

**THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS  
BOARD ACTION SUMMARY**

DEPT: Chief Executive Office

BOARD AGENDA: 7.1  
AGENDA DATE: April 16, 2019

**SUBJECT:**

Approval to Implement a Community Cleanup Pilot Program to Combat Illegal Dumping in the Unincorporated Area Funded with \$100,000 in Community Development Funds

**BOARD ACTION AS FOLLOWS:**


**RESOLUTION NO. 2019-0235**

On motion of Supervisor Berryhill ..... Seconded by Supervisor DeMartini .....  
and approved by the following vote,  
Ayes: Supervisors: Olsen, Chiesa, Berryhill, DeMartini, and Chairman Withrow .....  
Noes: Supervisors: None .....  
Excused or Absent: Supervisors: None .....  
Abstaining: Supervisor: None .....

- 1)  Approved as recommended
- 2)  Denied
- 3)  Approved as amended
- 4)  Other:

**MOTION:**

ATTEST:

  
ELIZABETH A. KING, Clerk of the Board of Supervisors

File No.

**THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS  
AGENDA ITEM**

DEPT: Chief Executive Office

BOARD AGENDA:7.1  
AGENDA DATE: April 16, 2019

CONSENT

CEO CONCURRENCE: YES

4/5 Vote Required: Yes

---

**SUBJECT:**

Approval to Implement a Community Cleanup Pilot Program to Combat Illegal Dumping in the Unincorporated Area Funded with \$100,000 in Community Development Funds

**STAFF RECOMMENDATION:**

1. Authorize the Chief Executive Officer, or his designee, to implement a community cleanup pilot program to combat illegal dumping in the unincorporated area.
2. Approve the use of up to \$100,000 in Community Development Funds to contribute towards the funding of the community cleanup pilot program.
3. Direct the Auditor-Controller to make the necessary budget adjustments per the attached budget journal.

**DISCUSSION:**

Background

Alleys in the unincorporated areas of the County are suffering from illegally dumped trash. This results in increased neighborhood blight, safety issues, and access problems for the community's utility providers. Trash dumped in alleys can remain there for an extended period, and there has been confusion on whose responsibility it is to maintain alleys in the unincorporated area.

The County is not required to maintain alleys. Alleys are not part of the "County Highway System" and are not under the Road Commissioner's authority. As such, the County cannot maintain alleys with Road Funds. However, alleys are considered "public roads" because they are used by the public and utility entities. Alleys are typical access points to utility infrastructure, which eliminates the option of vacating alleys entirely.

All of this means the property owners shoulder the responsibility to maintain alleys, but this requires property owners to take responsibility for trash in their portion of the alley without allowing them to take control of the property. Anecdotal evidence suggests that a large amount of trash in alleys come from other members of the public, and not the residents residing in the immediate area. In some instances, the volume of trash is so great that property owners cannot address the problem on their own. It is not reasonable to hold property owners solely responsible for an issue which they do not have the authority or the resources to mitigate.

To begin addressing the issue, the County has assisted community cleanups by funding the cost of dumpster rental, disposal fees, and heavy equipment (in limited situations) on an ad hoc basis. In 2018, the Community Development Fund supported five different community cleanups. Cleanups occurred in the Airport Neighborhood, Keyes, West Modesto, and Salida. Nearly \$12,000 in funding paid for 15 dumpsters and three days of heavy equipment to support community volunteers who collected almost 58 tons of trash.

County staff has witnessed firsthand the pervasiveness of the problem and is recommending to the Board of Supervisors a pilot program to support widespread community cleanups, and other strategies in the unincorporated areas of the County. Staff has named this pilot program “Keep Stan Spick and Span.” The goals of “Keep Stan Spick and Span” are to increase community pride in the affected neighborhoods and to address the key infrastructure concerns that affect multiple agencies. Staff is recommending \$100,000 in Community Development Funds, \$20,000 from each Supervisor District, be used to fund the program. If the Board approves, the \$100,000 would go towards the following activities:

Activity	Funding Amount
<b>Community Cleanups</b>	\$60,000
<b>Emergency After-Hours</b>	\$10,000
<b>Outreach Activities</b>	\$5,000
<b>Long-Term Strategy Pilots</b>	\$25,000
<b>Total</b>	<b>\$100,000</b>

Community Cleanups: \$60,000

Community cleanups have been a recent tool the County has used to address illegal dumping in alleys. Stanislaus County garbage rates do not include a fee for illegal dump cleanups. In its place, funding from the Community Development Fund has been used to support community cleanups upon public request. With the implementation of the “Keep Stan Spick and Span,” staff will take a proactive role and actively market the program and available funding to the community. Community cleanups can build community pride through civic engagement and make the community safer. As reported by the Department of Justice, community cleanups can reclaim the community from criminals. Clean public spaces, such as alleys, are less attractive to criminals, which can reduce the likeliness of crime.

