



COUNCIL AGENDA: 2/26/2019

ITEM: 5.1

FILE NO: 18-1941

Memorandum

TO: HONORABLE MAYOR AND
CITY COUNCIL

FROM: Toni J. Taber, CMC
City Clerk

SUBJECT: SEE BELOW

DATE: February 26, 2019

SUBJECT: Annual BeautifySJ Report.

RECOMMENDATION:

As recommended by the Neighborhood Services & Education Committee on December 13, 2018, accept the BeautifySJ Annual report which includes updates pertaining to street landscape maintenance, illegal dumping, anti-graffiti, and anti-litter activities.

CEQA: Not a Project, File No. PP17-009, Staff Reports, Assessments, Annual Reports, and Informational Memos that involve no approvals of any City action. (Parks, Recreation and Neighborhood Services/Environmental Services/Transportation)

[Neighborhood Services & Education Committee referral - 12/13/18 (d)1]



Memorandum

TO: NEIGHBORHOOD SERVICES
AND EDUCATION COMMITTEE

FROM: Jon Cicirelli
John Ristow
Kerrie Romanow

SUBJECT: ANNUAL BEAUTIFYSJ REPORT

DATE: November 27, 2018

Approved

Date

12/6/18

COUNCIL DISTRICT: Citywide

RECOMMENDATION

- A. Accept the BeautifySJ Annual Report which includes updates pertaining to street landscape maintenance, illegal dumping, anti-graffiti, and anti-litter activities; and
- B. Recommend this item for full Council consideration at the February 26, 2019 meeting.

OUTCOME

To provide an update on the status of the Citywide BeautifySJ Initiative including the Department of Transportation Street Maintenance and Environmental Services Department Illegal Dumping Program Reports.

EXECUTIVE SUMMARY

This report provides an update on the BeautifySJ Initiative, an inter-departmental effort to improve the cleanliness, appearance, and maintenance condition of San José's streets, waterways and public spaces. In addition to reporting annually on the BeautifySJ Initiative, staff has in past years also reported separately to Council committees on individual programs that form components of the Beautify SJ Initiative, such as the Anti-Graffiti and Anti-Litter Programs, the Street Landscape Maintenance Program, and the Illegal Dumping Program. This year, staff has begun to combine those individual program reports into the BeautifySJ report, to enhance coordination between the various Beautify SJ activities.

The analysis section of this report includes an overview of the BeautifySJ Initiative, an update on the Street Landscape Maintenance Program, an update on the Illegal Dumping Program, and a

11/27/18

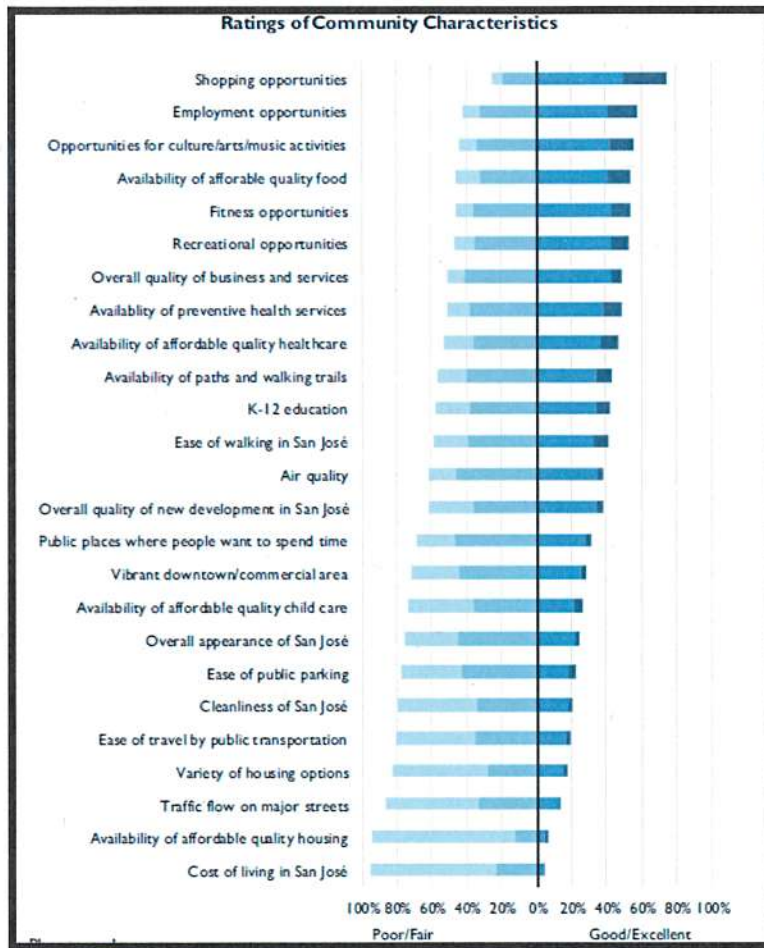
Subject: BeautifySJ Annual Report

Page 2

discussion of lessons learned and next steps. This year's Anti-Graffiti and Anti-Litter Program report is not incorporated into this memo, as that report has already been heard by the City Council on November 6, 2018, but it will be incorporated into the Beautify SJ report in future years.

