



**DATE:** January 13, 2020

**TO:** Council Sustainability Committee

**FROM:** Director of Public Works

**SUBJECT:** Informational Report on the City's Waste Reduction and Recycling Programs

## **RECOMMENDATION**

That the Committee reviews and comments on this informational report.

## **SUMMARY**

This report provides an update on the solid waste, recycling, and organic materials services Waste Management of Alameda County (WMAC) provides Hayward residents and businesses under the City's contract that commenced March 1, 2015. The report includes an overview of outreach activities to inform residents, businesses, and multi-family property managers about the variety of services available under the City's contract with WMAC. It also provides an overview of the tons recycled and composted by Hayward since the current contract with WMAC commenced.

## **BACKGROUND**

In 1990, the Alameda County Recycling Board established the goal of at least 75% diversion of all discarded materials in Alameda County by 2010. In 2007, Council adopted a goal of diverting at least 75% of waste from the landfill by 2010. In conjunction with the City's contract with WMAC, staff manages a variety of programs intended to help the City achieve its diversion goals. In 2017, the diversion rate was 70%. However, in 2018, the diversion rate for Hayward continued to be affected by a downturn in the recycling markets and dropped to 66%. The last report on solid waste reduction and recycling presented to the Council Sustainability Committee was on July 8, 2019 <sup>1</sup>.

The City's Agreement with WMAC includes organics and recycling collection service to multi-family properties. Single-family and most multi-family recycling service is provided by WMAC's subcontractor, Tri-CED. The Agreement offers organics service to businesses at 50% of the comparable garbage rate and recycling service to businesses at 50% the cost of comparable garbage service.

---

<sup>1</sup> <https://hayward.legistar.com/LegislationDetail.aspx?ID=4056380&GUID=5E62E310-38B0-4DF9-9517-C3AE958C3F99&Options=&Search=>

**Mandatory Recycling Ordinance** –In January 2012, the ACWMA Board approved a mandatory recycling ordinance, which includes a goal to ensure that recyclables and compostables make up less than 10% of material sent to landfill by 2020. In 2012 Hayward agreed to adopt the mandatory recycling ordinance, which requires all businesses and multi-family properties to arrange for collection of recyclables. It also requires all multi-family properties, and all businesses that generate a significant amount of food scraps and food-soiled paper, such as such as restaurants, food processors, and grocers, to implement separate organics collection. Multi-family properties are defined in the ordinance as properties having five units or more.

## **DISCUSSION**

City, WMAC, and Tri-CED staff work with multi-family properties and businesses to help them meet all provisions of the mandatory recycling ordinance. Currently 95% of Hayward multi-family properties with five or more units subscribe to recycling services and 94% of multi-family properties subscribe to organics collection services. The percentage of businesses in Hayward subscribing to recycling services in 2019 was 78%, a 4% decrease from 2018. WMAC believes the decrease is due to a large number of businesses starting service in 2019, and several not signing up for recycling services. Staff is working with WMAC to conduct outreach to these accounts about county and state recycling requirements.

The tables below summarize, from December 2018 to December 2019, the percent change in the number of Hayward businesses and multi-family properties that have arranged for collection of recyclables, and percent change in the number of Hayward multi-family properties that have arranged for organics collection through WMAC. The information is based on data provided by WMAC and Tri-CED. Businesses and multi-family properties may also comply with the ordinance by arranging with other service providers, or self-hauling their recyclables and organics.

