



CITY OF SANTA BARBARA

COUNCIL AGENDA REPORT

AGENDA DATE: March 11, 2008
TO: Mayor and Councilmembers
FROM: Administration Division, Finance Department
SUBJECT: Proposed Solid Waste Program Action Plan And Staff Changes

RECOMMENDATION: That Council:

- A. Hear a report from staff on the proposed action plan and staff changes in connection with the development, implementation and maintenance of key solid waste diversion projects and initiatives over the next several years; and
- B. Adopt, by reading of title only, A Resolution of the Council of the City of Santa Barbara Amending Resolution No. 07-053, the Position and Salary Control Resolution for Fiscal Year 2008, Affecting the Water Resources Division of the Public Works Department Effective March 15, 2008.

DISCUSSION:

Background

On September 13, 2005, the City Council approved the City of Santa Barbara Solid Waste Strategic Plan (Plan). The purpose of the Plan was to identify strategies to maximize the diversion of solid waste from the local landfill. The Plan contained a number of projects and initiatives targeted at waste diversion, some of which have been completed, with others either underway or in the development stage.

In August 2007, with the retirement of the Water Resources Manager, the Environmental Services Division was assigned to the Finance Department, under the supervision of the Assistant Finance Director. As a result, staff took the opportunity to review the proposed projects and initiatives, and to develop an updated action plan that was closely aligned with the current priorities of the City, establishing a more reasonable timeframe for completing these efforts given existing workloads and staff resources.

REVIEWED BY: _____ Finance _____ Attorney _____ Name of Additional Department(s) That Need to Review CAR

Agenda Item No. _____

The action plan was presented to the Solid Waste Committee in November 2007. The Committee supported the approach and the established priorities, but believed the estimated completion dates needed to be accelerated given the environmental benefits of the projects and their effect on meeting the City's short and long-term waste diversion goals.

On January 29, 2008, staff presented the Solid Waste Committee a revised proposal to expedite the completion of the action plan, developed in conjunction with several proposed changes to staffing in the Environmental Services Division. The proposed action plan and staff changes were approved 2-1 by the Committee.

Proposed Staff Changes

The proposed staff changes include the following elements:

1. Creating a full-time Environmental Services Manager position;
2. Converting hourly staff;
3. Upgrading a Recycling Technician to an Environmental Specialist I; and
4. Revising the scope of supervision of the Environmental Services Supervisor.

Each of these items is discussed in detail below.

1. **Addition of Environmental Services Manager** – This is a key element of the changes listed above, and was modeled after the City's Creeks Program, which has been very successful having a dedicated, full-time manager to guide staff in developing and implementing a number of innovative projects. To date, the level of management oversight provided to the Environmental Services Division has not been adequate to advance its projects and initiatives in a timely manner.

In addition to providing guidance and direction to staff on a number of projects, the Environmental Services Manager will be involved in projects and efforts at a regional level, which are critical to the long-term success of the City's Solid Waste Strategic Plan. A good example is the current study of conversion technology (CT), which is being undertaken as a joint effort between City and County staff. These kinds of regional efforts will require considerably more time of City staff given their complex and political nature, and is therefore more appropriately assigned to a management level staff.

There was considerable discussion and different viewpoints among the Solid Waste Committee members regarding the proposed addition of a full-time Environmental Services Manager. The discussion centered on the relative benefit of adding a full-time manager versus potentially hiring one or two technical staff to advance the Division's projects in a more expeditious manner. The Committee ultimately supported adding a full-time manager on a 2-1 vote.

The costs in the current year are estimated to be less than \$25,000 given the time required to recruit and fill the position. The cost of the new position, including benefits, in fiscal year 2009 will be \$137,336. See Attachment 1.

2. **Conversion of Hourly Staff** – The Environmental Services Division consists of two programs: Environmental Programs and the Solid Waste Program. Within the Solid Waste Program, there are five full-time employees, and six part-time, hourly employees performing ongoing work.

