY:

On May 20, 2003, during the Solid Waste Division's budget presentation, City Council members requested that staff report back on the possibility of implementing a citywide Voluntary Containerized Lawn and Garden collection program. Council requested Solid Waste Division staff to:

1. Conduct a cost comparison of the actual cost of the City's existing lawn and garden collection program to a voluntary containerized program.
2. Examine hidden costs that may be attributed to existing collection methods, such as more frequent cleaning of storm drains and wear and tear on asphalt from the scraping of streets with the claw loader.
3. Report the results of existing voluntary and non-voluntary containerized lawn and garden pilot programs within the City.

COMMITTEE/COMMISSION ACTION: None.

BACKGROUND INFORMATION:

The first step in reviewing the feasibility of a voluntary containerized Lawn and Garden collection program was to determine if this would be allowed by Measure A, which was passed by voters on September 27, 1977 to prohibit mandatory containerization of yard and garden refuse in the City. Providing residents with an option to voluntarily subscribe to containerized garden refuse service, in accordance with the terms and conditions established by the City for such a voluntary program, would not run afoul of Measure A, because the City would not be mandating that anyone utilize containerized collection service.

Cost Comparison

Solid Waste Division's financial analysis (Attachment I) concludes that the collection service provided by a Voluntary Lawn and Garden containerized collection program would be 27% (\$2.22) less than the City's actual cost to collect garden refuse loose in the street.

Staff has developed the following two options for a voluntary containerized lawn and garden collection program:

1. Once-a-week voluntary containerized collection program (Cost \$6.10)
2. Once-a-week voluntary containerized collection program with seasonal collection of material loose in street every other week in the months of November, December, April and August (Cost \$7.15).

Option 2 strives to meet the needs of residents during high volume seasons (Attachment II), such as leaf season, spring and summer. Implementation of Option 2 will yield a 15% savings vs. normal year-round loose garden refuse collection in the street. Staff is recommending selection of Option 2 as the preferred option.

Residents who do not choose to subscribe to the voluntary collection service, if adopted, would continue to receive the non-containerized collection service currently being provided to City residents. In either case, a resident would only be charged for the service being received.

If the City Council approves implementation of a voluntary containerized collection program, City staff will develop and return to the Council with the necessary City Code amendments to authorize establishment of a program, consistent with City Council direction.

Hidden Costs

Solid Waste Division staff consulted the Utilities Department and Department of Transportation's Street Maintenance Division to examine any potential savings the Voluntary Containerized Lawn and Garden Collection program may produce through a reduction in debris

from storm drains and a reduction in street deterioration. Although Utilities is very supportive of the Voluntary Containerized Lawn and Garden concept, they have no real way of quantifying any potential savings. However, the Department of Utilities has committed to monitoring storm water runoff and compare the volume of storm drain debris in areas with Voluntary Containerized Lawn and Garden service compared to the rest of the City, in an effort to quantify whether any benefits are gained.

The Street Maintenance Division was able to identify that the City's current collection method of garden refuse contributes to City streets deteriorating faster than the national average. The Street Maintenance Division estimates that the City's current method of Lawn and Garden collection impacts approximately 7% of a street's surface (approximately \$130,000 of the annual cape sealed or slurry sealed city maintenance program). Street Maintenance was unable to pinpoint the exact impact the existing lawn and garden collection program has on deterioration of the streets, but also expressed a desire to track deterioration rates for Voluntary Containerized Lawn and Garden collection area for comparison to areas with loose-in-the-street collection.

Existing Containerized Lawn and Garden Collection Programs

Council also requested staff to report back on existing voluntary and non-voluntary (residents without curb and gutter) containerized collection programs. The City currently collects lawn and garden material in a container in three areas of the City (Attachment III), Dutra Pocket (400 homes), Sundance Lake (200 homes in Natomas) and three smaller areas without curb and gutter (Alma Vista, Henrietta and Sheldon). 100% of the residents in the Dutra Pocket area participate in the program, which was established February 1997. However, on any given week, approximately 10% of residents may also place their green waste overflow in the street for loose-in-the-street collection. In Natomas the community of Sundance Lake, consistently places only green waste containers out for collection with 0% of the customers placing loose materials in the street. The primary difference between the two pilot programs is that one area has mature vegetation, while the other is in a new residential development. Both pilot programs have yielded valuable information to the Solid Waste Division. However, the proposed Voluntary Lawn and Garden collection program is different from the existing pilot program, as material placed in the street in the pilot program will only be collected on specific days. To insure efficiencies and the City's ability to fully amortize the capitol expenses, residents participating in the program will be required to sign a pledge to continue with the pilot program for as long as they own their property (Attachment IV).