### **Mandatory Recycling Ordinance: Summary of Participation**

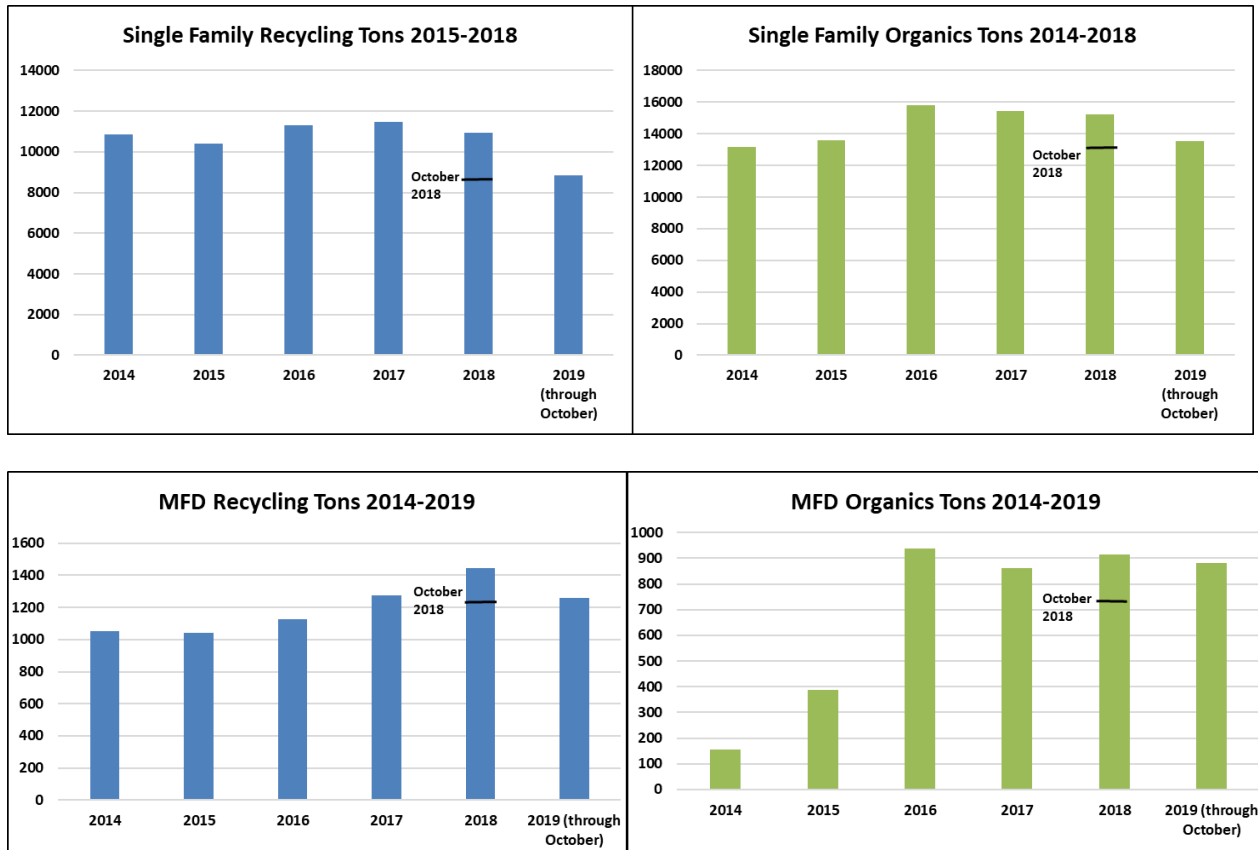
<b>COLLECTION OF RECYCLABLES FROM BUSINESSES</b>	<b>DATE</b>	<b>PERCENT</b>
Percent subscribing to service	Dec. 2018	83%
Percent subscribing to service	Dec. 2019	78%

<b>COLLECTION OF RECYCLABLES FROM MULTI-FAMILY PROPERTIES</b>	<b>DATE</b>	<b>PERCENT</b>
Percent subscribing to service	Dec. 2018	95%
Percent subscribing to service	Dec. 2019	99%

<b>COLLECTION OF ORGANICS FROM MULTI-FAMILY PROPERTIES</b>	<b>DATE</b>	<b>PERCENT</b>
Percent subscribing to service	Dec. 2018	93%
Percent subscribing to service	Dec. 2019	94%

This information shows the percentage of multi-family dwellings and businesses that subscribe to services. The data does not indicate whether a property or businesses subscribes to an adequate level of service or sorts material properly.

The tables below show the tonnage of recyclable and organic material collected from residential properties from 2014 through 2019.



In late 2017, China, the market to which most recycling processors in the western United States sent mixed paper initiated a stringent policy against accepting bales of recyclables that contain more than half a percent to 1% non-recyclable material (contamination). In response to the stricter contamination standards, WMAC and City staff increased outreach to all Hayward customers regarding the importance of reducing contamination and keeping recyclables clean.

**Legislation** - In 2019, two companion bills were proposed in the State legislature that could help reduce the level of contamination in Hayward's recycling and organics streams. AB1080 and SB54, both titled the California Circular Economy and Plastic Pollution Reduction Act, would require significant reductions in the use of disposable products by requiring manufacturers to make packaging exclusively out of recyclable or compostable materials. At the Committee's recommendation, Mayor Halliday sent letters of support for both AB1080 and SB54. The Circular Economy and Plastic Pollution Reduction Act did not pass the

California State Legislature before the 2019/2020 legislative session ended. However, both bills may be reconsidered in 2020.