The large number of hourly employees has been a function of the evolving nature of the work over the last several years, and the fact that it is a relatively new program. However, given the number of projects and initiatives planned over the next several years, and the long-term goals of the City with respect to solid waste diversion, the number of staff resources needed to carry out these efforts will not diminish in the near future.

The proposal is to convert a total of 3.25 full-time equivalent (FTE) hourly positions (six people) into 3.5 FTE regular positions (four people). In other words, a total of 6 positions would be consolidated into 4 positions (see Attachment 1). The conversion of hourly employees will result in three full-time positions and one part-time (0.50) position, as follows:

1. Outreach Coordinator – Part-Time
2. Recycling Educator (2 Positions) – Full-Time
3. Administrative Specialist – Full-Time

Although the conversion of hourly staff results in a net increase of just 0.25 full-time equivalents (FTE's), it will provide a significant enhancement to the current level of effort for education and technical assistance, a critical element of many of the City's diversion initiatives. Currently, two part-time, hourly, staff persons are assigned to education and technical assistance, which has led to some increases to recycling in the business sector. With the proposed conversions of hourly positions, two full-time (Recycling Educator) positions are being created to perform this function, doubling the current level of effort. Enhancing education and technical assistance resources is extremely important since the successful implementation of the planned programs and initiatives will be largely dependent on the business and residential community's understanding of the importance of recycling, the financial incentives available to them, what types of materials can be recycled, and a number of other technical issues related to recycling.

The current year (fiscal year 2008) impact is estimated at \$29,916, which will be absorbed from existing appropriations, including unspent appropriations in the hourly salary account. The net fiscal impact of converted hourly positions in fiscal year 2009 is estimated to be \$89,749, which includes the net addition of 0.25 FTE's and the incremental costs associated with providing benefits to regular employees.

3. **Upgrade of Existing Position** – Staff proposes upgrading an existing position from Recycling Technician to Environmental Services Specialist I. This is in recognition of the need for higher level staff to assume responsibility for the development and implementation of complex, multi-faceted projects with significant diversion potential. One of the first projects that will be assigned to this position is the implementation of a foodscrap recovery and composting program in the business sector. The net incremental cost in fiscal year 2009 for this position upgrade is \$13,191. See Attachment 1.
4. **Revision to Scope of Supervision** – The Environmental Services Supervisor currently oversees five (5) full-time staff and six (6) hourly staff. If all of the proposed staff changes are approved by Council, the Supervisor's span of control would be a total of eight (8) full-time employees and one (1) part-time regular employee.

While having nine "direct reports" may work in certain cases, such as in operations that are well established and highly routine in nature, under normal circumstances the recommended span of supervisory control is 4-6. Therefore, we propose to have the three Environmental Services Specialists report directly to the new Environmental Services Manager. This will result in the manager and supervisor each having a total of five direct reports. These changes are reflected in the attached proposed organization chart (Attachment 2). The boxes outlined in dotted lines on Attachment 2 represent the new proposed positions.

Proposed Action Plan

The proposed action plan is detailed in Attachment 3 to this agenda report. It focuses on the key projects and initiatives, and therefore does not represent all of the work performed by the Environmental Services Division. Attachment 4 provides the estimated timelines for completing these projects and initiatives.

The action plan was developed based on two key considerations: (1) the relative impact to increasing diversion of solid waste from the landfill; and (2) the beneficial impacts to related environmental concerns and issues. Based on these two considerations, the highest priority was given to increasing the diversion of traditional recyclables from the landfill, and establishing a foodscrap recovery and composting program in the business sector.

The priority placed on business recycling stems from the fact that this sector is only diverting 25% of its total waste generation. An estimated 10,500 tons of recyclable materials are being landfilled annually, presenting a tremendous opportunity to not only reduce the volume of material that is landfilled, but also to realize the significant benefits to the environment from recycling these materials. We expect to have identified the steps necessary to make significant strides in this sector completed by December 2008.