BACKGROUND

In February 2017 the Mayor launched the BeautifySJ initiative to address ongoing complaints of blight related to litter, trash, illegal dumping, graffiti, and street maintenance conditions in San José. The initiative is a call to action to address blight within our City and to improve residents' livability and quality of life. The strategy for the initiative is two-fold. First, the Mayor stated that the government "must do its job" by addressing blight throughout the City and by working with other governmental entities to address blight on freeways, along waterways and other sites. Second, and arguably the most important aspect of the BeautifySJ Initiative, was the Mayor's call to action by asking residents to work with the City to "unleash" our collective energies to beautify our City. The City Auditor's Annual Quality of Life Survey results illustrated the need for a strategy to address these concerns related to blight and the City's overall appearance.



Each year the City Auditor’s Office conducts an annual survey with residents that provides information on the quantity, quality, timeliness, and public opinion of City services. The cleanliness of the City of San José has consistently ranked very poorly for the past five years, with less than 20% of respondents saying that the City is clean to their satisfaction.

The issue of visual blight has not only affected the City of San José, but continues to be a regional concern. Caltrans alone reported a three-year tripling of requests to remove graffiti, illegal dumping and litter along the freeways and highways that go through our City. The consistently low satisfaction ratings, increased service requests, complaints and community comments during

neighborhood association meetings made this a priority for the Mayor. A community listening campaign during November and December of 2016, and input provided as part of the annual community budget priority setting sessions, prompted the Mayor to propose BeautifySJ as part of his 2017 March Budget Message. With the approval of the Budget Message by the City Council, direction was given to the City Manager to form an inter-departmental team to address illegal dumping, graffiti, litter, blight and other related issues. The inter-departmental working group was tasked to work with other jurisdictions such as the County, Caltrans, Valley Transportation Authority, the Santa Clara Valley Water District, and Union Pacific Rail Road, to improve the quality of life for anyone that lives, works, plays or visits San José.

To begin initial implementation (Phase I) of the BeautifySJ Initiative, the following goals and outcomes were developed.

Goals:

- Increase community pride in our city by rallying residents to reclaim their public spaces and to work together with their neighbors and community partners to make San José vibrant and attractive.
- Develop and implement sustainable efforts to ensure ongoing impact to address blight.

- Work inter-departmentally to leverage resources to address blight (litter, graffiti, illegal dumping, and other blight).

Key Outcomes:

- Drastically reduce trash, graffiti, illegal dumping, and other sources of blight in our City.
- Coordinate and maximize intra-jurisdictional anti-blight efforts.
- Maximize and coordinate all existing City and community resources aimed at eliminating and preventing blight through active participation, behavior change, and other strategies.
- Enlist and empower residents in the beautification of San José.
- Increase Community Pride in San José.
- Utilize technology to facilitate beautification work.

Moving forward, the outcomes will continue to be assessed and modified as needed, to reflect the changing nature of the initiative. Additionally, in keeping with the Mayor’s and Council’s suggestion to conserve staff time, the Annual BeautifySJ Report will consolidate reporting for several key programs, including Anti-Graffiti, Anti-Litter, the Removing and Preventing Illegal Dumping (RAPID) Program and the Department of Transportation’s Street Landscape Maintenance Program.

ANALYSIS

BeautifySJ San José Overview

Phase I of the BeautifySJ Initiative focused efforts on leveraging inter-departmental and partner resources; developing a sustainability strategy; and working with the Mayor’s Office to launch a communication strategy. To be effective, the strategy includes City Departments, key government partners and community and resident stakeholder groups.

Initial Departments included in Phase I of the BeautifySJ Initiative include the Parks, Recreation, and Neighborhood Services Department (Adopt-A-Park Program, Anti-Litter Program, Anti-Graffiti Program, and BeautifySJ Grants Program), Environmental Services Department (RAPID Illegal Dumping Program), Department of Transportation (Street Landscape Services), Housing Department (Homeless Response Team), Office of Cultural Affairs (Public Art Program), and key Mayor’s Office staff. PRNS staff, under the direction of the City Manager’s Office, serves as the lead of the inter-departmental working group.



While the City's inter-departmental working group focused on coordinating and leveraging resources to address increased community demand for City services, individual members also attended non-City working group meetings to develop strategies to coordinate services with non-City entities. This allowed staff to proactively work with partners to better coordinate BeautifySJ's efforts. Early successes include coordinated cleanups with Caltrans along freeway areas heavily impacted by trash, graffiti and homeless encampments; better coordination to address litter/trash and illegal dumping on Valley Transportation Authority and Santa Clara Valley Water District Property; and proactive strategies to address increased graffiti related to the Bay Area Rapid Transit (BART) extension.

These successes also came with significant increases in the demand for services coordinated via the BeautifySJ Initiative. For example:

- The City's Anti-Litter Program experienced a 200% increase in volunteers since the launch of the initiative;
- The RAPID Response Team (Illegal Dumping Program) experienced a 109% increase in work order requests, 7,029 were cleaned in FY 2016-2017 and 14,717 sites were cleaned in FY 2017-2018;
- Over 70 BeautifySJ grants were provided to community organizations totaling over \$270K in investment to communities. Many of the organizations required support for project implementation; and
- The Office of Cultural Affairs is slated to paint 22 murals to beautify City areas.

In addition to the increased demand for program services, the launch of the new mySanJosé app coupled with the BeautifySJ Initiative challenged many of the programs' ability to meet service demands. While staff found innovative approaches to meet many of the demands, the programs continue to be strained by the lack of City infrastructure (staff, equipment, funds) to fully meet program demands. Attachment A illustrates the increased demand for program services prior to and after the launch of the BeautifySJ Initiative.

