

**CITY OF LOS ANGELES**  
**INTER-DEPARTMENTAL CORRESPONDENCE**

**DATE:** September 25, 2015

**TO:** Miguel A. Santana, City Administrative Officer

**FROM:** Enrique C. Zaldivar, Director  
LA Sanitation

**SUBJECT:** **CLEAN STREETS INITIATIVE AND LA SANITATION STAFFING**

As a follow-up to our meeting on September 18, 2015, this memo contains revisions to LA Sanitation's (LASAN) report to the Energy and Environment Committee dated August 28, 2015, as well as additional information to assist your office in preparing your report on the Clean Streets Initiative (CSI) and the associated LASAN staffing request.

**GOALS**

LASAN's goals in support of CSI include:

- Providing equitable service throughout the City.
- Assessing all open requests for bulky item or abandoned waste/illegal dumping services dating back to 2010 (request backlog) and preventing a future backlog from forming by maintaining a daily service mass balance of all bulky item requests, meeting the service promise of "next collection day."
- Addressing the backlog of requests that have been assessed and assigned to CSI crews (CSI backlog) that was 856 at the time of the September 2, 2015 Energy and Environment Committee meeting and has increased to 892 as of September 18, 2015.
- Preparing for the expected increase in service requests that will be generated by the indexing teams, the launch of MyLA311, and the increased focus on this issue from the community groups incorporated into the Clean Streets Corps and residents in general.
- Maintaining our daily service mass balance on all LASAN curbside collection services so missed collections do not become customer complaints in disservice to our customers.

In order to meet these goals, LASAN plans to:

- Create and deploy a third strike team to work on the CSI backlog.
- Hire additional staff to ensure we maintain a daily service mass balance for our curbside collection programs.
- Hire additional staff to maintain the bulky item daily service mass balance and to work through the request backlog.
- Assign staff to analyze data related to service requests to identify trends, develop effective ways to convey information, and develop weekly progress reports.
- Develop an outreach program to better market LASAN's bulky item services and encourage the reporting of illegal dumping/abandoned waste.

- Complete the necessary systems interfaces and modifications to improve the way data is captured.
- Work with the Office of Community Beautification so community groups can assist with clean-up efforts.
- Work with Council offices to explore the effectiveness of surveillance cameras in curbing illegal dumping.
- Establish a service response goal for CSI-type requests (heavy debris illegal dumping removal and homeless encampments cleanups) of an average of 15 working days once the CSI backlog has been cleared and eradicated.

## **LASAN'S PLAN MOVING FORWARD**

### *Creation of the Third Strike Team*

With the two existing strike teams, LASAN can expect to service and close out an average of 8 CSI requests per day per team (based on our data from the existing CSI crews for the past 7 months). The two teams will be able to process 320 requests per month. This includes the one service day per month guarantee to each council district. Assuming that new CSI referrals through MyLA311 continue to come in at the rate of 250 per month and requests from Council offices and the Mayor's Office continue at approximately 175 per month, the backlog will be increasing at the rate of 105 per month, so this is not a feasible option. With the addition of a third strike team, which can be done within the existing CSI budget (Table 2), ongoing requests and the existing CSI backlog of 892 could be cleared in 16 months. Three strikes teams working overtime every Saturday would clear the backlog in 6 months, while requiring an additional \$505,000 from the General Fund since the City Attorney has determined that LASAN's special funds are not an eligible funding source. Adding a 4<sup>th</sup> strike team by January 2016 that will only work on this backlog (rather than working three teams on overtime) will allow LASAN to address the CSI cases by May 30, 2016, while requiring an additional \$1.2 million from the General Fund. This estimated date is based on the average number of requests that can be cleared; however, some CSI requests require multiple days, so this date is our educated estimate and not a guarantee.

**Table 1 - Options to clear the backlog**

| Option | Description                      | Start Date       | CSI cases cleared/month | Backlog Cleared Date | 15-16 Cost   |
|--------|----------------------------------|------------------|-------------------------|----------------------|--------------|
| 1      | Add 3 <sup>rd</sup> strike team  | November 1, 2015 | 480                     | March 6, 2017        | \$8,985,000  |
| 2      | 3 <sup>rd</sup> strike team + OT | November 1, 2015 | 576                     | April 30, 2016       | \$9,490,000  |
| 3      | Add 4 <sup>th</sup> strike team  | January 1, 2016  | 640                     | May 30, 2016         | \$10,228,822 |

#### **Assumptions:**

1. Teams clear 8 requests per day.
2. CSI crews work an average of 20 days per month.
3. Starting backlog is 892.
4. New CSI referrals will be at the rate of 425/month.

**Table 2 – Strike Team Composition**

| Number | Classification                | Annual Direct Salary |
|--------|-------------------------------|----------------------|
| 4      | Maintenance Laborer           | \$56,540             |
| 3      | Refuse Coll Truck Operator II | \$72,178             |
| 1      | Refuse Coll Supervisor        | \$97,254             |
| 1/1.5* | Env'l Compliance Inspector    | \$87,046/\$130,569   |

\* A single strike team will have 1 ECI; if 2 teams are added, they will share 3 ECIs.

**Table 3 – Allocation of FY 2015-16 CSI Budget**

**3 Strike Teams Budget – FY 15-16**

| Item          | Staff per Team (1&2) | Total     | Class Title                        | Class Code | Position Type | W&C Salary | Overhead*  | Total Salary | Total Salaries Per Class |
|---------------|----------------------|-----------|------------------------------------|------------|---------------|------------|------------|--------------|--------------------------|
|               | 4                    | 8         | Maintenance Laborer                | 3112-6     | Regular       | \$ 56,540  | \$ 104,933 | \$ 161,473   | \$ 1,291,781             |
|               | 3                    | 6         | Refuse Collection Operator II      | 3580-2     | Regular       | \$ 72,178  | \$ 133,955 | \$ 206,133   | \$ 1,236,799             |
|               | 1                    | 2         | Refuse Collection Supervisor       | 4101-0     | Regular       | \$ 97,254  | \$ 180,494 | \$ 277,748   | \$ 553,495               |
|               | 1.5                  | 3         | Environmental Compliance Inspector | 4292-0     | Regular       | \$ 87,046  | \$ -       | \$ 87,046    | \$ 261,138               |
| <b>Total:</b> | <b>9.5</b>           | <b>19</b> |                                    |            |               |            |            |              | <b>\$ 2,349,213</b>      |

| Item         | Staff per Team (3) | Total    | Class Title                        | Class Code | Position Type | W&C Salary | Overhead*  | Total Salary (\$ months) | Total Salaries Per Class |
|--------------|--------------------|----------|------------------------------------|------------|---------------|------------|------------|--------------------------|--------------------------|
|              | 4                  | 4        | Maintenance Laborer                | 3112-6     | Regular       | \$ 56,540  | \$ 104,933 | \$ 121,104               | \$ 484,418               |
|              | 3                  | 3        | Refuse Collection Operator II      | 3580-2     | Regular       | \$ 72,178  | \$ 133,955 | \$ 154,800               | \$ 463,800               |
|              | 1                  | 1        | Refuse Collection Supervisor       | 4101-0     | Regular       | \$ 97,254  | \$ 180,494 | \$ 208,311               | \$ 208,311               |
|              | 1                  | 1        | Environmental Compliance Inspector | 4292-0     | Regular       | \$ 87,046  | \$ -       | \$ 65,285                | \$ 65,285                |
| <b>Total</b> | <b>9</b>           | <b>9</b> |                                    |            |               |            |            |                          | <b>\$ 1,221,813</b>      |

|                |            |  |                                       |        |         |            |            |            |                   |
|----------------|------------|--|---------------------------------------|--------|---------|------------|------------|------------|-------------------|
| <b>Support</b> | 0.5        |  | Chief Environ Compliance Inspector II | 4289-2 | Regular | \$ 146,512 | \$ -       | \$ 146,512 | \$ 73,256         |
|                | 1          |  | Solid Resources Superintendent        | 4102-0 | Regular | \$ 117,575 | \$ 218,204 | \$ 335,777 | \$ 335,777        |
|                | 0.5        |  | Management Analyst II                 | 9184-2 | Regular | \$ 89,504  | \$ 166,110 | \$ 255,614 | \$ 127,807        |
|                | 0.5        |  | Geo Info Specialist                   | 7213   | Regular | \$ 77,412  | \$ 143,669 | \$ 221,081 | \$ 110,540        |
| <b>Total</b>   | <b>2.5</b> |  |                                       |        |         |            |            |            | <b>\$ 647,380</b> |

**STAFF SALARY TOTAL \$ 5,214,406**

|                         |                                                           |  |  |  |  |  |  |                     |
|-------------------------|-----------------------------------------------------------|--|--|--|--|--|--|---------------------|
| Compras for enforcement |                                                           |  |  |  |  |  |  | \$ 118,194          |
| Tip Fees                | 45C tons per team per month@558.50/ton(\$ mas for Team 3) |  |  |  |  |  |  | \$ 842,400          |
| Clean Harbors           |                                                           |  |  |  |  |  |  | \$ 500,000          |
| Community Groups        | O&B                                                       |  |  |  |  |  |  | \$ 800,000          |
| Indexing                |                                                           |  |  |  |  |  |  | \$ 510,000          |
|                         |                                                           |  |  |  |  |  |  | <b>\$ 7,885,000</b> |

|                      |                                           |  |  |  |  |  |  |                     |
|----------------------|-------------------------------------------|--|--|--|--|--|--|---------------------|
| Curbside receptacles | 1,750 receptacles, purchased and serviced |  |  |  |  |  |  | \$ 1,100,000        |
| <b>Total</b>         |                                           |  |  |  |  |  |  | <b>\$ 8,985,000</b> |

\* Note: Overhead includes equipment, fuel cost, vehicle maintenance, parts, and repair using CAP 30. Not included for positions from funds of SPA.