Increasing recycling in the single-family residential (SFR) sector will follow the business sector since they are already diverting 60% of their overall waste stream. The multi-unit residential sector will then follow the SFR sector.

Since foodscraps are the largest single element in the business sector's waste stream, and also results in the production of methane gas as discussed above, staff believes a program that collects foodscraps and converts it into compost will result in considerable gains in our diversion rate as well as significantly reduce the generation of methane gas, thereby decreasing our community's impact on the global climate.

Although foodscraps are not as significant in the single-family and multi-unit residential sectors, we expect to have a foodscraps recovery and composting program in place in all sectors by late 2009.

BUDGETARY IMPACTS:

The net cost for the remainder of fiscal year 2008 for all of the proposed position changes, based on the expected time to recruit and fill the positions, is estimated at \$57,203, which will be funded from existing appropriations. The net fiscal impact in fiscal year 2009 is expected to be \$240,276, which will be funded from a combination of revenues, including recycling revenues and expenditure reductions. City and County staff are currently finalizing an agreement for sharing revenues and costs associated with handling and processing commingled recyclables, which will be brought to the City Council within the next thirty days.

SUSTAINABILITY IMPACTS:

Recycling municipal solid waste and the City's other efforts to divert materials from landfills have considerable beneficial impacts to the environment. The United States Environmental Protection Agency has acknowledged and developed metrics that provide clear evidence of reduced greenhouse gas emissions through recycling, which results in the creation of products using recycled feed stocks versus using virgin, natural resources. All of the activities of the attached action plan contribute to the City's goal of becoming a more sustainable community.

- ATTACHMENTS:**
1. Summary of Proposed Staff Changes
 2. Proposed Environmental Services Organizational Chart
 3. Summary of Key Projects and Initiatives
 4. Timelines for Key Solid Projects (Chart)

PREPARED BY: Robert Samario, Assistant Finance Director

SUBMITTED BY: Robert D. Peirson, Finance Director

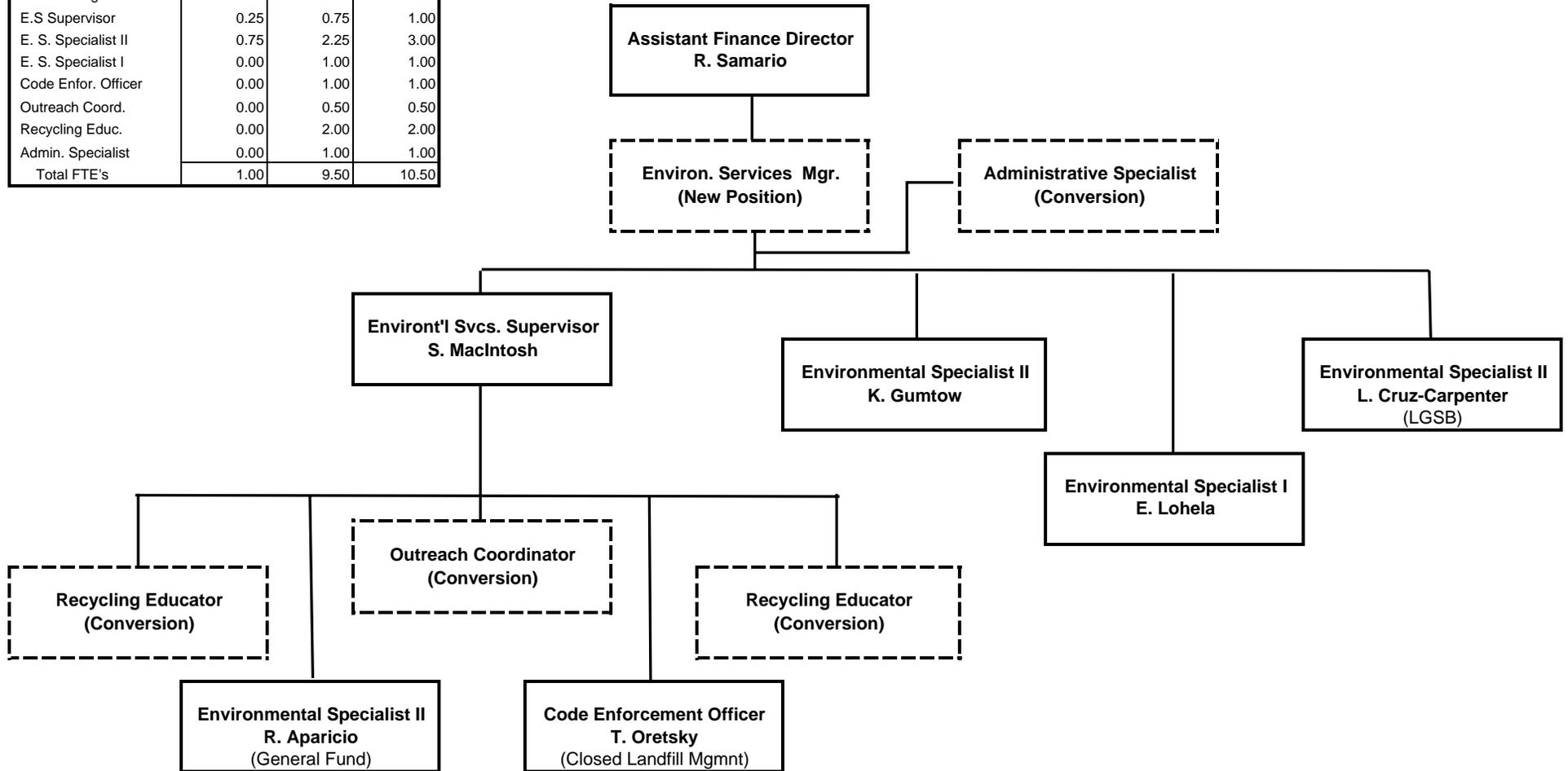
APPROVED BY: City Administrator's Office