To begin to address the increased demand for services, Council provided additional funding to support each department's efforts. Increased funding was provided to the following programs:

- \$1,000,000 annually for two years, beginning in FY 2017-2018 to support expanded DOT Street Landscape maintenance by using contractual services to increase the service frequency at 35 key locations citywide. The funding included 1 limit dated Associate Construction Inspector position and is set to expire in FY 2018-2019;
- 2.0 FTE of additional staff, ongoing, to support Anti-Litter Program litter cleanup efforts in neighborhoods and major thoroughfares. This funding allowed the program to meet increased demand for neighborhood cleanups;
- Funding to support the installation of murals in designated areas for beautification and to reduce incidents of graffiti. Eighteen murals are near completion out of the twenty-two murals funded. Funding was provided via Capital Improvement Projects funds, BeautifySJ Grants, and other grant funding; and
- \$300,000 to increase support to neighborhood associations through the BeautifySJ Grants Program. Grantees can receive up to \$5,000 for neighborhood beautification efforts. The

Council approved \$200,000 in one-time funding and \$100,000 in ongoing funding for this program. (This was formerly known as the Community Action and Pride (CAP) Grant program.)

Key Partners

While the City of San José strategically provided additional funding to Departments to address the increase in demand for BeautifySJ program services, our government partners have also contributed additional funding to combat issues of blight in San José. Freeways, on-ramps, and off-ramps have been a focus of complaints from the public related to litter, trash, and impacts of homeless encampments. An additional \$10 million dollars was budgeted for Caltrans District 4, Southwest Region (the district and region where San José is located) to combat trash, litter, and illegal dumping along the freeways, on-ramps and off-ramps in San José. Caltrans contracted with the San José Conservation Corps, Anka Behavioral Health Services, and others to provide more frequent litter and illegal dumping abatement along our freeways beginning in the summer of 2018.

In an effort to maximize resident volunteer efforts, departments used a community engagement approach to volunteerism. Residents have a vested interest in a clean livable City, as illegal dumping, litter and graffiti often directly affect them. Staff worked closely with neighborhood associations, business associations and other community and service groups to better address and engage residents to become part of the solution. By engaging residents, we found that many were willing to become more involved by volunteering or reporting issues that they saw via the mySanJosé mobile app. Moreover, neighborhood associations supported beautification efforts by applying for BeautifySJ grants to host neighborhood cleanups, paint murals and plant trees in areas that were bare and therefore attracted dumping. Additionally, the City's creek partners (Keep Coyote Creek Beautiful, South Bay Clean Creeks Coalition, and the Guadalupe River Park Conservancy) have continued to host large cleanup events to support City efforts to beautify areas along our creeks. Organizations such as Trash Punx have also provided volunteer support to address litter and trash related blight in areas throughout the City. Over the past two years, volunteer engagement with BeautifySJ Programs (Anti-Litter and Adopt-A-Park) has increased by 149% (from 10,122 volunteers in 2015-2016 to 25,301 in 2017-2018).

The City will continue to work with partners to develop strategies to better address issues surrounding blight. For example, the City is currently in the early stages of developing a Memorandum of Understanding (MOU) with Union Pacific Railroad to address litter, trash, illegal dumping, graffiti, and other issues along the railroad corridor. An MOU would allow for a more proactive approach to address both City and resident concerns that continue to impact neighborhoods along the railroad and the City overall.

Anti-Graffiti and Anti-Litter Programs

To consolidate reporting for various BeautifySJ Programs and to increase the level of coordination and optimization between various BeautifySJ activities, reports on the Anti-Graffiti and Anti-Litter Programs, the Street Landscape Maintenance Program, and the Illegal Dumping Program will be consolidated into the Annual BeautifySJ Report.

This year, the annual report for the Anti-Graffiti and Anti-Litter Programs has already been heard at the November 6, 2018 Council Meeting,¹ but in future years, this program will be included in the BeautifySJ Annual Report. The Street Landscape Maintenance and Illegal Dumping Programs are discussed in the following sections.

Street Landscape Maintenance

Prior to BeautifySJ, the Department of Transportation's (DOT) general benefit landscape was maintained using a combination of contractual services and DOT's in-house landscape maintenance staff. DOT's landscape staff was challenged to maintain its portion of street landscape inventory at an acceptable standard given limited staffing resources and a large inventory of 242 acres. One complete maintenance cycle, spanning all 10 City Council Districts, would take 18 months to complete. The in-house landscape staff provided only the most basic level of landscape services including seasonal weed abatement, removal of litter and debris, pruning trees and shrubs, and making minor repairs.

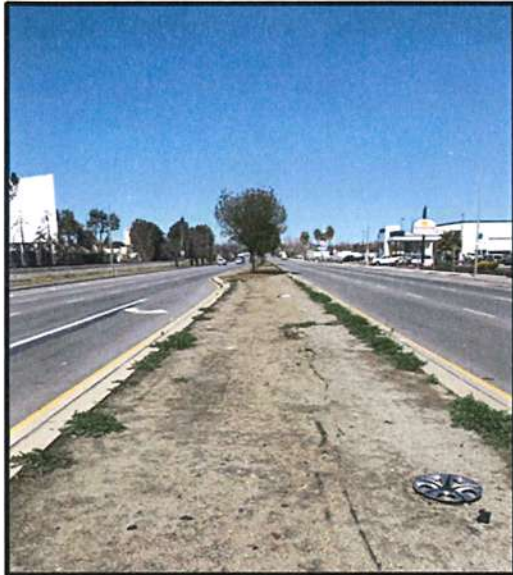
The Mayor's 2017 June Budget Message allocated \$2 million over a two-year period (FY 2017-2018 and FY 2018-2019) for DOT to shift approximately 5.6 million square feet, slightly more than half of the in-house inventory, to contractual services as part of the BeautifySJ initiative. These locations received more quarterly cleaning/maintenance, more frequent weed abatement, and other maintenance activities.