In the August 28, 2015 report, LASAN requested new authorities for the third strike team. If LASAN's salary savings rate is reduced from 5.6 percent to 0 percent as described later in this report, LASAN can create an initial third strike team from existing vacancies for Fiscal Year 2015-16 and hold the request for new authorities until Fiscal Year 2016-17. Based on updated metrics after the launch of MyLA311, LASAN will work with the CAO and the Mayor's Budget Team to revise the LASAN budget request for FY 2016-17, if necessary.

*LASAN's Staffing Plans for CSI-prevention activities*

In the August 28, 2015 report, LASAN requested the reduction of its salary savings rate from 5.6 percent to 0 percent for the rest of the fiscal year for positions funded by the Solid Waste Resources Revenue Fund (SWRRF) and Multi-family Bulky Item Fund (MFBI). This will allow LASAN to fill all of its SWRRF and MFBI vacancies to provide the services that will reduce the number of requests that have to be referred to the CSI crews.

*Increase the number of regular staff performing curbside collection activities* - LASAN has not received any additional Refuse Collection Truck Operator (RCTO) or Maintenance Laborer (ML) positions for the CSI crews. In order to staff the two existing CSI crews, LASAN has pulled staff from their regular collections duties. This has meant that overtime and as-needed employees have been used to meet the base workload for curbside collections rather than reserved to provide relief drivers and to address peak workload conditions. Excessive use of overtime can lead to driver fatigue, so it is not sustainable on a long-term basis. It takes the same amount of time for the hiring and training of fulltime and as-needed employees, but as-needed employees can only work half as much as fulltime employees. As economic conditions improve, it is getting more difficult to find qualified drivers who are willing to take a part-time position. Therefore, it is a better strategy to meet the base workload with regular, fulltime employees. This will also provide LASAN with operational flexibility to reassign staff to complete routes in the event of end of shift breakdowns and other issues and allow us to maintain our daily service mass balance for curbside collection.

*Increase the number of regular staff performing bulky item collection activities* - In the past, requests that were identified by the requestor as illegal dumping/abandoned received a field check to determine how the request would need to be processed. In many cases, the item could be collected by bulky item crews and did not need a referral to the CSI crews. In order to perform this assessment more efficiently, LASAN has begun referring these requests to bulky item crews for pickup. The bulky item crews handle and close out the request if it is a bulky item, or assess the situation and refer the request to the CSI crews, if necessary. Filling all SWRRF/MFBI vacancies will allow LASAN to dispatch more bulky item crews to both maintain the daily mass balance and work through the request backlog faster. Filling all vacancies will enable LASAN to dispatch an average of 50 bulky item crews each day, rather than the 36 dispatched in the past, preventing bulky items from developing into illegal dumping sites.

*Increase staff focused on data collection, analysis, and reporting* - LASAN realizes the importance of not just "Getting it off the ground" but "Getting it off the ground and recording it." Filling all SWRRF/MBIF vacancies will allow LASAN to designate staff specifically to data management activities starting with data collection. As LASAN has developed reports, we realize we need to capture data at a more granular level so requests can be better categorized from the beginning. Staff will also focus on analysis for trends, weekly reporting to elected officials, and generation of maps and charts for better data communication. Staff also needs to arrange a process whereby cleanups conducted by council offices and community groups are reconciled against the request backlog so the appropriate locations can be closed out.

*Community outreach and marketing* – LASAN will be developing a plan to reach out to the entire City, with particular emphasis on communities where illegal dumping and abandoned waste are issues. It is likely that if residents took full advantage of LASAN's bulky item and extra capacity programs, much illegal dumping could be eliminated. LASAN will identify if there are barriers to customers requesting bulky item or extra capacity service and develop more effective outreach tools to encourage residents to use these services. Filling all SWRRF/MFBI vacancies will allow LASAN to focus on the development of outreach programs that can be both rolled out quickly for an immediate impact and researched over time to solve some of the root causes.

*Preparation for increased requests* – Within the next few months, there will be a variety of groups focused on street cleanliness issues and a new application to make reporting issues easier:

- Launch of the MyLA311 application (estimated for October)
- Street indexing by LASAN (to be completed by December 31)
- Incorporation of Neighborhood Councils and the Mayor's Volunteer Corps into the Clean Streets Corps in accordance with Executive Directive 8.

This is expected to increase the number of requests for both bulky items and illegal dumping/abandoned waste services. In fact, request volume for bulky items and illegal dumping/abandoned waste has already increased in the past 2 months from 1,800 requests per day to 2,500 requests per day, with peaks of 3,100 per day, due to the soft launch of MyLA311 to City employees and the increased attention to this issue. At a minimum, CSI referrals are expected to increase by 20% from 250 per month to 300 per month. This increase will be felt throughout the organization, from the Customer Care Center, which is the clearinghouse for requests, to the staff that manages the data, to the staff who schedule the services, to the crews that provide services in the field. Without filling vacancies throughout the organization, there is a significant concern that the backlog will increase in the future, not decrease.

*LASAN hiring and attrition rates* - Between July 2014 and August 2015, LASAN increased filled positions by 70. At the end of August 2015, 134 positions remained vacant in the SWRRF and MFBI programs. LASAN currently has 28 classifications that are being filled from existing eligible lists, including 49 RCTO positions. When those are filled, LASAN will be nearing its salary cap in the SWRRF and MFBI funds. In order to continue hiring the support positions that are supporting curbside collections and CSI work, LASAN requests an increase to its special fund salary appropriations so that positions do not need to be intentionally held vacant.

#### *Participation of Community Groups*

As shown in Table 3, community groups will be assisting in CSI through the Department of Public Works Office of Community Beautification. It is intended that these crews be used in a flexible manner. In some cases, they will be working alongside the CSI crews, as the LA Conservation Corps has already done. In other cases these crews will be dispatched to handle

cleanups that do not require a fully-equipped CSI team (lose litter, median cleanings, etc.). As shown in Table 3, \$600,000 has been identified within the CSI budget for these groups to begin assisting by the beginning of November. The \$750,000 figure in the August 28, 2015 report was based on work commencing in September.

If you have any questions, please contact me or Lisa B. Mowery, Chief Financial Officer, at (213) 485-2210.

ECZ:LBM/lbm

c: Patty Huber  
David Hirano  
Wilson Poon  
Office of Mayor Garcetti  
Board of Public Works  
LASAN Executive Team

**CITY OF LOS ANGELES**  
**INTER-DEPARTMENTAL CORRESPONDENCE**

**DATE:** August 28, 2015

**TO:** Honorable Felipe Fuentes, Chair  
Honorable Bob Blumenfield, Vice Chair  
Honorable Paul Koretz, Member  
Honorable Gilbert Cedillo, Member  
Honorable Mitch O'Farrell, Member  
Energy and Environment Committee

**FROM:** Enrique C. Zaldivar, Director  
LA Sanitation

**SUBJECT: ILLEGAL DUMPING CLEAN UP SERVICES**  
**CF# 11-1013-S6 – MYLA311/ CUSTOMER CARE SYSTEM**  
**CF# 14-1499-S2 – CLEAN STREETS INITIATIVE/ KEEP IT CLEAN/**  
**SANSTAT**  
**CF# 15-0600-S78 – IMPLEMENTATION PLAN FOR CLEAN STREETS**  
**INITIATIVE**

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This communication is in response to City Council Motion 11-1013-S6 (Huizar, Harris-Dawson, O'Farrell, Ryu, Price, Cedillo, Fuentes) that instructs LA Sanitation (LASAN) to report on Customer Care System (CCS) and its interface with customer requests through MyLA311; the tracking and analysis of CCS and MyLA311 service request data; how such data is made available to the public; any discrepancies between LASAN's data and that used by the *LA Times*; what technologies are involved; the allocation of budgetary/personnel resources for both the service request and cleanup processes; statistics available for Council- or community-initiated cleanups; the identification of unresolved service requests by type and Council District; and a plan and timeline for LASAN to eliminate and prevent any backlog of unresolved service requests and any disparities in service.