*Illegal Dumping Collection* – Another new service included in the 2015 Franchise Agreement is that WMAC will collect up to six occurrences of illegal dumping per week in Hayward. To maximize WMAC's collection of illegal dumping, staff searches the Access Hayward tool for illegal dumping collection requests, and then sends up to six requests to WMAC per week. Since the inception of the new method, the number of illegal dumping collections performed by WMAC per month has increased from approximately 5 per month to more than 20 per month. WMAC and staff are discussing increasing the number of occurrences of illegal dumping WMAC collects weekly.

*Franchise Recovery Rate* – CalRecycle's diversion rate takes into consideration all waste generated within Hayward's boundaries, some of which is not hauled by WMAC. The Franchise Recovery Rate is an annual benchmark included in the WMAC Agreement to track WMAC's performance diverting material from landfill. It measures only the material collected and managed by Waste Management and the required Franchise Recovery Rate gradually increases each year of the contract to reach 80% by 2024, the final year of the Agreement. In 2017, the Franchise Recovery Rate was 39%, well below the 54% target for 2017. In 2019, the Franchise Recovery Rate has remained about 39%. The Franchise Agreement allows the City to penalize WMAC for not achieving its Franchise Recovery Rate.

The China National Sword policy created additional challenges to meeting the Franchise Recovery Rate. Although markets have been found for certain recyclables, WMAC and Tri-CED continue to face challenges selling recyclable material. Reducing contamination in recycling streams remains a priority in 2020.

## **FISCAL AND ECONOMIC IMPACTS**

Solid Waste Program staff will continue to work with the ACWMA and WMAC to coordinate implementation and enforcement of the mandatory recycling ordinance. Recycling Fund monies are used to fund these activities, so there will be no impact to the General Fund. These funds are based on tons of garbage disposed at the landfill and are collected and disbursed by ACWMA. Currently, there is sufficient Recycling Fund balance to pay costs associated with implementing the ordinance. However, funds will decrease as tons landfilled decreased.

To replenish the City's Recycling Fund, starting in FY2018-2019, additional funds are remitted to the City by WMAC per the terms of the contract. In February of 2020 staff will complete the Agreement's required rate-setting process and will present to Council proposed rates adjusted based on a consumer price index procedure.

## **STRATEGIC INITIATIVES**

This agenda item does not relate to one of Council's three Strategic Initiatives.

## **SUSTAINABILITY FEATURES**

Solid waste management involves the safe and responsible management of discarded material from generation through processing to disposal. Reducing waste landfilled by maximizing the

reuse, recycling, and composting of materials increases diversion, conserves natural resources, and plays an important role in making a community sustainable.

## **PUBLIC CONTACT**

*Outreach to Multi-Family Properties* – In 2019, ACWMA, also known as StopWaste, continued to perform outreach to multi-family properties through social media and email. StopWaste has also continued to focus on prompting residents to reduce food waste and compost food scraps, and City and WMAC staff work with property managers and owners to improve organics sorting and facilitate bulky item removal. The City and WMAC collaborate to design and send bill inserts and mailings throughout the year to help inform residents of program parameters. Staff distributes brochures at the Hayward Downtown Street Parties and to the Keep Hayward Clean & Green Task Force.