**ENVIRONMENTAL SERVICES DIVISION
Summary of Proposed Staff Changes**

<u>Staffing Subject to Change</u>	<u>Proposed Position Changes</u>	<u>FY 2008 Fiscal Impact</u>	<u>FY 2009 Fiscal Impact</u>																																														
<u>CONVERSION OF HOURLY EMPLOYEES</u>																																																	
<div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;"> Recycling Technician \$23,150 0.5 FTE </div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;"> Admin Analyst I \$30,003 0.5 FTE </div>		\$ 6,519	\$19,557																																														
<div style="border: 1px solid black; padding: 5px;"> Recycling Educator \$72,710 1.0 FTE </div>				<div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;"> Graphics Designer \$28,688 0.5 FTE </div>		4,135	12,406	<div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;"> Recycling Technician \$23,150 0.5 FTE </div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;"> Recycling Technician \$23,150 0.5 FTE </div>		8,803	\$26,410	<div style="border: 1px solid black; padding: 5px;"> Recycling Educator \$72,710 1.0 FTE </div>	<div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;"> Administrative Specialist \$28,708 0.75 FTE </div>		10,459	31,376	3.25 FTE's	3.50 FTE's			SUB-TOTALS - CONVERSIONS		<u>29,916</u>	<u>\$89,749</u>	<u>RECLASSIFICATIONS</u>				<div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;"> Recycling Technician \$73,007 1.0 FTE </div>	<div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;"> Environmental Spec. I \$86,198 1.0 FTE </div>	4,397	\$13,191	<u>NEW POSITION</u>					<div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;"> Environ. Svcs Mgr. \$137,336 1.0 FTE </div>	22,889	137,336		1.0 FTE			SUB-TOTALS - RECLASS/ADDS		<u>27,286</u>	<u>150,527</u>	<u>\$229,856</u>
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**CITY OF SANTA BARBARA
Environmental Services Division
Proposed Organizational Chart**