In addition, this communication is also intended to respond to City Council Motion 14-1499-S2 (Cedillo, Buscaino, Huizar, Price) that instructs LASAN to report on immediate work to clear its backlog, and to report on any necessary overtime needed to do so, and identify funds used to address the problem. Secondly, LASAN is to report on the number of service requests backlogged since 2013, itemized by service type, and by council district; in addition to how resources and job functions were reallocated in 2013 to reflect new scope of work as it relates to abandoned waste/illegal dumping. Thirdly, LASAN is to report on how the function of abandoned waste/illegal dumping is addressed in the Mayor's Executive Directive #8 Clean Streets, along with any enforcement efforts, and community engagement for public education.

Finally, this communication responds to City Council Motion 15-0600-S78 (Buscaino, Fuentes, Cedillo) that instructs the Department of Public Works and the City Administrative Officer to report on the implementation plan for the Clean Streets Initiative.

## **EXECUTIVE SUMMARY**

This report will provide a summary of the solid resources services provided by LASAN, discuss the recent history of illegal dumping/abandoned waste handling in the City, describe the current operational status, and look ahead to the future plans for addressing these issues, with recommendations for action.

### *Background*

- LASAN Solid Resources Programs

### *LA Times and Daily News Articles on LASAN's Illegal Dumping and Abandoned Waste Data*

- Analysis covered the time period between 2010 and June 30, 2015, showing that of a total of approximately 141,000 requests, 73% were closed and 27% left open, with disparities among various parts of the City.
- Time period analyzed included recession years of budget cutbacks and staff reductions.
- Analysis focused specifically on the work that was not recorded as done in a timely manner without accounting for the actual tonnages collected or the work completed outside of the customer request system.

### *The Evolution of the Illegal Dumping Story*

- January 2010 - June 2013 – No Resources, Little Service, Poor Recordkeeping
- Fiscal Year 2013/14 – A Transition Year
- Fiscal Year 2014/15 – Better and More Equitable Service, Program placed under LASAN responsibility
- Fiscal Year 2015/16 and Beyond – Third Strike Team, Community engagement, eradicate the backlog, full data accounting and accountability

### *LASAN's Technology Deployment*

- Limited service request closeout in early years
- Transition to SANStar – rollout growing pains
- Interface with MyLA311 for better data management

### *LASAN Enforcement*

- Limited resources
- Exploration of new tools, like surveillance cameras

### *LASAN Plan Moving Forward*

- Immediately resolve technology issues to improve data capture

- Maintain service promise of next collection day for bulky items to prevent any backlog
- Eliminate the backlog for prior, under-resourced years
- Adequately resource the CSI crews to prevent the growth of the backlog
- Develop more options for customers to correctly dispose of bulky items
- Engage the Board of Public Works Office of Community Beautification contractors in support of Executive Directive No. 8.
- Ensure equitable response times across the City for the backlog and new requests
- Partner with ITA on data management issues
- Require all LASAN operations team to record all service activities

## **BACKGROUND**

LASAN, with a mission of protecting public health and the environment, under the leadership of Mayor Garcetti, the City Council, and the Board of Public Works, is trusted under one of its three core programs with the responsibility of managing solids resources throughout the city. The other two core programs are the clean water (wastewater), and the watershed protection (stormwater) programs. Our responsibility in the solids resources program has expanded to collect illegal dumping and abandoned waste that has blighted many neighborhoods of our city. During the economic down time, painful budgetary cuts were necessary. However, Mayor Garcetti, the City Council, and the Board of Public Works have committed new budgetary resources to LASAN to implement the Clean Streets Initiative (CSI) as a new program. LASAN manages various solids resources program through the operations in six (6) wastesheds with six (6) dedicated solids resources dispatch yards.

LASAN operates a Customer Care Center (CCC) with an average daily staffing of 45 customer care agents. Dedicated CCC staff receives various service requests and refer them to appropriate operational yards, handling an average of 3,100 calls per day, or just over 700,000 inquiries per year.

## **LASAN SOLID RESOURCES PROGRAMS**

Solids Resources Programs within LASAN are 1) routine household curbside collection (blue, green, brown, and black bins) from the residents of Los Angeles, 2) single family residential bulky item collection, 3) multifamily bulky item collection, 4) Private Waste Haulers and Commercial Franchise oversight, 5) CSI - Bulky Items and 6) CSI program.

## **1. LASAN HOUSEHOLD RESIDENTIAL WASTE COLLECTION PROGRAM**

LASAN is responsible for collecting and processing residential curbside solid waste. For operational purposes, the City is divided into six wastesheds: East Valley, West Valley, South Los Angeles, North Central, West Los Angeles, and Harbor. The City utilizes a four-bin system to collect residential curbside solid waste from over 740,000 residences: green bin (green waste), blue bin (recyclables), brown bin (horse manure), and black bin (non-recyclable solid waste). Over 1,700 tons per day (tpd) of green and brown, and 1,000 tpd of blue bin materials are collected by LASAN and recycled. Also, LASAN collects approximately 3,300 tpd of black bin material. Most of the non-recyclable solid waste collected by LASAN is landfilled, with approximately 100 tpd delivered to the Southeast Resource Recovery Facility (SERRF) in the City of Long Beach for the generation of electricity.

## **2. SINGLE FAMILY RESIDENTIAL BULKY ITEM COLLECTION**

LASAN provides collection of unlimited bulky household items, such as mattresses, couches, and other furniture from all residents serviced by the City who pay the Solid Resources Fee (trash fee). Bulky items are collected on the day of regular trash collection day corresponding to each area. The bulky item service does not include automotive parts, hazardous waste, construction or commercial materials.

## **3. MULTIFAMILY BULKY ITEM COLLECTION PROGRAM**

LASAN provides collection of unlimited bulky household items, such as mattresses, couches, and other furniture from all residents serviced by the City and multifamily units who pay the Multifamily Bulky Item Fee (MBIF). Bulky items are collected on the day of regular trash collection day corresponding to each area. In addition to the bulky item services scheduled through LASAN's Customer Care Center, LASAN conducts sweeps of the frontages of multifamily corridors to proactively collect bulky items left out by tenants who do not report them. The bulky item service does not include automotive parts, hazardous waste, construction or commercial materials.

## **4. PRIVATE WASTE HAULERS AND COMMERCIAL FRANCHISE OVERSIGHT**

LASAN monitors the AB 939 compliance of the private waste haulers that serve commercial customers and most large multifamily residential properties. LASAN is currently implementing the Citywide Exclusive Franchise System and will continue to have oversight over the solid resources services provided by franchisees to commercial and multifamily customers.

## **5. CLEAN STREETS INITIATIVE – ILLEGAL DUMPING/ABANDONED WASTE BULKY ITEMS**

Bulky items that cannot be categorized as either single family or multifamily residential are assigned to bulky items crews working within the CSI program. These crews address illegal dumping/abandoned waste issues that do not require specialized equipment or significant manual labor to collect debris.

## **6. CLEAN STREETS INITIATIVE PROGRAM**

Recognizing the need to make LA a livable and sustainable City, Mayor Eric Garcetti, the City Council, and the Board of Public Works allocated \$5 million dollars of General Funds in the Unappropriated Balance of the FY 2014/15 budget to LASAN to clean up illegal dumping and abandoned waste. The funds were allocated to: a) removal of abandoned waste in alleys, b) maintenance of alleys after initial cleanups, and c) removal of abandoned waste on sidewalks. Thus, FY 2014/15 marks the beginning of LASAN officially having responsibility for illegal dumping and the funding associated with it.

## **LA TIMES AND DAILY NEWS ARTICLES ON LASAN'S ILLEGAL DUMPING AND ABANDONED WASTE DATA**

On August 15, 2015, both the LA Times and the Daily News published articles showing gaps in the response times and fulfillment of service requests for illegal dumping/abandoned waste and bulky item cleanup. The time period covered by the article was 2010 to June 30, 2015. The data set shows a total number of approximately 150,000 requests over the time period with approximately 41,000, or 27 percent, showing as open (non-fulfilled) requests, with 109,000 (73 percent) of the requests closed.

The data show that while every council district received a minimum of 3,900 service requests fulfilled during the time period, a number of disparities show in the percentage of requests submitted to the number of requests fulfilled between council districts.

There are a number of possible reasons for why requests were left open in the customer service system: the request was referred for a field check and the field check was done but no follow through was entered into the system; the field check never happened; the request was completed but never closed in the system; or we were honestly unable to respond to the request with our limited resources. We know that clean-up activities were also conducted by community groups and others, and that our own LASAN bulky item sweeps were not reconciled against open requests.