In the three areas that the Solid Waste Division operates containerized collection, residents in the recently annexed area of Sheldon (approximately 1 year ago), all participate in the green waste container program (this was a service they received when they were in the unincorporated area). However, residents on Alma Vista (and side streets) and Henrietta have had mixed feelings about the container program. A majority of the residents in the Alma Vista program (86) do not participate in the program with only 18 people receiving containers.

City Council
Voluntary Containerized Lawn and Garden Collection Program
March 23, 2004

waste container program (this was a service they received when they were in the unincorporated area). However, residents on Alma Vista (and side streets) and Henrietta have had mixed feelings about the container program. A majority of the residents in the Alma Vista program (86) do not participate in the program with only 18 people receiving containers. Residents on Henrietta participated in the program for 6 months, but felt it did not meet the needs of their large lots and continue to request the ability to place material loose in the street.

The lessons learned from the existing pilot programs and non-curb and gutter programs heavily influenced staff's recommendation to Council to support Option 2 (Weekly Voluntary Lawn and Garden collection with seasonal loose collection), as most residents recognized that most weeks their materials could fit in a lawn and garden container but wanted assurances that they would not be limited to a container during peak seasons.

Implementation Strategy

Although staff feels containerized collection can provide adequate service for most areas within the City of Sacramento, staff concludes that the downtown and the midtown areas offer special circumstances and some areas should not be offered the voluntary lawn and garden containerized program. In addition, Attachment V outlines the methods staff proposes to use to assess a neighborhood's ability to sustain a Voluntary Containerized Lawn and Garden collection program. Areas will be evaluated based on volume of green waste collected annually, and interest in containerization and non-curb and gutter properties. Staff will meet with Council members and request assistance from Neighborhood Area Directors to utilize neighborhood associations to gauge interest in establishing programs throughout the City.

FINANCIAL CONSIDERATIONS:

The Voluntary Containerized Lawn and Garden service rate (Attachment I) includes a \$.50 per month component in the rate for the purchase and future replacement of lawn and garden containers. The Solid Waste Division proposes a five-year lease purchase (12 years is the actual life of a container) for lawn and garden containers (annual payment for the containers is approximately \$130,000), which will be included in the annual operations budget starting in fiscal year 04/05. Three Side loaders will be needed to implement the program and will be purchased as a part of the Solid Waste Division's normal replacement schedule in-lieu of replacing three rear loaders for an additional cost of \$120,000. If program were approved, staff would return to council with lease purchase agreement for automated containers.

ENVIRONMENTAL CONSIDERATIONS:

A change in the City's manner of collection of lawn and garden refuse does not create any new or expanded facilities nor will it result in any expansion of use of the City's existing refuse collection facilities. For this reason, adoption of a voluntary containerized collection program would be exempt from the California Environmental Quality Act (CEQA), under Section 15031 of the CEQA Guidelines.

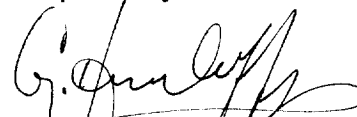
POLICY CONSIDERATIONS:

Voluntary Containerized Lawn and Garden material is consistent with the City of Sacramento's Strategic Plan goal of promoting and supporting economic vitality by providing residents with cost effective waste disposal and recycling programs. If the City Council approves staff's proposal for a voluntary containerized collection program, City staff will develop the necessary City Code amendments to authorize establishment of a program, consistent with the Council direction.

ESBD CONSIDERATIONS:

The current vendor providing the City with automated containers is a certified ESBD firm, and has extended an offer to honor prices from existing contract, therefore, the use of an ESBD vendor to supply containers for the Voluntary Lawn and Garden Collection program through a 5-year lease purchase is achievable.

Respectfully submitted,



G. Harold Duffey
Integrated Waste General Manager

RECOMMENDATION APPROVED:



ROBERT P. THOMAS
City Manager

Approved:



Thomas V. Lee
Deputy City Manager/
Interim General Services Director

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Containerized Lawn & Garden Rate Projection