It is proposed that \$60,000 be allocated to this activity. County staff will work with Municipal Advisory Councils, neighborhood collaboratives, and other community groups to organize community cleanups. It is anticipated three to four cleanups will occur in each Supervisor District. Staff will work with community groups to develop a cleanup plan, coordinate with trash haulers for the use of dumpsters, and provide heavy equipment, when necessary (via County Public Works). Funding will be used to pay for the dumpster fees and Public Works labor and fuel costs (no administration or equipment costs).

#### Emergency After-Hour Alley Cleanups: \$10,000

Through Public Works, an emergency after-hours service will be instituted to provide cleanup to a blocked alley from garbage and other midsize objects using on-call Public Works employees. This service would be used to assist utility providers in reaching the necessary access points to address utility emergencies which may arise. The service is not intended to completely clear an alley, but instead will move garbage out of the way to provide access to utility companies with minimal garbage removal.

#### “Keep Stan Spick and Span” Program Outreach: \$5,000

“Keep Stan Spick and Span” will be promoted through the County’s nine Municipal Advisory Councils and relationships with neighborhood collaboratives and other community groups. In addition, the program will be featured on the County website and social media accounts. To assist in outreach, \$5,000 in funding will be allocated for marketing collateral and a sophisticated social media campaign on the county Facebook, and/or Instagram and Snapchat platforms.

#### Long-Term Strategy Pilots: \$25,000

Community cleanups can instill a sense of pride and community in a neighborhood, but it does not fully address the problem. Staff has identified a few strategies with the goal of decreasing the number of “bad actors” through education and enforcement. The first strategy is to invest in a 21<sup>st</sup> Century public campaign that focuses on the resources available to garbage service customers; to use only reputable contractors to haul garbage and trash; what to do if you witness illegal dumping; and the benefits of keeping the community clean. Included in the campaign would be the installation of “no dumping” signs in areas that experience high levels of illegal dumping. In 2007, in areas where signage was installed there was a noticeable decrease in illegal dumping.

In 2006, Public Works initiated a pilot program in which five alleys were gated, in cooperation with residents. Gates were locked to restrict access of vehicular and most pedestrian traffic. The pilot program was not effective. The gates were either missing, wide open, or unlocked with a significant amount of trash found. It is proposed that this pilot program be revisited. A new pilot program would implement lessons learned, employ locking bollards in place of gates, and limit availability of keys to emergency and utility personnel.

In addition to education and alley access restriction, staff is proposing to revisit the use of cameras to monitor areas that experience illegal dumping. Positive identification of the perpetrators could lead to prosecution, and the presence of cameras may deter illegal dumping. Surveillance cameras were previously used for this purpose in 2008; however, problems were experienced with proper camera angles when placed at heights that would prevent them from being stolen or vandalized. Technology advancements have made surveillance a more feasible strategy in 2019.

State laws, county ordinances and county policies currently exist that pertain to illegal dumping. When developing a program such as this, it is good practice to review the county ordinances and policies for their adequacy in addressing illegal dumping. Different agencies around the state have implemented plans and strategies aimed at reducing trash and keeping their communities free of trash. Part of this exercise should include an evaluation of such programs. Any changes to county policies, programs, or ordinances resulting from the review will be brought back to the Board for approval.

### Community Cleanup Administration

As previously mentioned, CEO staff will promote the program to Municipal Advisory Councils and community groups. Additionally, CEO staff will reach out to utility providers (City of Modesto, Modesto Irrigation District, and Turlock Irrigation District) to identify “hot spots” and inform them of the After-Hours Emergency Cleanup service. It is anticipated the community will self-organize community cleanups. They will be encouraged to tackle the previously identified alleys; however, requests to cleanup other alleys will be reviewed on a case-by-case basis.

Community cleanups will be initiated with a “Community Cleanup Grant” application form. The application will identify the cleanup volunteer coordinator, location, the materials to be cleaned up, proposed cleanup dates, requested number of dumpsters, and if heavy equipment will be needed. Heavy equipment will only be available Monday through Friday. Applications will be processed on a first come first served basis.