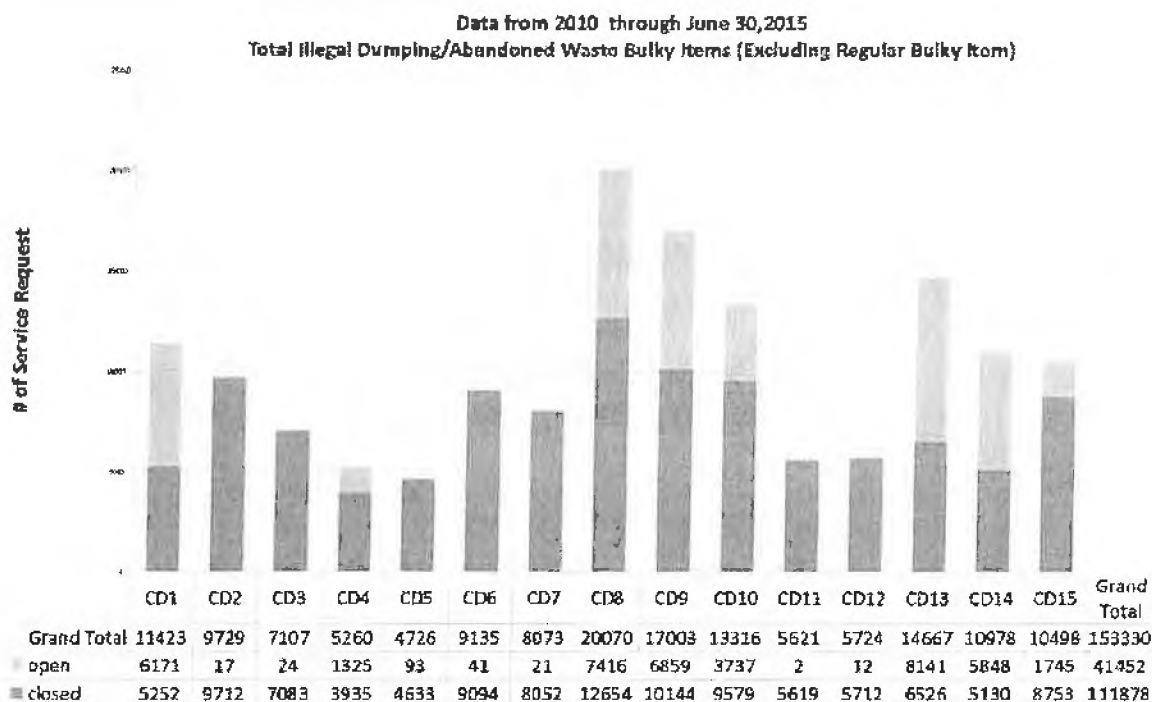
We cannot fully reconstruct the reason why the pattern of disparity of fulfillment percentages shows as it does over the five year period. However, since LASAN officially was given responsibility for the illegal dumping program in FY 2014/15, the statistics are much better.

It is worth noting that for a good portion of the time period in question, LASAN did not have the responsibility for handling illegal dumping in the City and as such this request data represents our best attempt at assisting on an ad hoc basis and perhaps even on a triage basis. The first three years of the period were when the City experienced the worst of the Great Recession with staff reductions and budget cuts. In fact, funding for the illegal dumping program, officially in the Bureau of Street Services, was cut every year until it was completely defunded in 2012, leaving a service gap that we in LASAN did our best to bridge even though our own resources were limited.

Circumstances around the issue began to change in FY 2013/14 when Councilmember Cedillo and Councilmember Price brought focused attention in their respective council districts and conducted pilot programs in partnership with LASAN. The pilot in CD 1 was essentially a district-wide clean up. The pilots also provided the background for Mayor Garcetti and the City Council to address the issue on a citywide basis by providing \$5 million in funding to LASAN in FY 2014/15 followed by an additional increase to \$8.985 million in FY 2015/16.

Figure 1 shows the five years of data by council district.

**Figure 1**  
**Service Request Fulfillment**  
**January 1, 2010 -- June 30, 2015**



## THE EVOLUTION OF THE ILLEGAL DUMPING STORY

LASAN staff reviewed and plotted data from January 2010 through July 31, 2015, shown in Table 1. Following is the analysis of the operational and data management challenges for each of the periods shown.

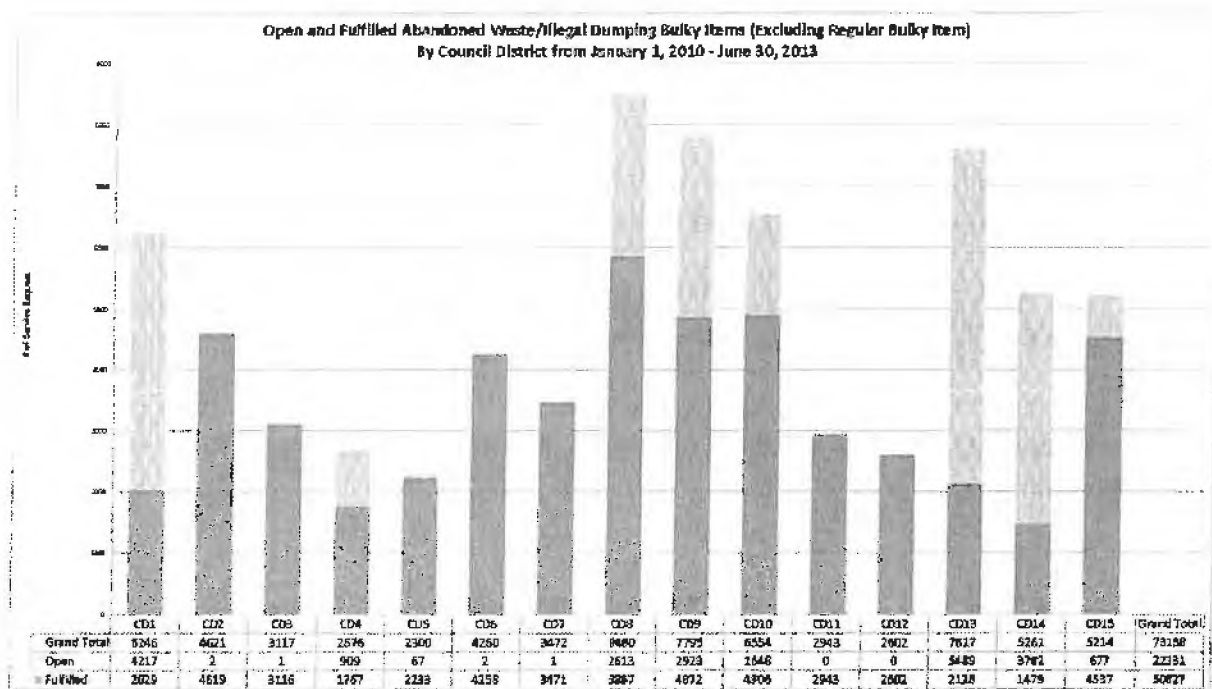
**Table 1**  
**Service Request Fulfillment**  
**January 1, 2010 -- July 31, 2015**

| Time period         | Service Requested | Service Fulfilled | Remained Open as of July 31, 2015 | % Open | % Closed |
|---------------------|-------------------|-------------------|-----------------------------------|--------|----------|
| Jan 2010-June 2013  | 73,518            | 50,827            | 22,331                            | 30.4   | 69.6     |
| July 2013-June 2014 | 35,417            | 28,502            | 6,915                             | 19.5   | 80.5     |
| July 2014-July 2015 | 50,037            | 43,771            | 6,266                             | 12.5   | 87.5     |
| Total               | 158,972           | 123,100           | 35,512                            | 22.3   | 77.7     |

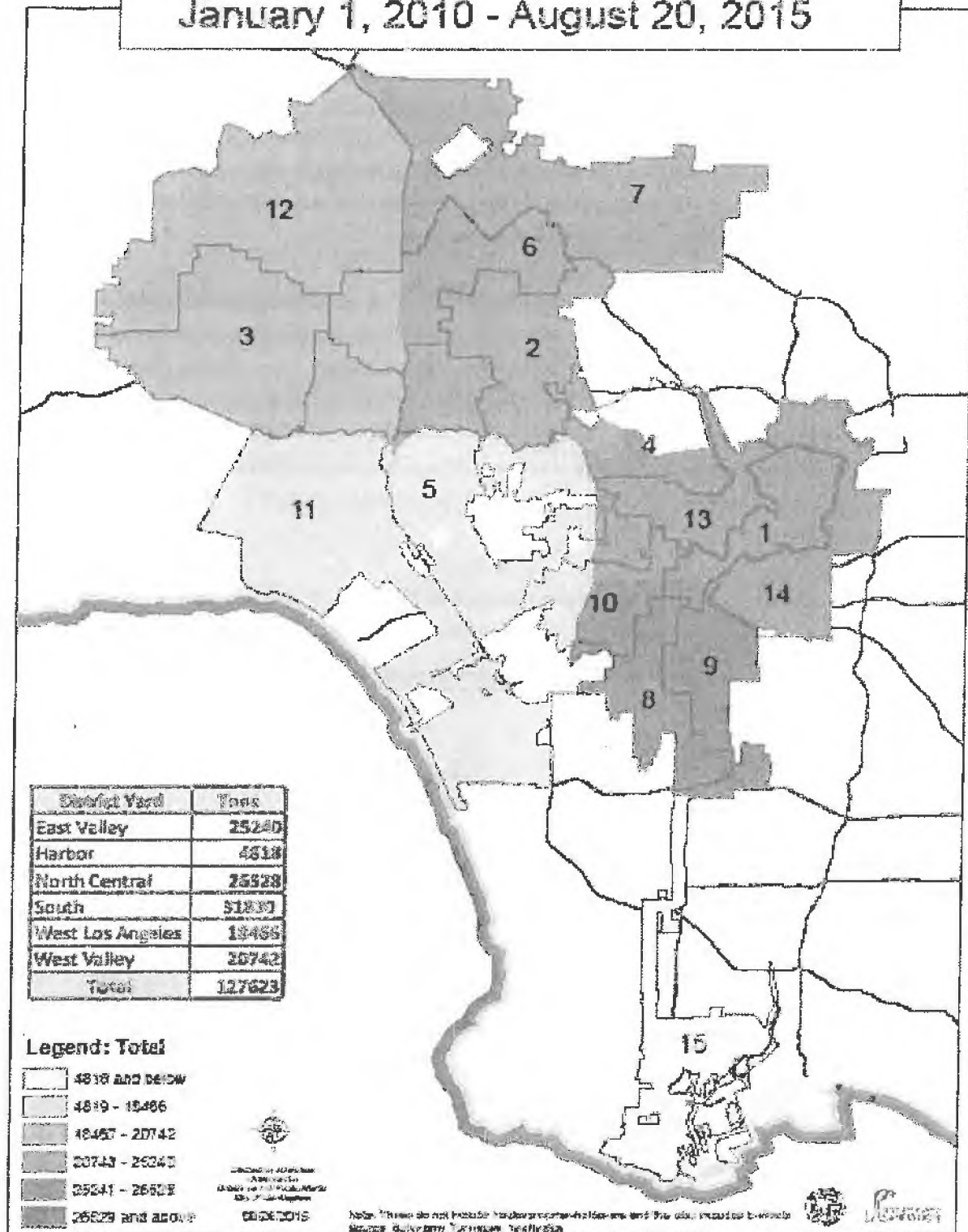
January 2010-June 2013 – No Resources, Little Service, Poor Recordkeeping