The most visible main arterial streets were chosen for BeautifySJ and maintenance activities for these locations emphasized litter and debris removal, followed by weed suppression and abatement. Trees in the BeautifySJ locations were also proactively pruned to sustain healthy growth and limit limb failure. DOT inspection staff managed the maintenance contract to ensure that the contractor performed services per City standards.

The remaining landscape properties maintained by in-house landscape staff, also benefitted from the BeautifySJ Program. The shifted workload allowed DOT's landscape staff to improve its service delivery and complete its maintenance of the remaining parcels in 12 months. Without the added support of BeautifySJ, the condition rating for DOT's landscape inventory in FY 2016-2017, was 52% in "good condition." With the implementation of BeautifySJ, this condition rating increased to 77% in FY 2017-2018 for all of DOT's general benefit landscape inventory, with the BeautifySJ areas registering an even higher rating of 90% in good condition.

In addition to the heightened landscape maintenance, one major gateway location within each Council District received enhanced treatments during the initial year. Mulch was installed to improve the overall aesthetics and provide additional weed suppression. Dying or missing trees were replanted, and other previously unfunded concrete, hardscape and irrigation repairs were also addressed at the enhanced locations. For example, the images below show the BeautifySJ median on Monterey Road before and after enhancements.

¹ <https://sanjose.legistar.com/LegislationDetail.aspx?ID=3710844&GUID=38AA573A-D9D6-4CC9-B26A-E4D9317CD26B&Options=&Search=>



Monterey Rd. pre-enhancement



Monterey Rd. with enhanced treatments

DOT staff also strategically planned and executed repairs and installations to reduce ongoing maintenance requirements of these parcels should funding for the initial two-year pilot project not be renewed. For example, mulch was originally intended for the enhanced beautification areas only, but there are also practical benefits to its use. Mulch is a cost-effective means to retain soil moisture for trees, suppress weed growth and benefits the environment because it reduces the amount of chemical spray needed for future weed abatement. By adding mulch to large landscape parcels, maintenance teams can focus on spot treatment of weeds versus blanket coverage of large areas thus improving both their efficiency and effectiveness. Once the BeautifySJ pilot is completed, mulch will be added to 29 of the 35 BeautifySJ corridors, with the exceptions being islands without any landscape, such as concrete median islands. The pictures below illustrate the amount of coverage provided by the mulch at a BeautifySJ site near the downtown area.



Guadalupe Pkwy



Guadalupe Pkwy with mulch

DOT staff also used a portion of the BeautifySJ funding to make previously deferred repairs to hardscape, concrete and irrigation at several BeautifySJ locations and reduce the open repairs backlog. Additionally, DOT, in partnership with Our City Forest, planted 236 trees in Year 1 of Beautify SJ and will be planting an additional 325 trees in by the end of FY 2018-2019. The images below illustrate the full effect BeautifySJ (trees replanted, irrigation repairs, mulch and decomposed granite installed) can have on a city maintained median island.



Meridian Ave. before BeautifySJ



Meridian Ave. after BeautifySJ

While the expanded street landscape maintenance has been effective in improving the overall landscape conditions, the rate at which litter and debris accumulated revealed a gap in the maintenance services. To further address issues related to litter, trash and illegal dumping, additional funding was identified to cost effectively close the service gap by utilizing non-profit organizations to supplement the street landscape maintenance program. The Mayor's Office launched the *Transitional Jobs Pilot Program* in October 2018 to employ homeless residents to clean up litter as part of the BeautifySJ Initiative.

The program aims to transition homeless individuals into jobs, encourage work readiness, and pay hourly training wages to homeless individuals who pick up litter at hotspots along major San José roadways. City staff identified more than 40 locations citywide that are heavily impacted by litter and are subject to frequent service requests from the community. These locations have been divided into two zones based upon their geographic placement within the City, each representing approximately 800,000 square feet. Downtown Streets Team and Goodwill Industries will provide bi-weekly litter abatement services in one of the two zones through June 30, 2019.

Through this City-sponsored program, Downtown Streets Team and Goodwill will collectively hire homeless residents, who will be paid a training wage to abate litter. Each organization

received a \$100,000 grant to administer the program and pay individuals to support the City's BeautifySJ efforts (separate and apart from the BeautifySJ Grants program). The administration of the grants to the non-profit organizations are managed by PRNS staff, with the inspection and field oversight managed by DOT staff.

DOT anticipates the condition ratings for its general benefit landscape inventory to continue to trend upward through the second year of the program. While BeautifySJ has been very successful in improving street landscape conditions, without ongoing funds to support these efforts, it is not likely these results will continue.

Removing and Preventing Illegal Dumping Program

The Environmental Services Department's (ESD) Removing and Preventing Illegal Dumping (RAPID) team cleans up illegal dumping located within the public right of way.

RAPID responds to illegal dumping notifications received through the City's call center, and the mySanJosé platforms (mobile and desktop). The mySanJosé platforms have been successful and San José's residents are engaged and motivated to report illegal dumping to beautify their communities. Since the release of the mySanJosé platforms and BeautifySJ Initiative, the number of illegal dumping notifications from residents has doubled. RAPID staffing and equipment resources were strained by the substantial increase in demand for clean-ups coming from the mySanJosé platforms and response times were negatively impacted. Resident reported illegal dumping notifications are anticipated to increase as the mySanJosé platforms gain users and the platforms are improved over time. Prior to the launch of mySanJosé, RAPID focused on illegal dumping prevention through active monitoring of hot spots in addition to reported illegal dump site clean-up and response times were within the four to five day target.