Position	G. Fund	SW Fund	Total
E. S. Manager	0.00	1.00	1.00
E.S Supervisor	0.25	0.75	1.00
E. S. Specialist II	0.75	2.25	3.00
E. S. Specialist I	0.00	1.00	1.00
Code Enfor. Officer	0.00	1.00	1.00
Outreach Coord.	0.00	0.50	0.50
Recycling Educ.	0.00	2.00	2.00
Admin. Specialist	0.00	1.00	1.00
Total FTE's	1.00	9.50	10.50



CITY OF SANTA BARBARA
Environmental Services Division
Summary of Key Projects and Initiatives

In September 2002, City Council approved a policy document entitled Solid Waste Principles, Goals and Strategies. The primary policy objectives of this document are to become the recycling leader of the State of California and to achieve a diversion rate of 70% by the year 2010. This document set the City on its current path toward reestablishing itself as a leader in the area of recycling and other activities associated with maximizing diversion of solid waste from the landfill. In September 2005, City Council approved another document titled the Solid Waste Strategic Plan, outlining a 5-year approach to reaching these policy objectives and goals.

Since the Strategic Plan was approved, a great deal of progress has been made on many of its programs and projects, resulting in the City's most recent state-certified diversion rate of 64%. While this diversion rate is encouraging, a great deal of work remains to be done.

The projects and initiatives described below represent the key efforts necessary for the City to reach its short-term and long-term waste diversion goals and advance its overall priorities.

Conversion Technology Study (CT) – This is a project that is already underway and is a high priority given its potential to dramatically reduce the volume of solid waste being disposed of in the local landfill. City and County of Santa Barbara staffs are working jointly, assisted by a consultant, in studying various technologies and CT vendors, and the feasibility and suitability of siting a CT facility on the south coast.

Business Recycling – The business sector generates over 54,000 tons of municipal solid waste (MSW) annually. Of that total, over 40,000 tons wind up at the County's Tajiguas Landfill, and just over 13,000 tons (25%) is diverted as either commingled recyclables or greenwaste. The business sector accounts for approximately 58% of the total waste sent to the landfill generated by the City. In comparison, the single family sector diverts approximately 60% of the MSW and disposes less than 14,000 tons annually.

Environmental Services staff is proposing a three-pronged strategy for significantly increasing the level of recycling in the business sector.

1. **Modifying Existing Solid Waste Rates** – We have already hired a consultant to assist in a rate study. The goals are to provide greater financial incentives for recycling, cure inconsistencies and problems with the current billing structure that may discourage recycling, and ensure that City and hauler revenues remain neutral.

2. Implementing an Aggressive Education and Outreach Campaign Targeting the Business Sector – We are currently developing a comprehensive education and outreach plan designed specifically for the business sector.
3. Establishing the Required Staff Resources to Execute the Education and Outreach Campaign – Education and outreach has already begun, although on a limited basis given existing staff resources. This has already resulted in increased recycling by certain businesses. The conversion of hourly staff, and a more focused and coordinated work effort, will establish two (2) full-time Recycling Educators whose primary jobs will be to work with businesses, provide technical assistance, education, etc., in accordance with the Education and Outreach Campaign.

Foodscraps Recovery and Composting – Approximately one year ago, the City implemented the Pilot Foodscraps Recovery and Composting Program. It currently includes Cottage Hospital, City College, the Santa Barbara Zoo and a number of local restaurants and coffee shops. To date, over 120,000 pounds (60 tons) of food waste have been collected and composted. The foodscraps are taken to Engel & Gray near Santa Maria, a certified composting facility, where they are combined with other organic material and used to produce compost, which is then sold to local farmers.

This pilot program has been extremely successful, and will be rolled out to all food establishments within the next year. The high priority placed on this program stems from the fact that almost 13,000 tons of food and other compostable waste, generated by food serving establishments, is disposed of in the Tajiguas Landfill. This represents over 30% of the total waste generated and landfilled by the business sector. Food waste, unlike inorganic materials, creates large amounts of methane gas within a very short time when sequestered in an anaerobic environment, such as that which is created by landfills. Methane gas is one several greenhouses gases, and is 23 times more potent than CO₂ in its effect on climate change.