During this time, many City services were reduced in response to the Great Recession. Illegal dumping/abandoned waste response, which had been handled by the Bureau of Street Services, received budget reductions until it was defunded in 2012. While LASAN's Customer Care Center received service requests for a variety of illegal dumping/abandoned waste issues, LASAN's responsibility during this time was responding to bulky item requests. Figure 2 compares the service requests that were fulfilled and closed out in the system in each council district to the requests that remained open in the system. While this chart shows many areas of the City where requests were not being closed, Figure 3 shows a large amount of regular bulky items that were removed, particularly in the central area of Los Angeles. While a significant amount of work was being performed in the field, the recordkeeping was lax.

**Figure 2**  
**Service Request Fulfillment**  
**January 1, 2010 – June 30, 2013**



**Figure 3: Bulky Items Collected  
January 1, 2010 - August 20, 2015**

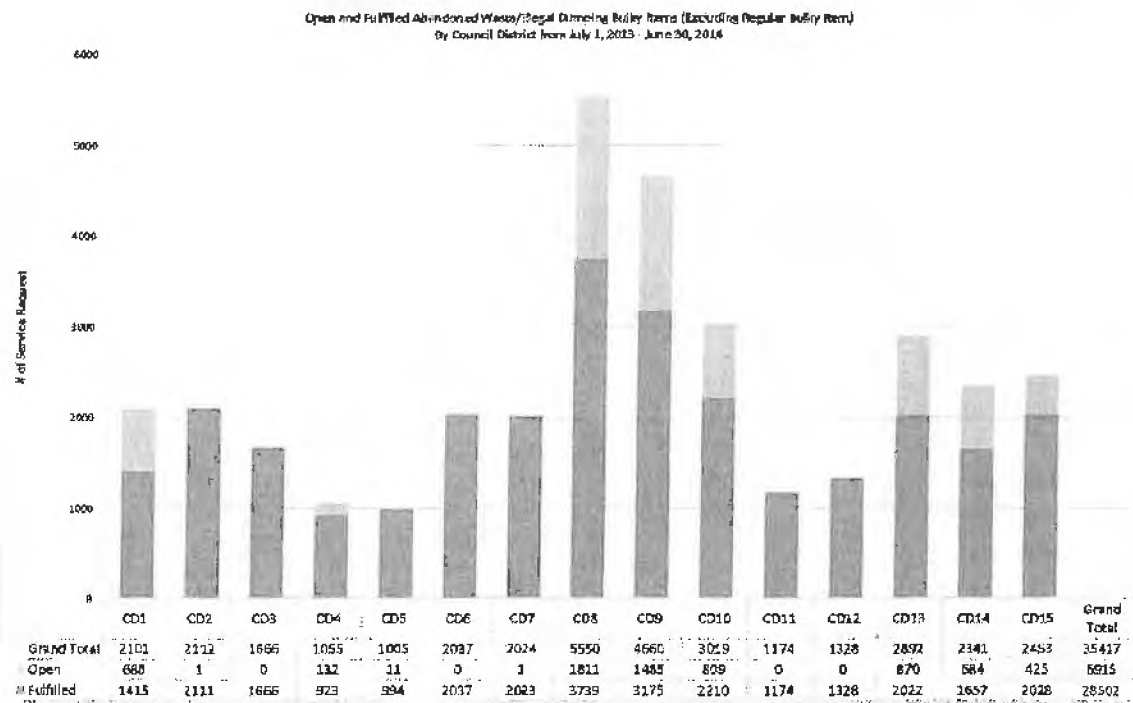


### Fiscal Year 2013/14 – A Transition Year

At the beginning of Fiscal Year 2013/2014, Los Angeles City Councilmember Gilbert Cedillo (CD 1), in partnership with LASAN, launched the “Keep it Clean” pilot program to clean-up illegally dumped material and abandoned waste in CD 1. The program targeted alleys and sidewalks. From August 2013 through June 2014, LASAN cleaned alleys, streets and vacant lots in CD 1. Within this period, LASAN collected approximately 1,400 tons (the equivalent of approximately 350 truckloads) of illegally dumped waste. LASAN staff did not go back to close tickets that were open in the Service Request System (SRS) for those areas and instead focused their resources on expanding the clean-up operation. The program was extremely successful and was positively portrayed in print, broadcast, and social media.

Similar pilot work was conducted in FY 2013/14 in CD 9 in partnership with Councilmember Curren Price. LASAN collected over 900 tons (225 truckloads) of abandoned solid waste in CD 9. These pilot programs marked LASAN’s introduction to taking over illegal dumping/abandoned waste handling, which provided knowledge and experience in how to efficiently size and deploy resources, leading to the CSI program to follow. These programs enabled LASAN to make progress in improving the ratio of closed to open service requests, even at a time when the total number of requests increased, as shown in Figure 4.