Currently, RAPID does not have adequate resources to consistently meet a four to five day response time. The primary contributor to response time delays is the volume of clean-up requests stemming from residents being highly engaged through the mySanJosé platforms. Community feedback from the mySanJosé platforms, by way of illegal dumping notifications, provided ESD with additional insight and better understanding of the scope of illegal dumping throughout the city. Consequently, ESD recognized the need for additional resources to adequately respond. ESD has implemented strategies aimed at reducing RAPID's workload by preventing illegal dumping. Numerous prevention programs have been put into effect, including the free and unlimited junk pickup program, an annual SJSU Move Out Event, and installation of deterrents. These prevention strategies have been beneficial but have not reduced the number of RAPID clean-ups.

Performance

The RAPID team is currently comprised of six full-time maintenance workers, and one supervisor. RAPID team members dispatch early in the morning and make immense efforts to clean up sizeable and hazardous illegal dumping in all weather conditions. Despite daily work in challenging conditions, the RAPID staff has maintained an 83% retention rate. Within the 2017-2018 fiscal year, RAPID cleaned 109% more sites, and collected 118% more tons of debris

compared to the previous fiscal year (see Table 1). RAPID collects a variety of debris types from San José's streets and sidewalks including furniture, mattresses, e-waste, appliances, tires, and hazardous waste resulting in cleaner neighborhoods (see Figure 1 and Attachment B).

Table 1: Fiscal year comparison of RAPID's performance

	2016-2017 Fiscal Year	2017-2018 Fiscal Year	% Change
Total Sites Cleaned	7,029	14,717	109%
Tons of Debris Collected	2,250	4,904	118%
Mattresses	2,433	4,356	79%
Paint	320 gal	1,338 gal	318%
Human Biological Waste	528 gal	951 gal	80%

This program has been cited in the City of San José's 2017-2018 Storm Water Management Annual Report as a contributor to cleaner streets. The Annual Storm Water Management report provides a qualitative estimate of the amount of trash generated on specific street segments, sidewalks and adjacent land areas that may be transported to a municipal storm water system and ultimately to waterways. The 2017-2018 fiscal year on-land visual trash assessments indicated a 14.4% trash load reduction which was 6.2% more than the previous fiscal year.

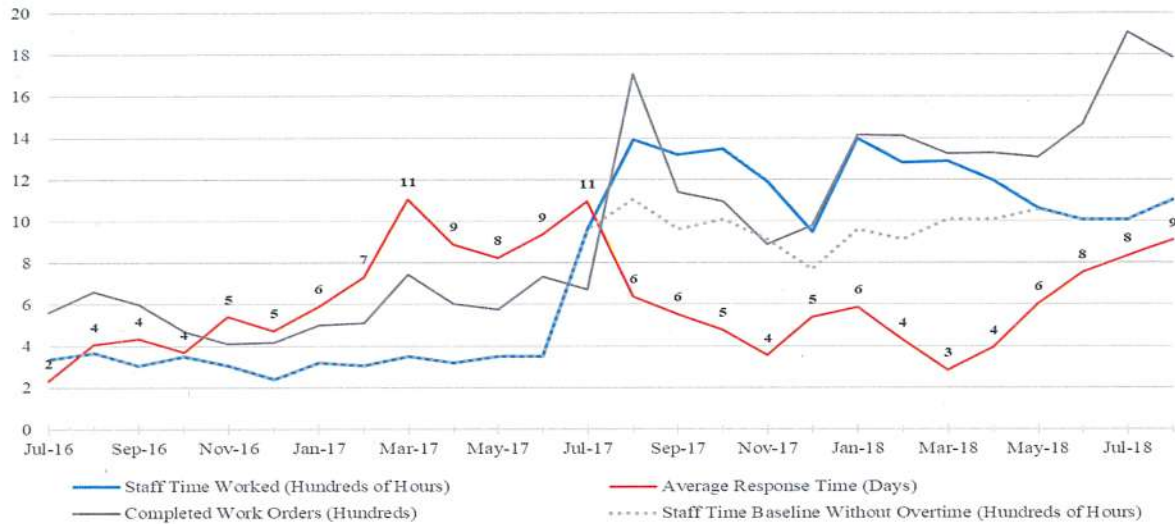
On October 24, 2018, Oracle announced that it named the City of San José one of ten winners of the Oracle Sustainability Innovation Award. The award recognized the City's creativity and leadership in the realm of sustainability, particularly the mySanJosé app, which enables citizens to report concerns such as illegal dumping from their smartphones. The app made its biggest environmental impact in illegal dumping abatement.

Increased Demand for RAPID Services

The launch of the mySanJosé platforms and BeautifySJ Initiative have increased the demand for RAPID's services. In the 12 months before the app was released, the City averaged 543 requests per month to clean up illegal dumping sites. After the app debuted, the average jumped to 1,583 requests per month. Within the 2016-2017 fiscal year, RAPID maintained an average response time of 6.6 days. Within the 2017-2018 fiscal year, RAPID's average response time decreased 17% to 5.5 days with overtime hours worked. During March of 2018, RAPID's average response time was three days, exceeding the program's four to five-day target.