The key steps involved include the following:

1. Rate Adjustments – The rate study referred to above will include adjustments to rates to create the necessary financial incentives to sort and capture foodscraps. We have already begun discussions with the City's contracted haulers to identify operational and financial impacts resulting from the implementation of a foodscraps collection program, which will be folded into the rates in a manner that results in revenue neutrality.
2. Contract Negotiations – We are working with Engel & Gray, the only certified composting facility in the county, for the acceptance of the City's foodscraps. These negotiations will need to be completed and brought to City Council for acceptance.

3. Education and Outreach – As with the plan for increasing recycling in the business sector, the success of the program will largely be affected by the degree to which we educate and provide technical assistance to businesses. As such, we will be including a strategy for foodscrap collection in the Education and Outreach Campaign we develop.

Universal Waste Collection Program – California waste regulations have designated a category of hazardous waste called “universal waste” (u-waste). This category includes many items, including fluorescent lamps, cathode ray tubes (CRT’s) like computer monitors and televisions, instruments that contain mercury, batteries, and a wide range of electronic equipment. These items contain mercury, lead, cadmium, copper and other substances hazardous to humans and the environment. They are prohibited, along with other hazardous waste, from being disposed of in landfills.

In partnership with the University of California, Santa Barbara, the County operates the Community Hazardous Waste Collection Center, which is open to residents in the unincorporated communities of Orcutt and the Santa Ynez Valley; as well as the Cities of Santa Barbara, Goleta, and Solvang. The County also accepts universal waste from South Coast residents at the South Coast Recycling & Transfer Station located near the County jail facility.

In addition, MarBorg Industries operates the City’s Anti-freeze, Battery, Oil and Paint (ABOP) facility located on the east side of Santa Barbara, where residents can drop off these hazardous materials, as well as fluorescent tubes, compact fluorescent lights (CFL’s), compact discs, and cell phones. Each of these facilities arranges for the appropriate handling and disposal of these materials, much of which is recycled.

While these facilities are available to the City residents, for a number of reasons they are not fully utilized. For example, only 3,271 City residents used the UCSB hazardous waste facility in fiscal year 2007. Many residents simply store universal waste for many months, or even years, and many of these items are likely finding their way into the Tajiguas Landfill despite laws prohibiting it.

Because of the environmental impacts created from their improper disposal, Environmental Services staff proposes to establish a Universal Waste Collection Program. The City has already established a program for the collection of electronic waste (“e-waste”) from City facilities, and has also sponsored e-waste collection events within the City that have been very successful and evidence the need for an ongoing collection program.

Single-Family and Multi-Unit Residential Organics Collection Program – With the lessons learned from implementing a business foodscrap collection program, we propose to expand the program to the remaining sectors in the City. This will enable the capture of foodscrap from City residents, enhancing the overall benefits associated with diverting organics from the landfills, and producing compost that would be marketed predominantly to the agricultural community in north Santa Barbara County and San Luis Obispo County.