**Figure 4**  
**Service Request Fulfillment**  
**July 1, 2013 – June 30, 2014**

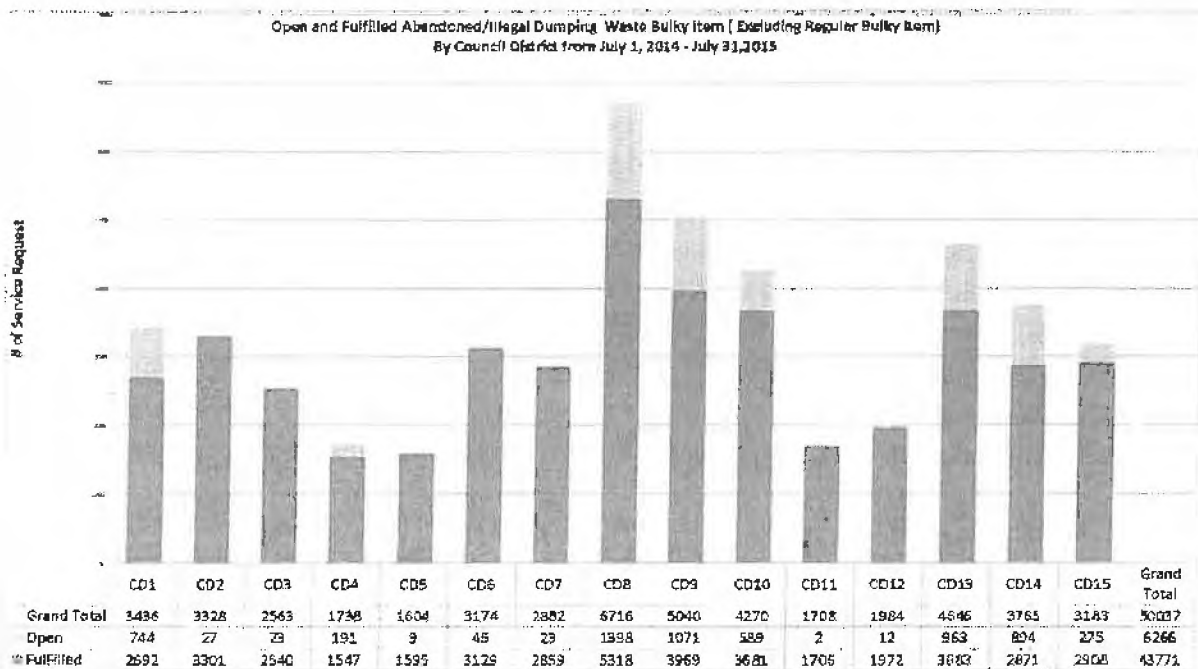


*Fiscal Year 2014/15 - Better and More Equitable Service*

On November 17, 2014, after the Mayor's and Council's approval, LASAN officially launched Year One of the Clean Streets Initiative to enhance the services received by all Council Districts from this General Fund investment. Specifically, LASAN relied on two fully equipped strike teams formed primarily from existing position authorities. Under this program, LASAN provided each Council District with a minimum of one dedicated day of clean-up service each month. Council offices, in coordination with LASAN, determined the locations to be cleaned up during the dedicated day. The program was well received by residents, Council offices, Neighborhood Councils and the media. From July 1, 2014, through June 30, 2015, LASAN collected 8,004 tons of abandoned and illegally dumped waste, debris and material from throughout the City. In addition, the two strike teams were able to clean-up 529 homeless encampments. It is worth noting that CSI generated overwhelmingly positive media coverage, including NBC-Universal Telemundo, which ran a weekly segment for eight straight weeks on the Clean Streets Initiative. Public perception was also extremely positive, especially in impacted neighborhoods and on social media where people in other cities urged their elected officials to form a program similar to LA's.

While the establishment of CSI in FY 2014/15 was a major step forward in handling abandoned waste, the demands on the program soon surpassed the available resources. LASAN focused the limited resources on the "Get it off the ground" credo, with the recording of this work versus open tickets in the SRS not considered to be as critical. This led to the development of two new backlogs: one related to work that could not be completed due to limited resources, and the other due to work that was completed but not recorded. Meanwhile, the backlog from prior years remained. These issues contributed to the open requests shown in Figure 5. As operations ramped up, much of this backlog was reduced, but LASAN still ended FY 2014/15 with approximately 6,000 requests that were not marked as completed in the system. While CDs 8, 9, and 13 show the highest number of open requests, they are also the CDs that have the highest number of fulfilled requests.

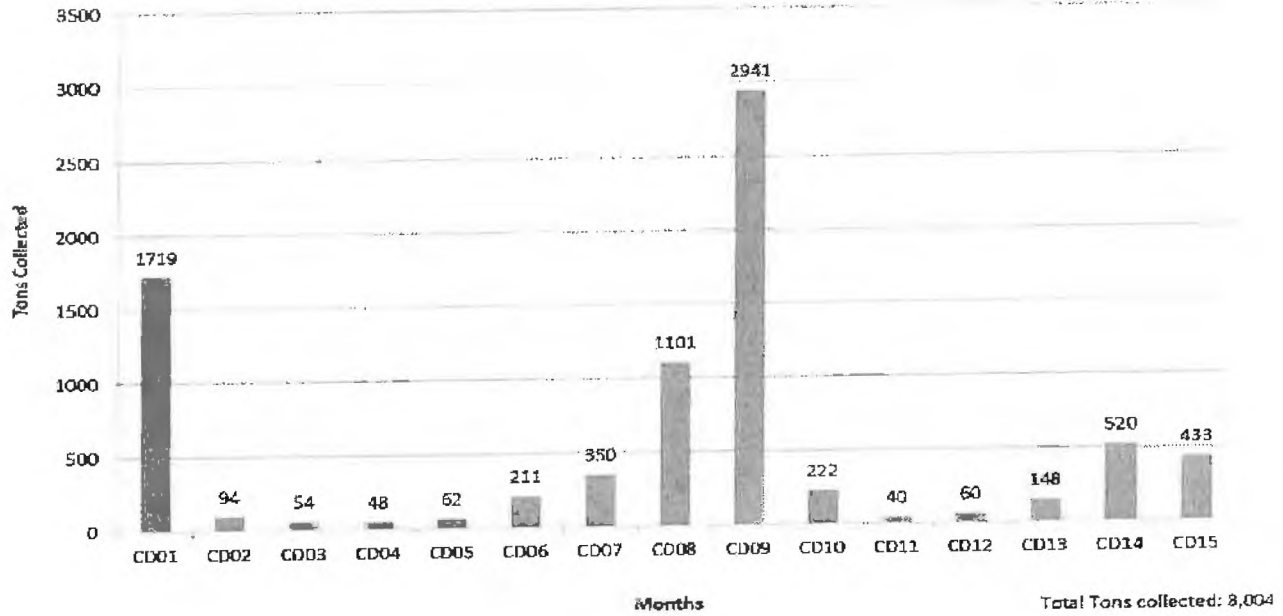
**Figure 5**  
**Service Request Fulfillment**  
**July 1, 2014 – July 31, 2015**



Faced with a decision between keeping up with new requests being submitted every day and addressing the backlog, some of which was prior to CSI launch and much of which was suspected to be on paper only, LASAN adopted a daily service “mass balance” approach – essentially, the number of new requests received must be matched by the number of requests that were fulfilled. This approach allowed us to uphold our service promise of collecting more than 95% of bulky items reported by the next collection day. This approach allowed more efficient operations because drivers were focused on new, valid requests rather than going to locations where there might not be any items because it had previously been serviced but the request was not closed out in the system. The downside of this approach was that the prior years’ backlog remained unaddressed. Items from the backlog would only be added to the daily routes if the daily service mass balance was maintained.

Another measure of the service provided is shown in Figures 6 and 7, which illustrate the tons of illegal dumping/abandoned waste that were collected in FY 2014-15. Figure 6 displays this information by council district, which shows that 72 percent of the tons collected in FY 2014/15 were from council districts 1, 8 and 9 and 84 percent was from council districts 1, 8, 9, 14, and 15. . Figure 7 shows collections by month and illustrates the ramp up of the program after it was officially launched on November 17, 2014. In order to stay within the \$5 million budget established in FY 2014/15, program resources were reduced at the end of the year.