Once the application is submitted County staff will begin confirming information and coordinating the requested resources. Code Enforcement staff will verify the identified alleys need a cleanup, ensure the requested resources align with need, and take pictures. Public Works staff will verify the availability of heavy equipment, and CEO staff will verify the availability of dumpsters, and serve as the community’s liaison. A mutually available day will be selected, and resources will then be scheduled.

Cleanup day will be performed by volunteers, and county involvement will be minimal other than providing heavy equipment in certain instances. The cleanup volunteer coordinator will be tasked with ensuring banned items like household hazardous wastes and scrap tires are not deposited in the dumpsters. Additionally, the cleanup coordinator will be required to take photos of the site pre- and post-cleanup.

Chief Executive Office staff will administer the funds, and ensure all invoices are paid and departments are reimbursed for eligible expenses. Furthermore, all cleanup sites will be logged, trash tonnage tracked, and follow up will occur at 30, 60, and 90 days to track on-going results of the cleanup in comparison to adjacent alley ways.

### Existing Programs

The Department of Environmental Resources (DER) currently administers several programs related to illegal dumping. It has programs that are aimed at prevention and cleanup. These programs have disposed of, and prevented the illegal dumping of, thousands of tons of refuse throughout the years.

Residents living in all land-use designations (except for those living in exclusively agriculture) are required to subscribe to weekly refuse removal. The Department works with the franchise haulers on a rotational basis to obtain lists of non-compliant addresses. Staff then contacts these addresses and direct them to subscribe to garbage service. Those who do not comply are subject to enforcement and administrative citations with escalating fines.

Weekly refuse removal subscriptions are entitled to two annual bulky item pick-up services at no additional charge. The refuse collection companies (Bertolotti, Gilton, and Turlock Scavenger) administer the program and collect the bulky items. The Department notifies the customers of the program through the mailing of brochures.

In addition to bulky item pick up, DER runs the County's Household Hazardous Waste Facility which collects Household Hazardous Waste, Electronic Waste, Universal Waste, and home-generated sharps. The facility is open Friday and Saturday from 8 a.m. to 12 p.m. Additionally, the Department operates a temporary collection program which visits the cities within the County for hazardous waste collection from residents. This program is free of charge to county residents.

A major contributor to roadside waste is illegally dumped tires. With State grants, roadside crews collected and recycled over 2,680 illegally dumped tires. The Department also administers a tire amnesty program using state funds which recycled an additional 1,350 tires. Grants also fund inspections and surveillance activities at waste tire generating businesses such as tire dealers, auto dismantlers, and tire haulers to ensure that use tires are handled properly.

Landfill crews work throughout the County to cleanup illegal dumpsites. In the last calendar year, crews addressed nearly 1,400 illegal dumpsites and picked up over 1,100 tons of refuse. It typically takes between two to four weeks between the reporting of an illegal cleanup and when the Landfill roadside crew can cleanup the dumpsite. To augment the work done by Landfill crews, the Department has a voucher program to incentivize private citizens, primarily the farming community, to clean-up illegal roadside dumps. To take advantage of the incentive, residents can arrange a voucher allowing for a free trip to the landfill if they pick up illegally dumped items of significance. The Sheriff's Office also administers a program through the utilization of inmate labor.

Public Works administers the County's Adopt-a-Road Program which enlists volunteer organizations to pick up litter on County roadsides. Participating organizations commit to cleaning at least a half mile long section of the road at least two to four times annually. There are 11 different organizations in multiple communities which participate in the Adopt-a-Road program.

"Keep Stan Spick and Span" is intended to complement the current county programs and make more tools available to county staff to address illegal dumping-particularly in alleys. It will not replace any existing services or programs, which cannot be used to clean alleys.

### Timeline and Objectives

The pilot program will be initiated in April/May with community outreach and after-hours cleanups. It is anticipated the first community cleanups will occur by the end of Fiscal Year 2018-2019, and continue into Budget Year 2019-2020. CEO staff will work with the County's Public Information Officer, department staff from Environmental Resources, Public Works, and IT staff to develop long-term strategies aimed at reducing illegal dumping.

The program has four main objectives. First, the program is aimed at decreasing neighborhood blight through increased community engagement. This will hopefully result in increased neighborhood safety, community pride, and civic ownership. Second, an immediate result of clean alleys is an increased accessibility to utility infrastructure. The third objective is more communication and stronger relationships with our utility providers. Community cleanups are a reactive solution to the problem of illegal dumping. The fourth objective of the program is to decrease the number of "bad actors" through education and enforcement.