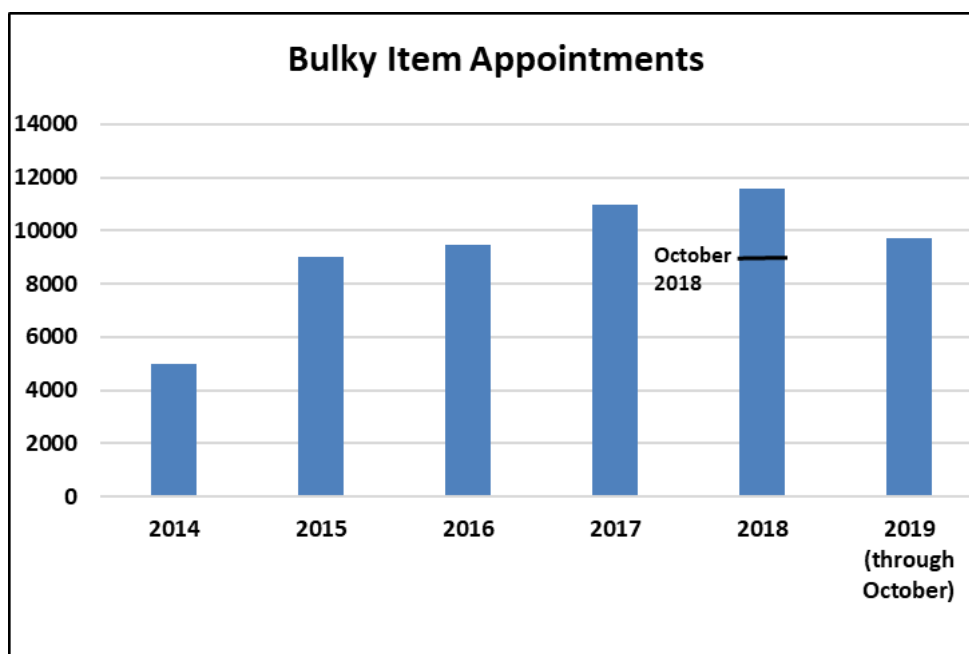
*Outreach to Businesses* – WMAC representatives offer Hayward businesses waste assessments and employee training to help facilitate implementation of programs. City assistance includes offering labels for containers and posters for reference by employees and patrons. City staff will continue to disseminate informational materials to businesses via field visits and inserts with bills issued by WMAC, and to inform businesses that recyclables collection and organics collection are available at half the price of regular garbage collection. In addition, StopWaste's consultant, Cascadia, continues to offer sorting assistance to businesses that receive a warning letter or notice of violation from County mandatory recycling ordinance enforcement officers.

*Outreach to Single-Family Residents* – The mandatory recycling ordinance does not apply to single-family households. However, staff conducts outreach to single-family households to help residents properly sort recyclables and increase their organics diversion by placing food scraps and food-soiled paper in the green bin. Additionally, the City's website and WMAC's website each offer residents and businesses extensive information regarding recycling and available services. Staff also performs outreach at the Hayward Downtown Street Parties as well as the City's compost giveaways.

*Compost Giveaways* – A provision of the WMAC Agreement requires WMAC provide Hayward residents with 5,000 one cubic-foot bags of compost annually. The City distributes these bags of compost to residents by means of compost giveaway events held twice a year on Saturdays. The most recent event was held on October 19, 2019 where approximately 800 households participated. During these events, residents drive to a designated venue and City staff loads bags of compost into residents' vehicles. Since the inception of the contract in March 2015, the City has given more than 20,000 bags of compost to residents.

*Bulky Item Collection* – The WMAC Agreement offers Hayward single-family households and multi-family properties free collections of 4 cubic yards per dwelling unit of bulky items such as furniture, mattresses, and appliances each year. While the participation by Hayward residents in the program has increased each year of the new contract, residents only utilize about one-quarter of the appointments allowed by the contract. Staff continues to prioritize promotion of the bulky item collection service. In fall of 2018, staff expanded the bulky collection outreach to include advertisements on the side of WMAC trucks and staff has

increased Facebook advertisements in 2019. In addition, WMAC will conduct a telephone message campaign from mid-July through late August 2019. The campaign was also performed in 2018, and consists of a brief, recorded message reminding residents of the bulky collection service available to them. A video on the City's [website](#)<sup>2</sup> shows residents how to properly set out their material for bulky collection. In 2018, 11,588 collections occurred. WMAC has performed 9,720 collections through October of 2019 and is on pace to perform more than 12,000 collections for the year.



### NEXT STEPS

City staff will continue to offer assistance to businesses and multi-family properties to implement separate collection of recyclables and organics. Staff will also continue outreach to single-family customers with a focus on utilizing organics service for food scraps and food-soiled paper. Outreach efforts will continue through a variety of channels, including the Rental Housing Owners Association, special events and the Chamber of Commerce

*Prepared by:* Jeff Krump, Solid Waste Program Manager

*Recommended by:* Alex Ameri, Director of Public Works

*Approved by:*

---

Kelly McAadoo, City Manager

---

<sup>2</sup> <https://www.hayward-ca.gov/services/city-services/bulky-item-pickup>