Extensive overtime hours were worked in the months preceding March of 2018 to reach the three-day average response time (see Figure 2). The overtime hours worked within the 2016-2017 fiscal year cost a total of \$73,000, which contributed to an \$83,000 deficit at the end of the 2017-2018 fiscal year. The RAPID program budget has not incurred overtime costs within the 2018-2019 fiscal year and is projected to end with a \$276,000 deficit. ESD is planning to address the shortfall with a Mid-Year budget request. If overtime costs are incurred, it would increase the projected 2018-2019 fiscal year end deficit.

Figure 2: RAPID Average Response Time, Completed Work Orders, and Staff Time Comparison



Prioritization of Proactive Maintenance

Since the increased use of the mySanJosé platforms, RAPID has exclusively been focused on triaging and responding to resident requests which has de-prioritized the clean-up of illegal dump sites that have not been reported. This focus on mySanJosé reported illegal dump site clean-up led to instances of RAPID passing by non-reported dump sites en route to resident reported sites. In the 2016 -2017 fiscal year, RAPID was able to proactively monitor hot spots and clean-up illegal dumping before it was reported. In the 2016-2017 fiscal year, RAPID cleaned 526 “self-discoveries” which are non-reported sites that were found and cleaned by RAPID. In the 2017-2018 fiscal year, RAPID only cleaned 170 self-discoveries which was 68% less than the previous fiscal year. Proactive clean-up of illegal dumping is important to discourage accumulation of debris in hot spots. Hot spots are areas with 13 or more clustered illegal dumping incidents within a year. Illegal dumping also occurs in areas that are not highly visible to residents, but all illegally dumped debris are an environmental and public health concern regardless of the location. RAPID needs adequate staffing and equipment to provide both a proactive and reactive approach to illegal dumping cleanup.

Proactive Maintenance for Multi-Family Dwellings (MFD) Pilot

RAPID collaborated on a pilot with one of the City’s Recycle Plus Haulers to collect both illegal dumping and items set out for scheduled junk item appointments near multi-family complexes in two neighborhoods. The pilot tested a proactive approach to illegal dumping clean-up and resulted in cleaner streets as well as less need for residents to report illegal dumping. The pilot took place from September 12, 2018 to November 7, 2018. During this pilot the team observed a 62% decrease in incidents reported within the neighborhoods. Overall, 59% more dump sites were cleaned up during the pilot program than were collected by RAPID in the neighborhoods

previously. The results of this pilot showed that more dumping is occurring in neighborhoods than is reported, and that proactive clean-up of illegal dumping in neighborhoods has the potential to reduce the number of resident notifications coming in through the mySanJosé platforms.

RAPID Programmatic Changes to Increase Efficiency

- Seven Day Workweek Pilot: Starting October 14, 2018, RAPID conducted a pilot in which staff shifts were distributed to cover a seven-day work week instead of a five-day work week. The pilot was expected to increase the number of requests completed due to less weekend traffic. A reduction in the number of requests received was also expected due to more frequent clean-up of dump sites. The additional shifts performed during the weekend added two additional days of coverage, while reducing the number of staff during the normal work week. Preliminary observations have shown that the additional weekend work days did not reduce the number of service requests received overall nor did it increase the total number of sites cleaned within a week's time. The pilot ended on November 24, 2018.
- Illegal Dumping Jurisdictions: Of the requests that RAPID receives for illegal dumping clean-up, 6% are outside of RAPID's jurisdiction. RAPID only responds to requests that are located within the public right of way that are not obstructing the roadway or blocking access to the sidewalk (referred to as priority 2 illegal dumps, see Attachment C). The Department of Transportation manages cleaning up illegal dumping blocking sidewalks and roadways (referred to as priority 1 illegal dumps, see Attachment C). On average, 15% of all requests received for illegal dumping are priority 1 and are handled by DOT. RAPID only removes illegal dumping within their jurisdiction due to restrictions in authority. RAPID also has limited resources to respond to requests within its own areas and cannot currently expand to additional areas. Illegal dumping in all other locations such as on private property, CalTrans property, or City property are addressed by the applicable jurisdiction or department (see Attachment C).

Starting in March 2018, ESD began sending notifications to residents when they submitted illegal dumping clean-up requests located outside of RAPID's jurisdiction. Each notification includes the contact information for the responsible agency. The request is closed by RAPID once the notification is sent. This change avoids RAPID traveling to a reported dump site only to discover that it cannot be collected. However, the triaging process is time consuming and involves verifying each illegal dump notification with multiple jurisdiction maps. ESD staff is currently collaborating with the City Manager's Office to make improvements to the MySanJosé app to route requests to the correct agency and improve RAPID's triaging capabilities.

- MySanJosé Notifications Without Photos: Within the 2017-2018 fiscal year, RAPID had difficulty responding to illegal dumping notifications from mySanJosé which lacked information such as photos, accurate locations, and detailed descriptions. Illegal dumping requests from the mySanJosé application that do not contain a photo are difficult for RAPID to locate. As many as 20% of reported illegal dump locations could

not be located by RAPID. Starting September 20, 2018, RAPID began closing out notifications submitted through MySanJosé which did not contain photos. Preliminary data shows that the number of illegal dump locations that could not be located reduced by 6% compared to September 20th - October 20th the previous year, 2017. RAPID will continue to close out requests that are submitted without a photo. It is expected that future updates to the MySanJosé application will improve RAPID's ability to locate requests efficiently.