**Figure 6**  
**CSI – Tons Collected by Council District**  
**July 1, 2014 – June 30, 2015**



**Figure 7**  
**CSI – Tons Collected by Month**  
**July 1, 2014 – June 30, 2015**

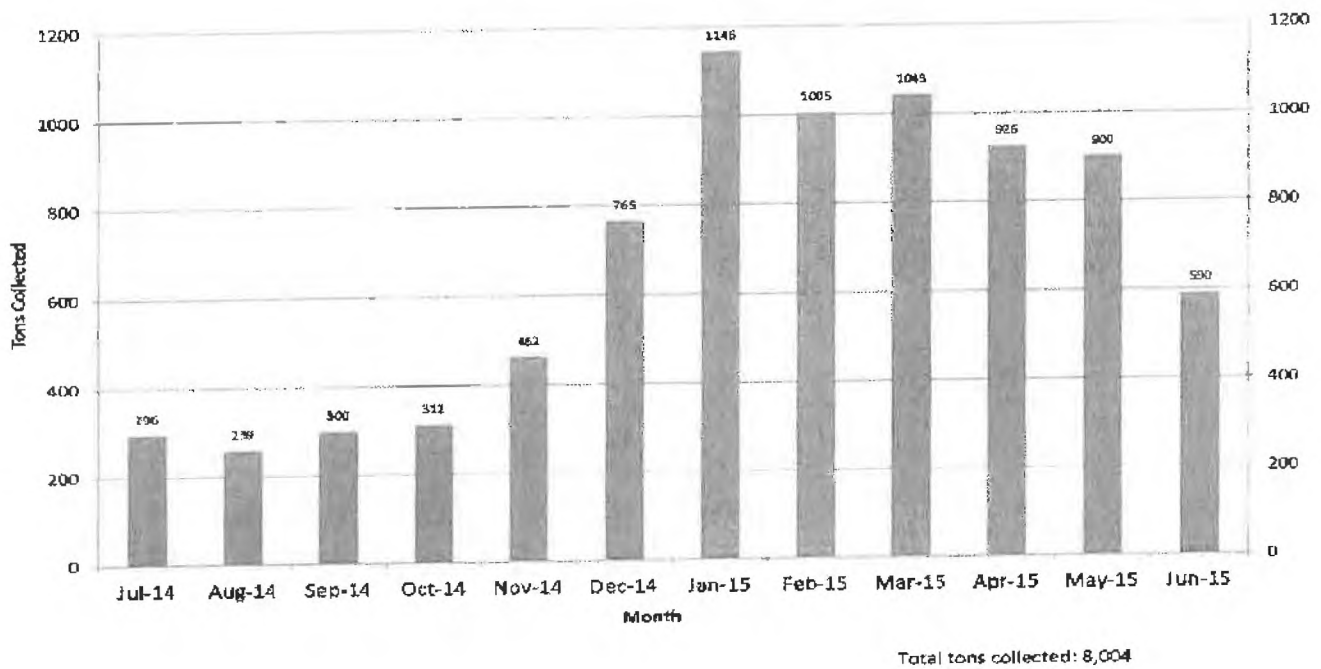
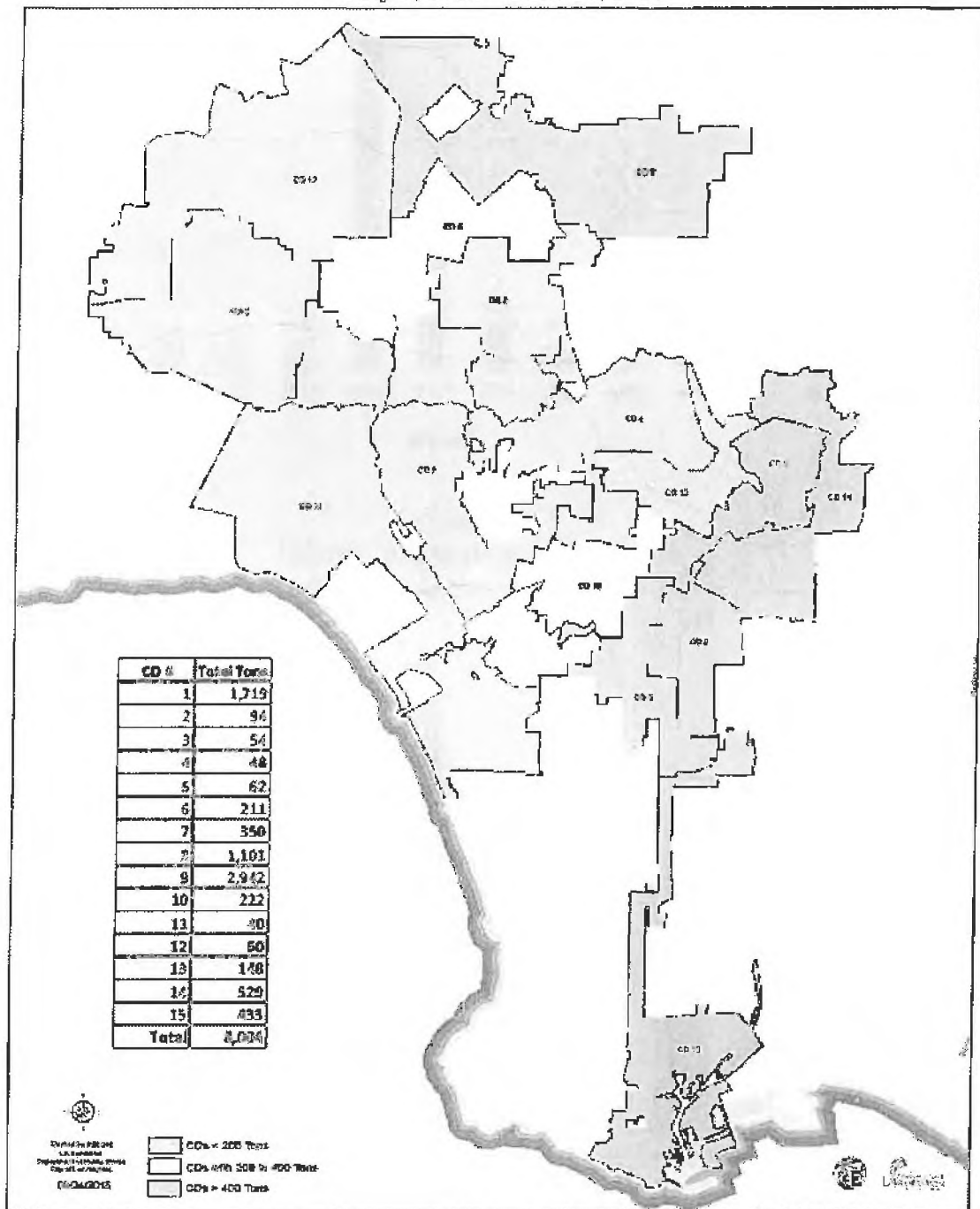


Figure 8 illustrates that the east valley, eastside, south LA and harbor areas of the City had the most tons of illegal dumping / abandoned waste removed in FY 2014-15

**Figure 8**  
**CS1 – Map of Tons Collected by Council District**  
**July 1, 2014 – June 30, 2015**

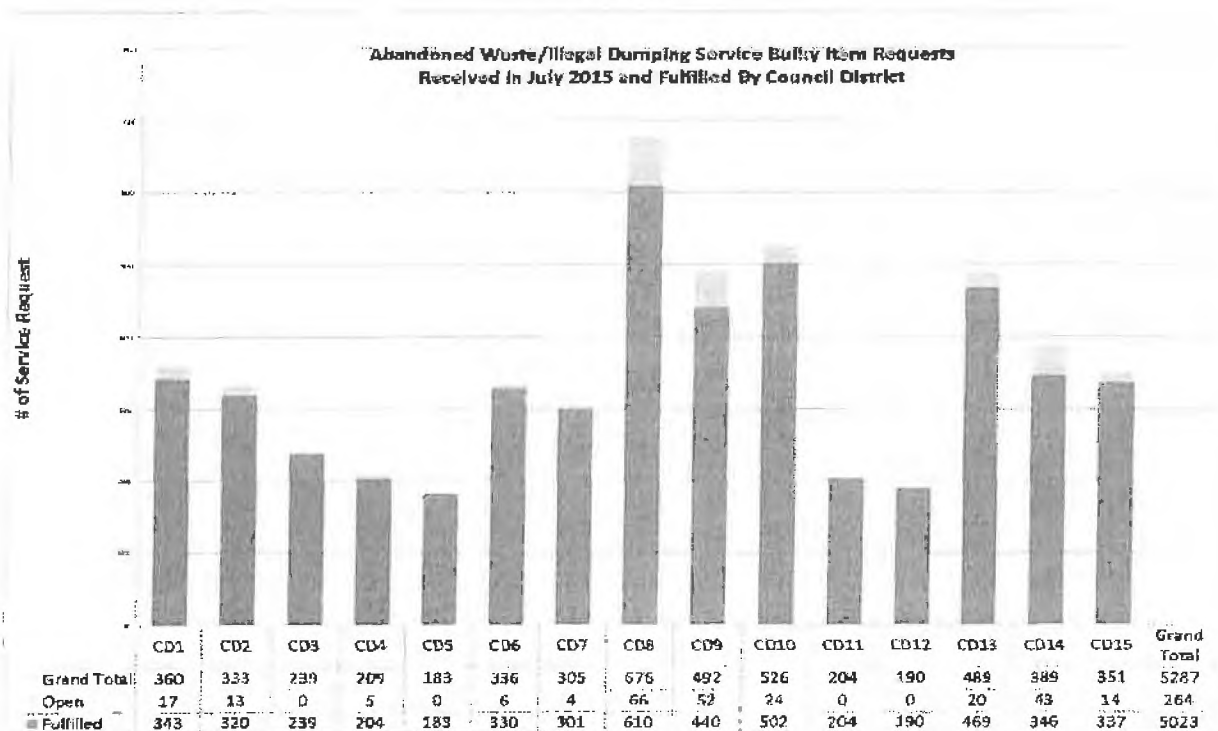


### Fiscal Year 2015/16 and Beyond

On April 23, 2015, Mayor Eric Garcetti, joined by Councilmembers Cedillo, Price, and Buscaino, signed Executive Directive No. 8 (ED No. 8). ED No. 8 is the Clean Streets Initiative aimed at improving livability and cleanliness in the City of Los Angeles by targeting the removal of litter and debris from City streets, sidewalks and alleys. ED No. 8 calls for the deployment of a new Clean Streets Strike Team (i.e., the Third Strike Team) to work with the two existing teams in providing targeted clean-ups in the neighborhoods where they are most needed. ED No. 8 calls for LASAN to be the City's Lead Agency for implementing CSI and sets several milestones for the BPW and LASAN, from engaging community groups to increasing the trash receptacles on the sidewalks, as well as creating street-by-street cleanliness assessments of the City. To support the expansion of CSI Mayor Garcetti and the City Council increased the funding from \$5 million to \$8.985 million in FY 2015/16. \$1.5 million of the funding was placed in the Unappropriated Balance pending the submission of an FY 2015/16 implementation plan for CSI.

Figure 9 shows the metrics for the month of July 2015 where we had virtually reached a "mass balance" in all council districts with service requests received nearly met by service requests closed with a very low backlog.

**Figure 9**  
**Service Request Fulfillment**  
**July 2015**



While the daily service mass balance approach allowed LASAN to close out most of the current service requests in a timely manner, the backlog still needed to be addressed. In order to determine how many of the requests shown as still open represented uncompleted work requests, LASAN staff took approximately 4,100 open service tickets, representing all of the years from 2010-2015, and field verified them. Verification revealed the fact that over 88.5% of the locations were free of abandoned waste and bulky items. Many of the fulfilled service requests had not been closed out in the system due to either data uploading issues (see LASAN's Technical Deployment herein) or because items had been picked up during bulky item sweeps without the locations cross-referenced to open service requests.