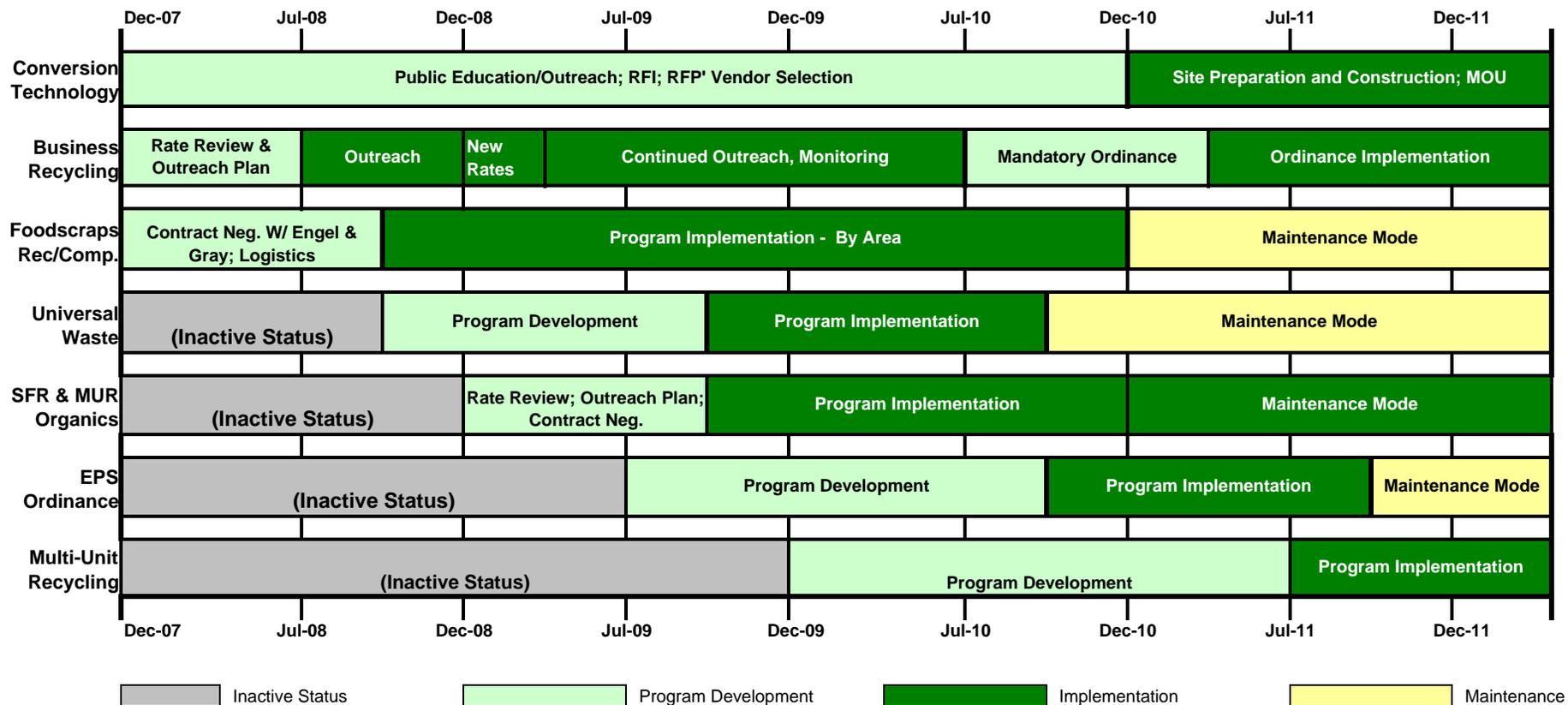
Expanded Polystyrene (EPS) Ordinance – The implementation of a citywide foodscraps collection program will enable the implementation of an ordinance banning the use of expanded polystyrene (EPS). As envisioned, the ordinance will either require or encourage the use of service ware made from compostable materials, which will be able to be disposed of in the same container used to collect foodscraps and greenwaste.

Multi-Unit Recycling (MUR) – Of the three sectors, the least amount of MSW is disposed of by the MUR sector (~11,000 tons), of which approximately one-third is foodscraps and other compostable material. However, this sector is only diverting 21%.

This sector presents unique challenges, yet it is still an important sector to work with to increase recycling. The steps involved are similar to the other two sectors (business and single-family residential), including adjusting rates to provide added financial incentives, directing our education and outreach efforts to both landlords and tenants, and addressing any space constraints that are often associated with MUR facilities.



CITY OF SANTA BARBARA Key Solid Waste Projects Estimated Timelines - (updated 2-11-08)



* Includes Single Family Residential (SFR) and Multi-Unit Residential (MUR)