As mentioned, staff will be logging each of the community cleanups. Information collected will include location, tons of trash collected, number of volunteers, and photographs that capture the alleys before and after cleanups. In addition, staff will conduct follow-up reviews 30, 60, and 90 days after the community cleanup and compare to adjacent alleys to track longer-term results. This will inform staff on the effectiveness of the community cleanups.

### **POLICY ISSUE:**

The proposed community cleanup pilot program, known as "Keep Stan Spick and Span," is a new program which will increase the level of service the County provides, and require an increase in budget. Furthermore, it is requested that the pilot program be funded with Community Development Funds. The Board must approve, by a four-fifths vote, increases in budget and the use of Community Development Funds.

### **FISCAL IMPACT:**

If approved, the \$100,000 in Community Development Funds would be funded equally by the five supervisorial districts. The Community Development Fund has a combined available balance of \$2,327,298, and the individual balances are as follows:

- District 1: \$406,594
- District 2: \$520,971
- District 3: \$430,611
- District 4: \$534,432
- District 5: \$434,690

**BOARD OF SUPERVISORS' PRIORITY:**

The recommended actions are consistent with the Board's priorities of *Supporting Strong and Safe Neighborhoods* and *Delivering Efficient Public Services and Community Infrastructure* through the implementation of a program intended to create safe and clean public spaces through community empowerment, education, and enforcement.

**STAFFING IMPACT:**

Existing county staff will oversee the pilot program. Chief Executive Office staff will administer the funds and work with the community partners. Existing Code Enforcement staff will incorporate the additional duties into their current daily routine. On-call Public Works staff will provide the after-hours service to utility providers and will accommodate community cleanups into its scheduling of heavy equipment.

**CONTACT PERSON:**

Patrick Cavanah, Senior Management Consultant

Telephone: 525-6333

**ATTACHMENT(S):**

1. Budget Journal





# KEEP STAN SPICK AND SPAN

Community Cleanup Pilot Program



## A BIG PROBLEM

### Illegal Dumping in Unincorporated Alleys

- Alleys are a public space that are maintained by residents.
- Large amounts of trash dumped in the alley are from people outside the neighborhood.
- Utility providers encounter issues with accessing infrastructure.
- Property owners cannot address the problem on their own.
- Issue is most often found in disadvantaged communities.



## PROPOSED ACTIVITIES

Activity	Funding Amount
Community Engaged Cleanups	\$60,000
Emergency After-Hours Clearance	\$10,000
Outreach Activities	\$5,000
Long-Term Pilot Strategies	\$25,000
<b>Total</b>	<b>\$100,000</b>

## COMMUNITY CLEANUPS

- \$60,000 allocated for approximately 18 cleanups
- County staff will work with Municipal Advisory Councils, neighborhood collaboratives, and community groups to organize community-led cleanups.

## EMERGENCY AFTER-HOURS ACCESS

- \$10,000 Allocated
- Emergency after-hours work will be performed by on-call Stanislaus County Public Works staff.
- Service will include two employees, a Claw Truck, dump truck, and backhoe.
- Service will be used to assist utility providers in reaching the necessary access points to address utility emergencies which may arise.
- Access focus for emergency situations – not clean up.
  - Flagged for community cleanup rotation.
- Will request utility participation in program going forward.

## COMMUNITY OUTREACH

- \$5,000 Allocated
- Use for marketing collateral
- Targeted social media campaigns

## LONG-TERM PILOT STRATEGIES

- \$25,000 Allocated
- Education Campaign
- Alley access restriction (locking/removable bollards)
- Surveillance Cameras
- Ordinance/Policy Review



# KEY OBJECTIVES

- Reduce neighborhood blight:
  - Increases neighborhood safety; and
  - Increases community pride and civic ownership.
- Decrease the number of “bad actors” through education and enforcement.
- Strengthen multi-agency communication and relations.
- Increase accessibility to utility infrastructure.

# TIMELINE

- If supportive:
  - Beginning April through May 2019
    - Begin community outreach with Municipal Advisory Councils and neighborhood groups.
    - Emergency After Hour Service
  - Beginning June 2019 through June 2020
    - Community Cleanups
    - Design and implement social media and other out strategies.
    - Identification and implementation of long-term pilot strategies.

## RECOMMENDATIONS

- Authorize the Chief Executive Officer, or his designee, to implement a community cleanup pilot program to combat illegal dumping in the unincorporated area.
- Approve the use of up to \$100,000 in Community Development Funds to contribute towards the funding of the community cleanup pilot program.
- Direct the Auditor-Controller to make the necessary budget adjustments per the attached budget journal.

QUESTIONS