- Equipment Improvements: ESD has continuously worked to improve RAPID's available equipment. During the 2016-2017 fiscal year, RAPID worked with an aging compactor truck, and two small lifting bed dump trucks. For the 2017-2018 fiscal year, RAPID's budget proposal requested three new leaf body dump trucks, and a new compactor. RAPID received the three new leaf body dump trucks in February-April 2018. ESD experienced delays receiving a replacement compactor, but expects to have the new compactor in December of 2018. Currently, RAPID has one compactor truck, three leaf body dump trucks, and a pickup truck with a lift gate. The new compactor truck is expected to improve RAPID's efficiency because compactors require less trips to drop off materials for processing and disposal.
- Mattress Recycling Council: The City has been participating in the California Mattress Recycling Council's (MRC) Illegally dumped mattress collection initiative since 2016. RAPID tracks the location of each illegally dumped mattress collected, and ESD staff reports collected mattresses to the MRC monthly for compensation. The MRC has increased its allocation to fund this statewide effort from \$750,000 to \$1,000,000. Participants are now paid \$15 per mattress starting July 1, 2018 as compared to \$10 per mattress in 2017. RAPID and DOT collected 5,243 mattresses in 2017-2018 fiscal year and were able to collect \$43,020. The funds are used to support the RAPID budget.

Illegal Dumping Prevention Efforts

- Enforcement: ESD enforcement staff consists of three environmental inspectors that enforce the San José Municipal Code (SJMC) and the Schedule of Fines related to illegal dumping. ESD's inspectors conduct outreach, and issue warning notices or administrative citations. Several pieces of multilingual (English, Spanish, and Vietnamese) outreach have been developed by staff to discourage illegal dumping and inform residents on how to get rid of unwanted items correctly through the unlimited Junk Pick-up program. Outreach materials include door hangers, post cards, and flyers. ESD has implemented a procedure to issue warning letters when identifying information such as mail is found during cleanup of an illegal dump site. Illegal dumping administrative citations are dependent on public reporting and are supported by evidence such as eye witness reports, video and photographs. During the 2016-2017 fiscal year, 8 administrative citations and 66 warning notices were issued by ESD enforcement staff. For the 2017-2018 fiscal year, 23 administrative citations were issued, which is a 188% increase over the previous year, and 69 warning notices were issued, which is a five 5% increase over the previous year.

- Deterrents: Staff has identified over 160 illegal dumping hot spots locations throughout the City and has installed visual deterrents (such as cameras, banners and other signage) at many of these locations. In August 2017, 30 banners were installed at various hot spot locations, as part of a pilot project. Each banner displayed one of three different anti-illegal dumping and junk pick-up messages. The messages and overall pilot project were evaluated for effectiveness. Overall, the amount of reported dumping increased after installation of the banners. However, the mySanJosé platforms were released at approximately the same time that the banners were installed. Staff are currently piloting a second round of banner installations at 60 different hot spots with two different messages. The banners will be re-evaluated for effectiveness in January of 2019.

In July 2017, cameras were installed at three hot spot locations and are being rotated to new locations approximately every three months. The cameras have reduced illegal dumping in their vicinity by an average of 31%, and staff will continue to rotate their locations every three months. Cameras have proven to be the most effective illegal dumping deterrent within the areas they are installed. However, are also the most expensive deterrents at about \$30,000 each. ESD has not identified funding to install additional cameras. In 2017, ESD and DOT purchased 200 “No Illegal Dumping” reflective street signs that display the SJMC section for illegal dumping and related fine amounts. As of November 2018, 128 of the purchased signs have been installed, and the remaining 72 signs are scheduled to be installed by the end of the 2018-2019 fiscal year. In the Spring, ESD plans to collaborate with the Department of Public Works to assess the feasibility of new deterrent installations.

- Rewards Program: In early 2018, Staff assessed the feasibility of implementing a pilot rewards program to encourage the public to report illegal dumping. ESD evaluated other local government rewards programs across the country and concluded that issued rewards were almost always contingent on having issued fines paid which rarely happened, rendering the rewards system ineffective. Staff considered a modified rewards program (potentially for fines issued) consisting of smaller reward amounts but there were a few barriers with implementing this system. The administrative cost for the City to pay out money would likely be greater than the reward itself and potential funding sources for implementation this program are limited and yet to be identified. Staff considered looking for a grant and purchasing gift cards to issue instead of checks. If such a program were to occur, staff would need to issue a Request for Proposal (RFP) for purchase of the gift cards and secure funding. It was concluded by staff that the uncertainty of effectiveness, administrative cost, and required staff time outweighed the potential benefits of a rewards program. Staff may revisit this idea later pending the identification of a stable funding source and Council direction.
- San José State University Move Out Event: ESD has collaborated with San José State University (SJSU) and CommUniverCity each year to host a Move Out Swap or Drop event since May of 2016. The event aims to deter illegal dumping in the communities surrounding San José State University during spring move-outs. The event focuses on proper disposal and reuse of items for on and off campus students, and residents surrounding SJSU. In conjunction with the May 2018 event, ESD provided outreach on

the free Junk Pick-up program to students and residents living in the surrounding areas of SJSU. The May 2018 event collected an estimated 2 tons of material, of which about 55% was swapped or donated, and 45% was properly recycled or disposed.

- Unlimited Junk Pickup Program: To encourage San José residents to legally dispose of large items, City Council approved changing the junk pickup program from a pay-per-appointment model to being supported by garbage and recycling rates. The change commenced in the FY 2015-2016. The 2015-2016 Adopted Operating Budget included one free collection for single-family dwellings (SFD), two free collections for SFDs in 2016-2017, and unlimited collections for SFDs beginning 2017-2018.