Drivers continued to be assigned requests from the backlog to supplement fulfillment of current requests. This enabled almost 2,000 old requests to be cleared between July 1 – August 21, 2015. As it became apparent that chipping away at the backlog would not resolve it in a timely manner, on Saturday August 22, 2015, LASAN attacked the most recent backlog of 4,093 open service requests for illegal dumping and abandoned waste bulky items from FY 2014/15. 73 drivers and maintenance laborers from all wastesheds visited all 4,093 locations. 2,077 did not have any bulky items or abandoned waste, confirming the fact that part of the backlog shown by the data was paper only and did not represent an unfulfilled service request. 190 tons of materials were picked up from 1,631 locations. These 3,708 service requests have been closed out. The remaining 385 sites were referred to CSI crews because the amount of discards were beyond the capability of bulky item crews or involved homeless encampments and the need to follow the appropriate posting protocols. These requests were closed in the system, with a notation that they had been referred to the CSI program.

As part of the “Plan Moving Forward” LASAN plans to field verify all open tickets dating back to 2010. It is believed that the field verification will be completed by November 2015. Once the number of valid open tickets is known, LASAN will develop an action plan to eliminate this backlog. It is expected that this work will be done through the coordinated efforts of a third LASAN strike team and contractors with the Board of Public Works Office of Community Beautification (OCB). This work will be funded from the \$1.5 million of the \$8.985 million funding for CSI that was moved from General City Purposes to the Unappropriated Balance during the FY 2015/16 budget development. This \$1.5 million in funding is necessary to move forward with the hiring of the third strike team and the mobilization of the OCB contractors. The third team will consist of 2 Maintenance Laborers, 2 Refuse Collection Operators, 1 Refuse Collection Supervisor, and 1 Environmental Compliance Inspector. This would be a “light” strike team designed to cover more territory and handle the more straightforward clean-ups. The more complicated cleanups requiring specialized equipment would still be referred to the two original CSI teams. While the previous teams were largely developed using existing vacancies,

LASAN is requesting new authorities for the third team in order to prevent negative impacts on other LASAN duties.

### **LASAN's TECHNOLOGY DEPLOYMENT**

LASAN had been using a Service Request System (SRS) for intake of resident's service requests and to track completion of these requests since 2002. This SRS was used by both the LASAN Customer Care Center and the 311 Call Center to capture and track requests for LASAN services. In 2010 LASAN began looking to replace this SRS because it was based on older technology and lacked many new features, such as direct service request entry over the Internet for residents. Sanitation approached LADWP to partner on a project to replace this system since LADWP was the billing agent for Sanitation and they were implementing a new billing system. LASAN realized using the same technology would provide better coordination on the LASAN portion of the billing as well as providing a needed upgrade to SRS. In 2012 ITA joined this partnership, realizing the opportunity and advantages of a Citywide request system. This was the beginning of MyLA311, which is based on Oracle technology, as is LADWP's billing system. In November 2014, LASAN launched the SANStar project, which uses smart phones and GIS technology to provide field dispatch logistical organization which involves routes for the Bulky Item and special collection field crews. This rollout was completed in May 2015. Inherent to the rollout of any new system, SANStar encountered some glitches during the implementation, all of which were quickly fixed, with the exception of the uploading of complete service closures to SRS. Since SRS was being replaced by MyLA311, LASAN focused on building the interface between SANStar and MyLA311 rather than correcting the uploading issue to SRS. While this was the most effective use of available resources, it did create a "data backlog" – situations when service requests were fulfilled, but the SRS was not updated. Testing of the MyLA311/SANStar interface has uncovered problems that are currently being worked on by LASAN with the help of ITA and the Mayor's technology staff. This review team is developing a plan to address these problems in the upcoming weeks. In an effort to not delay the launch of MyLA311, LASAN has put in place alternate procedures to distribute the work to the field crews and close out requests until the SANStar work can be completed.

### **LASAN ENFORCEMENT**

LASAN Watershed Protection Division (WPD) has police powers of arrest to conduct criminal investigations of illegal dumping on the public right-of-way. One of the investigatory methods utilized by WPD to obtain evidence against illegal dumpers involves the deployment of surveillance cameras in strategic locations. For example, in CD 14, cameras were strategically placed to capture illegal dumping activity and later successfully prosecute the dumpers. Three cameras have also been used in CD 9. LASAN has limited resources for enforcement. However, a similar surveillance program can be deployed in partnership with other Council districts.

## **LASAN PLAN MOVING FORWARD**

In summary, LASAN plans to take the following steps to eliminate the service backlog and improve data collection and reporting:

1. Complete the systems interface between MyLA311 and SANStar to take full advantage of the MyLA311 system robustness and the logistical efficiency of SANStar. (November 30, 2015)
2. Ensure that resources are adequate to fulfill the bulky item service promise of “Next Collection Day” equitably across the City, particularly as requests are anticipated to increase with the public rollout of MyLA311.
3. Complete the service check for ALL outstanding “open” requests since 2010. (November 2015)
4. Fully “Clean the Slate” of open requests and prevent a backlog from building up again by maintaining our daily service mass balance of all bulky item requests received to requests fulfilled.
5. Account and document for every service point provided, particularly the multifamily bulky item sweeps and any other clean-up activities.
6. Build on LASAN’s strong customer service commitment to “Get it off the Ground” to now be “Get it off the Ground and Record it.” This will include cross-referencing locations serviced during the multifamily bulky item sweeps against open service requests.
7. Ensure that in a highly collaborative work environment, that specific accountability remains clear as to where it resides in the service delivery chain:
  - Customer Care Center: Ensure that every customer request is accounted for and properly closed out.
  - Field Operations: Ensure that every service request is fulfilled as promised and recorded.
  - Information Systems: Ensure that systems and data reports are provided timely and accurately.
8. Ensure LASAN’s CSI strike teams not only address the existing backlog but are prepared to handle the expected increase in service requests (from the street indexing and MyLA311).
9. Develop a plan for spring cleanup days including free drop-off of bulky items at LASAN locations throughout the City.

## **LASAN’S RECOMMENDATIONS**

1. Instruct LASAN to achieve and maintain a daily “mass balance” of bulky item service requests with requests received being matched by requests closed, with no backlog.
2. Instruct LASAN, in coordination with the Mayor’s Office, City Council, and Board of Public Works, to develop measurable, quantifiable, and accountable metrics with the corresponding response times for the more complex illegal dumping services being provided by the CSI strike teams.

3. Instruct LASAN to complete the systems interface between the SANStar field dispatch subsystem and the City's MyLA311 system, in collaboration with the Mayor's Office technology staff and ITA, by November 30, 2015
4. Instruct LASAN to present to the Mayor and City Council a budget request for FY 2016/17 to create a formal Performance Metrics Review Group within LASAN to manage its LASANStat (CompStat-like) Program.
5. Transfer \$750,000 of the \$1.5M placed in the Unappropriated Balance in the FY 2015/16 Budget as revenue to SWRRF and increase the SWRRF Salaries General – Account 1010 appropriation by the same amount for a Third Strike Team to address the backlog and for the Clean Streets Initiative.
6. Authorize LASAN the following position authorities in the FY 2015/16 budget for a Third Strike Team:
  - 2 Maintenance Laborers
  - 2 Refuse Collection Operators
  - 1 Refuse Collection Supervisor
  - 1 Environmental Compliance Inspector
7. Transfer \$750,000 of the \$1.5M placed in the Unappropriated Balance in the FY 2015/16 Budget to the Board of Public Works in Fund 100, Department 74, Account No. 3040 to fund contractors for the Office of Community Beautification to address the backlog and the Clean Streets Initiative.
8. Authorize the LASAN General Manager to hire to 100% of authorized positions (zero % vacancy rate) in the Solid Resources Program and extend this authorization to departments providing close support to the program, such as GSD Fleet and Personnel. Appropriate \$3 million from the Solid Waste Resources Revenue Fund (SWRRF) to the Salaries General – Account 1010 in these departments as directed by the City Administrative Officer.
9. Instruct LASAN to promptly proceed with pilot programs in coordination with Council Offices in the following related programs:
  - Study of educational barriers and strategies to more effectively eliminate behaviors that lead to illegal dumping.
  - Installation of surveillance cameras in strategic locations as a tool for more effective enforcement against illegal dumping.
10. Instruct LASAN to present a proposal to the City Council and the Mayor to extend the Multifamily Bulky Item Fee (MBIF) to include all multifamily properties, such as condominiums, that are not currently assessed the fee.
11. Instruct LASAN to report back to the City Council by December 2015 on the completion of activities due by November 2015.

If you have any questions or require further information, please contact me at (213) 485-2210.

ECZ:vsa

cc: Members of the City Council  
Ana Guerrero, Chief of Staff, Mayor's Office  
Matt Szabo, Deputy Mayor, Mayor's Office  
Barbara Romero, Deputy Mayor, Mayor's Office  
Greg Good, Director of Operations-City Services, Mayor's Office  
Ted Bardacke, Director of Infrastructure-City Services, Mayor's Office  
Kevin James, President BPW  
Heather Repenning, Commissioner, BPW  
Sharon Tso, CLA  
Miguel A. Santana, CAO  
LASAN Executive Team