Number of Homes	1200	1100	1000	900	Current Service
<i>Optimal Density</i>	100%	92%	83%	75%	--
Green Waste Disposal Cost	\$0.98	\$0.98	\$0.98	\$0.98	\$0.98
Container Cost (replacement)	\$0.40	\$0.40	\$0.40	\$0.40	n/a
Collection Cost*	\$7.06	\$7.06	\$7.06	\$7.06	\$7.34
Density Benefit	(\$2.34)	(\$2.15)	(\$1.95)	(\$1.76)	n/a
Containerized Service Cost	\$6.10	\$6.29	\$6.49	\$6.68	n/a
Seasonal Collection Cost	\$1.05	\$1.05	\$1.05	\$1.05	n/a
Containerized & Loose Seasonal Service Costs	\$7.15	\$7.34	\$7.54	\$7.73	n/a
Projected Monthly Rate (Containerized Service)	\$6.10	\$6.29	\$6.49	\$6.68	n/a
Projected Monthly Rate (Containerized & Loose Seasonal)	\$7.15	\$7.34	\$7.54	\$7.73	\$8.32 ¹

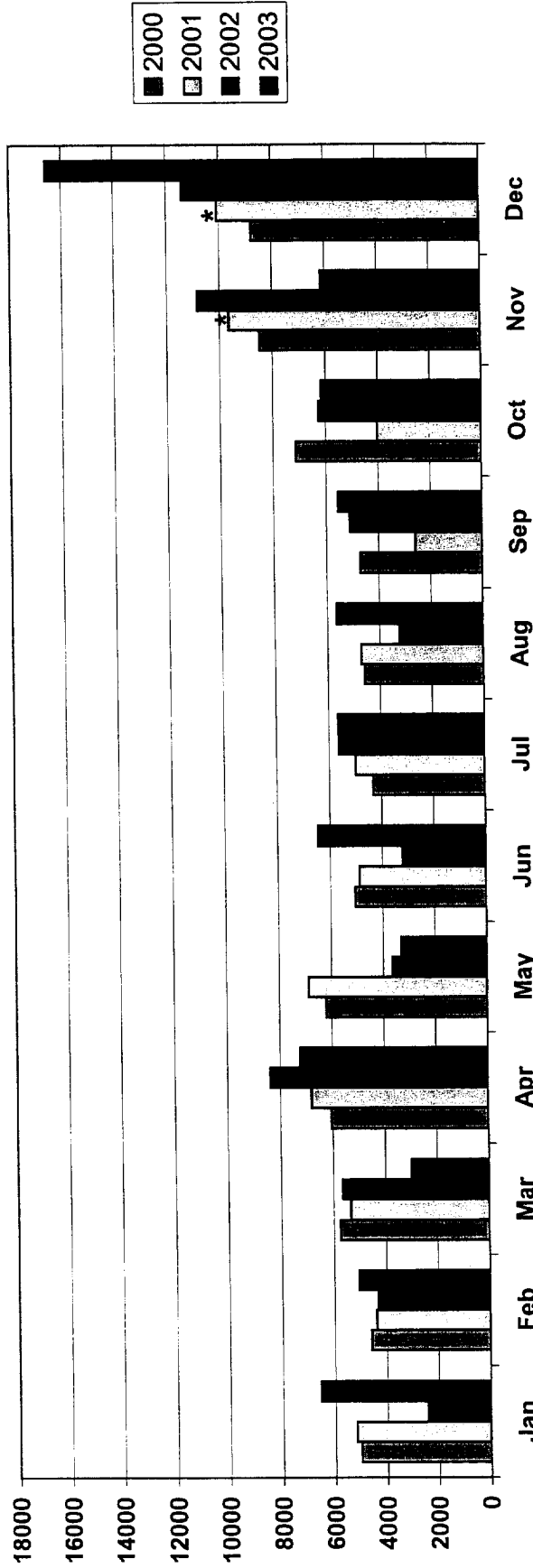
* \$7.34 collection cost represents 800 homes per route.

¹ Proposed rate. Represents current cost for providing loose green waste collection.

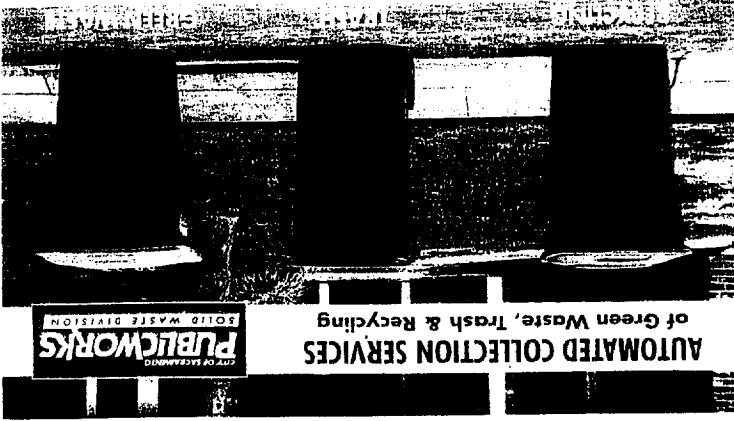
**Solid Waste Division
Garden Refuse Monthly Tonnage Data**

Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
2000	4,986.91	4,574.77	5,729.86	5,019.85	6,201.32	5,046.41	4,306.15	4,697.25	7,124.84	8,436.65	8,372.76	70,526.98
2001	5,176.57	4,364.23	5,332.35	6,800.93	6,862.66	4,880.42	4,982.94	2,575.61	4,010.85	6,642.00	10,672.00	69,409.21
2002	2,429.02	4,307.03	5,633.36	3,841.10	3,628.21	3,212.22	5,612.51	5,077.92	6,248.96	10,800.73	7,113.69	69,922.22
2003	6,526.16	5,029.46	2,970.97	7,100.66	3,288.10	6,463.66	5,636.03	5,537.50	6,153.21	6,144.60	6,117.17	77,193.34
4-Year Average	4,779.67	4,568.87	4,916.64	5,100.89	4,995.07	4,900.68	5,134.41	4,472.07	5,884.47	8,776.17	8,117.17	71,762.94

Tonnage Comparison (2000-2003)



*November and December 2001 data estimated based on historical trends. Actual tonnage was not available due to a reporting problem.



Neighborhood Cleanup Program

Items that are too big to fit in your automated refuse containers can be collected through the City's Neighborhood Cleanup Program. Residents can call the City at (916) 433-4800 for an update on when their area will receive Neighborhood Cleanup. The City collects appliances, couches and other bulky household items.

The City will not collect construction material or automotive parts.

The City of Sacramento provides the Neighborhood Cleanup Program to keep our City clean and well maintained.

Blue Recycling Cart

The City operates a bi-weekly blue cart recycling program. Please use this cart for all your recyclables. This includes **glass bottles and jars, plastic bottles, aluminum and steel cans, empty aerosol cans, and clean/dry paper.**

NO garbage or yard waste, please!

Place your blue recycling cart out on the curb by 6 a.m. on your regular garbage collection day. Set the cart at least three feet from your garbage container.

Reminder: Recycling is every other week.

Used Oil and Filter Recycling

Remember... you can recycle your used motor oil and filters on your curbside recycling day. Also, you can recycle used motor oil and filters at a State-certified used oil recycling center or at the City of Sacramento's Permanent Household Hazardous Waste Facility.

Call 1-800-CLEANUP for your certified center of (916) 379-0500 for information about the Household Hazardous Waste (HHW) facility.

For information on Solid Waste Programs

- Customer Service (916) 433-4800
- Commercial Services (Services include disposal, recycling and debris box services.)





**City of Sacramento
Solid Waste Division
2812 Meadowview Road
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Automated Collection Services

- Collected at the edge of the street.
- Containers should be placed at the edge of the street no later than 6 a.m. and spread 3 feet apart.
- The material from each container will be collected separately. Please do not call and report a missed pickup until after 3:30 p.m. on the day of collection. To determine if you did not get service, check and see if your neighbor's container was serviced.

If your container was not serviced, please call Customer Service at (916) 433-4800 between 7:30 a.m. and 6:15 p.m. Monday - Friday.

Placement of Containers

Containers should be placed in the street and not on the sidewalks at least 3 feet apart. Please keep containers at least 6 feet away from cars and boats to avoid risk of property damage (see diagram below.)



Fines and Penalties

- ONLY GREEN WASTE is allowed in the green Garden Refuse Container. ONLY RECYCLABLES are allowed in the blue container. If trash is found in either the green or blue containers, residents will be asked to correct the problem. If the blue Recycling Container is contaminated more than three times, the container will be removed and the resident will still be required to continue to pay the monthly recycling fee.

**City of Sacramento
Public Works Department
Solid Waste Division
2812 Meadowview Road
Sacramento, CA 95832**

Participation in Automated Lawn and Garden Refuse Program

I would like to sign up for the Voluntary Lawn and Garden Refuse service for a monthly charge of \$7.15 per month, starting July 1, 2004. I pledge to not place material loose in the street, except in designated days. I understand that I will be required to maintain this service for as long as I own my property. I agree to place my containers three feet apart and six feet away from parked cars, boats, and any other obstructions.

I, _____ am formally requesting that you provide
(Name of Property Owner)
my residence at _____ with a
(Address)
designated Lawn and Garden Refuse container.

Loose collection of garden refuse will occur biweekly in the months of November, December, April, and August. Please contact Customer Service at 808-4800 if you have any questions.