Since shifting from a pay-per-appointment model to a no-additional-cost program, junk pickup tonnage has increased nearly 400% (see Table 2). Resident participation continues to increase following the July 2017 program change to unlimited collections. The program provides a free and legal alternative to illegal dumping of unwanted items. The most commonly collected items include mattresses/box springs, couches, and miscellaneous furniture. MFD participation continues to be high, with a nearly 10% increase from the prior fiscal year. The MFD junk pickup program has been unlimited since FY 2014-2015 with tonnage increasing over 175% since the first year.

In addition, multiple outreach tactics are used to inform the community about how to participate in the program. ESD's outreach methods include radio, TV, and social media campaigns in English, Spanish, and Vietnamese, as well as Nextdoor posts and program, postcards to approximately 108,000 MFD units. Over 12,000 doorhangers were distributed at MFDs in MFD illegal dumping hotspots. Program handout cards were provided to furniture and appliance stores, and the department ran DMV ads. Visits to the Junk Pickup webpage increased by 62% from fiscal year 2016-2017 (88,925) to fiscal year 2017-2018 (143,852).

Table 2: Junk pickup tons (SFD and MFD) collected by fiscal year

	FY 14-15	FY 15-16	FY 16-17	FY 17-18
Junk Removal (SFD)				
Total Tons Collected	844	1554	3,079	4,187
Junk Removal (SFD)				
Average Tons per Month	70	129	257	349
Junk Removal Tons (MFD)				
Total Tons Collected	634	1050	1,608	1,768
Junk Removal Tons (MFD)				
Average Tons per Month	53	87.5	134	147
Total Tons Collected	1,478	2,605	4,687	5,955

BeautifySJ Lessons Learned and Next Steps

City staff has found that the BeautifySJ Initiative message resonates with many residents as witnessed by their increased volunteerism and reporting via the mySanJosé app. Residents were also vocal about wanting the City to do more to address blight issues and to implement sustainable efforts. While the inter-departmental BeautifySJ Working Group found innovative approaches to leverage resources to meet community demands, there were three lessons learned through the first phase of the initiative's implementation. Those lessons are listed below.

- (1) **Organizational Structure:** During the Phase I launch of the initiative, PRNS took the lead role in facilitating implementation with a larger inter-departmental working group. In doing so, departments reallocated existing resources from existing programs to make it work, sometimes to the detriment of existing programs and services. With this in view, each department is presently evaluating individual resources and needs to determine how best to sustain BeautifySJ activities in conjunction with prior existing commitments. Consequently, the City Council should expect to see a number of different resource ideas advanced during the 2019-2020 Proposed Operating Budget development process, including those related to establishing the correct management and staffing structures needed to sustain and expand current programs; managing inter-departmental collaborations; and, coordinating and aligning program services in ways that leverage internal and external resources and partnerships.
- (2) **Behavior Change:** To have sustainable impact on the current blight issues, there needs to be a focus on behavior change. All the current programs aligned with the BeautifySJ Initiative employs an abatement-only strategy with very little outreach or education aimed at changing/modifying behavior as it pertains to blight throughout the City. However, a broadly coordinated education and outreach strategy will be essential in maintaining the initiative's current momentum as the City seeks to grow the, impacts that BeautifySJ

Initiative programs have on the community in the long-term. Consequently, as a next step in advancing this initiative, the interdepartmental working group will develop a more comprehensive strategy and seek resources to better engage the public in behavior change.

- (3) Equipment and Resources: Many of the BeautifySJ programs are dealing with vehicle fleets that are too small and the lack of the necessary equipment and tools needed for program optimization. This lack of equipment creates inefficiencies in service delivery and impedes the initiative's ability to achieve its stated goals and its ability to keep up with the community's expanding demands for BeautifySJ Initiative program services. In addition, many of the programs do not have adequate staffing resources to meet the increased demand for services. For example, staff often finds that too few fleet vehicles are available when BeautifySJ program activities are highest. This limits the number of clean-ups that staff is able to deliver in support of community-led clean-up efforts. The inter-departmental working group will coordinate budget proposals for the resources necessary to deliver prompt clean-up efforts throughout the city.

Conclusion

The BeautifySJ Initiative's call to action has resonated with our residents, partners and stakeholders. Residents are increasingly volunteering and participating in new programs designed to pick up junk for free, while also increasing their use of the mobile app to report blight-related issues. In addition, our partners are working with us to address litter along creeks and on freeways with the additional resources that City Council has already provided to support BeautifySJ's initial efforts. Moving forward, to ensure continued sustainable efforts, additional resources are needed to ensure that the BeautifySJ Initiative's goals and outcomes are met. The inter-departmental working group will be working in coordination to advance budget proposals that allow programs to meet increased demand and ensure sustainability of efforts.

EVALUATION AND FOLLOW-UP

This BeautifySJ Initiative report provides program performance information for FY2017-2018. The next annual report will be submitted to the Neighborhood Services Committee and Council in Fall 2019.

PUBLIC OUTREACH

This memorandum will be posted on the City's website for the December 13, 2018 Neighborhood Services and Education Committee meeting.

11/27/18

Subject: BeautifySJ Annual Report

Page 19

COORDINATION

This report was coordinated with the City Attorney's Office, Parks, Recreation and Neighborhood Services, Department of Transportation, Environmental Services Department, and the City Manager's Office.

COMMISSION RECOMMENDATION/INPUT

This report was not presented at a Commission.

CEQA

Not a Project, File No. PP17-009, Annual Report.

/s/
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For questions, please contact Angel Rios, Deputy City Manager, at (408) 535-8118.

Attachments:

- Attachment A: BeautifySJ Score Card
- Attachment B: Illegal Dumping Before and After Photographs
- Attachment C: Illegal Dumping a Collaborative Effort