**METHODOLOGY FOR DETERMINING
AREAS TO BE SELECTED FOR
VOLUNTARY CONTAINERIZED GREENWASTE COLLECTION
PILOT PROGRAM**

1. Consult with Council Members for recommendations.
2. Work with Area Directors.
3. Determine the interest in the program by community residents.
4. Ability to sign residents up for the voluntary program. The program is not effective if the Council approves Route based on 1,200 homes and only 1,000 homes sign up and the remaining homes remain on the traditional program of loose in the street.
5. Available space for containers.
6. Ingress and Egress from the place residents store container and to point of collection.
7. The volume of material generated on a regular basis.
8. The density and size of the single-family residential lots.
9. The maturity of the vegetation in the community.
10. The dimensions of the existing road right-of-way allowing for the placement of containers.

CONTAINERIZED LAWNS AND GARDEN SERVICE

May 2003, Council requested staff report back with a voluntary containerized green waste collection program.

CONTAINERIZED LAWNS AND GARDEN SERVICE

G. Harold Duffey, Integrated Waste General Manager
Solid Waste Division
General Services Department

April 20, 2004

CITY ATTORNEY'S LEGAL OPINION

Yes, Council can establish policy for a voluntary containerized green waste collection program.

Measure A does not mandate loose collection in the street (Council policy).

Measure A requires a vote by residents if containerized collection is mandated.

CONTAINERIZED LAWN AND GARDEN SERVICE - OVERVIEW

City Attorney's Legal Opinion

Cost Comparison

Impact to Other City Operations

Report on Existing Programs

Direction from Council: Next Steps

CONTAINERIZED DRAINAGE AND GARDEN SERVICE - Impact to City Operations

Council requested staff to investigate impacts to other City operations

- UTILITIES
 - Savings in storm drain cleaning costs
 - Ground water pollutants
- STREETS
 - Deterioration of streets

Unable to quantify operational impacts

CONTAINERIZED DRAINAGE AND GARDEN SERVICE - Cost Comparison

Option I

- \$6.10 - Once a week collection

Option II

- \$7.15 - Once a week collection & seasonal loose-in-the-street collection

Current Method

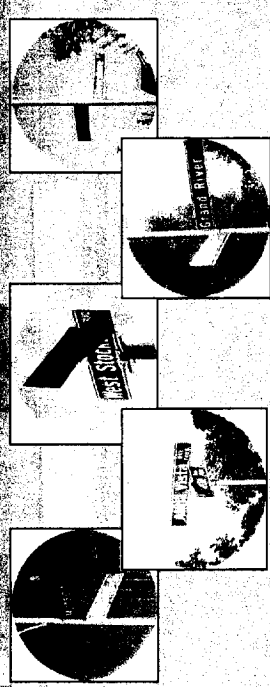
- 2004/05 proposed rate - \$8.32

CONTAINERIZED LAWN AND GARDEN SERVICE - Existing Programs

- Dutra Pocket - (program est. 1997)
 - 100% participation (400 homes)
 - 10% use loose-in-the-street collection
- Sundance Lake - (program est. 2003)
 - 100% participation (200 homes)
- No material placed in street

CONTAINERIZED LAWN AND GARDEN SERVICE - Existing Programs

- Voluntary Programs (Dutra Pocket, Sundance Lake)
- Non Voluntary Programs (Non curb and gutter)



CONTAINERIZED LAWN AND GARDEN SERVICE - Existing Non-Curb and Curb

Sheldahl

- 100% - Formerly collected via Waste Management in three can system
 - Residents were not offered loose-in-the-street collection
- Alma Vista**
- 18 of 86 homes participate
 - Residents had option for container or loose collection
- Henrietta**
- 100% participation (also requested additional loose collection)
 - Residents participated for 6 months (loose collection added after 1/5/04)

CONTAINERIZED LAWN AND GARDEN SERVICE - Existing Programs Results

Programs showed that residents with large lots or mature vegetation:

- Desire outlet for material during peak seasons
- Residents will comply with program

Residents in new developments and annexed areas:

- Adjust to three container system
 - Vegetation maturity allows compliance
- Need one cohesive program

CONTAINERIZED DUMP AND GARDEN SERVICE - Program Recommendation

Based on past programs staff supports:

✓ **Option II**

\$71.5 - Once a week collection & seasonal loose-in-the-street collection (every other week) in April, August, November, and December

CONTAINERIZED DUMP AND GARDEN SERVICE - Implementation Strategy

Solid Waste staff proposes to utilize the following to select program areas:

- Council Offices
- Area Directors
- Neighborhood Associations
- Tonnage data

