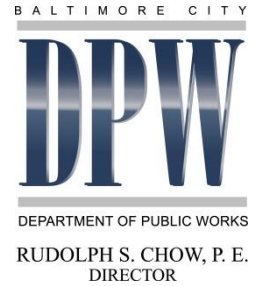




Catherine E. Pugh
Mayor



BALTIMORE CITY DEPARTMENT OF PUBLIC WORKS

ANNUAL REPORT ON ACTIONS TAKEN TO REMEDiate ILLEGAL DUMPING IN BALTIMORE CITY

JANUARY 2017

Introduction

In accordance with House Bill 670 of 2016, the purpose of this report to the Baltimore City Delegation to the General Assembly is to describe actions taken by Baltimore City to remediate illegal dumping. This report covers Fiscal Year 2016. It is the responsibility of the Department of Housing and Community Development (DHCD) to investigate and issue citations for the offense of illegal dumping. Once DHCD has investigated an illegal dumping location, either through a citizen complaint or by proactively discovering an illegal dumping site, the matter is referred to the Department of Public Works (DPW) to remove the illegally dumped debris. The Department of Public Works offers many services and programs to allow residents and businesses to properly dispose of waste. Critical to combating illegal dumping in Baltimore City is a comprehensive educational outreach program and intensive sanitation enforcement. The DPW Office of Communications and Community Affairs provides educational outreach to engage residents in preventing and reporting illegal dumping.

Overview of Illegal Dumping in Baltimore

Illegally dumped waste is a persistent issue in Baltimore City with an estimated 10,000 tons of waste illegally dumped annually. This leads to many negative impacts on the environment and the health of the community. In addition to contaminating the soil, surface water and groundwater, illegal dumping creates many health hazards to residents living in close proximity to dump sites. Examples include increased injury from sharp objects, breeding grounds for mosquitos that lend to the spread of diseases, and attracting rats and other nuisance wildlife. Dumping sites also have an adverse effect on the surrounding neighborhood property values and can adversely impact the local tax base. These areas can be unattractive to commercial and residential developers and deter investors.

Legally, the disposal of any waste in an area not designated for such disposal is considered “illegal dumping.” This includes dumping at corner cans, in parks, in alleys, in yards of homes, in lots of buildings, etc. It is considered illegal dumping every time a resident or business owner dumps a bag of trash at a corner can, drops off tires in an alley, dumps construction debris in a park, or disposes trash in the yard of a vacant property. From a 311 Request System standpoint, however, the 311 Service Request (SR) category of “illegal dumping” captures only a portion of illegal dumping occurrences. Depending on how the complainant views the issue, illegal dumping could be reported to 311 in a variety of ways. There are several SR categories that may involve some degree of illegal dumping, including: corner can collection, property management cleaning, bag pickup, dirty alley, park cleaning, water way cleaning, and SIU clean up. Depending on how the issue is reported, it may be referred directly to DPW to be cleaned without an investigation by HCD. While this allows the expedient trash removal and cleaning of the area, it generally does not allow for the opportunity to issue a citation.

Traditionally, illegal dumping is considered the dumping of large quantities of material ranging from large bags to building materials and bulky items. It is difficult to profile a typical illegal dumper, however, offenders can include construction companies, landscapers, scrap collectors, unpermitted small haulers, and local residents. Illegal dumping generally takes place in more secluded locations, on vacant lots or homes, back alleys, and wooded areas. It is more common in areas with a high number of vacant homes or areas with transient populations that may not be familiar with their trash collection schedules or other services.

The City expends many resources to prevent and respond to all types of illegal dumping. This report outlines the functions of the Department of Public Works and of the Department of Housing and Community Development as they relate to illegal dumping.

Services Provided by The Department of Public Works

The Department of Public Works, Bureau of Solid Waste is responsible for the curbside collection of solid waste and recycling from approximately 200,000 households and small businesses¹ each week². In early 2016, DPW began city-wide distribution of municipal trash cans to single family homes and small businesses. These sturdy cans with attached lids make it possible for residents to conveniently and securely store their trash.

In addition to curbside collection, DPW offers several free and convenient services for residents to dispose larger bulk items, larger quantities of materials, and household hazardous waste. DPW's Bureau of Solid Waste operates bulk trash collection, which provides residents with the opportunity to place up to three (3) bulk trash items for collection, free of charge. Furniture and White Goods are items commonly collected through bulk trash service. The Bureau of Solid Waste operates five (5) citizen convenience centers throughout the city that allow residents to dispose of their trash, recycling, yard waste and bulk items³. Seasonal collection of household hazardous waste is offered at the Northwest Citizen Convenience Center, allowing residents to responsibly dispose of hazardous materials that should not go out with mixed refuse. Permitted small haulers⁴ are able to dump refuse at the Quarantine Road Landfill for a nominal fee.

¹ According to the Article 23 of the Baltimore City Code, any location that generates over 96 gallons of solid waste per week must provide for their own waste removal. DPW will collect waste from businesses that generate under this amount.

² In Fiscal Year 2016, the Bureau of Solid Waste collected about 156,000 tons of trash from curb-side collection.

³ A map showing the City's Citizen Convenience Centers can be found on the DPW website: <http://publicworks.baltimorecity.gov/sites/default/files/Drop-off%20Locations%202016.pdf>

⁴ Small haulers are those engaged in the collection and disposal of solid waste in the city for pay using only one truck with a ¾ ton capacity or less and gross weight of 7,000lbs or less. The Baltimore City Health Department issues and administers the permits for small haulers. DHCD issues citations for unpermitted haulers.

The Bureau of Solid Waste proactively cleans city gateways, services corner litter cans, performs park cleaning, responds to dirty alley and street complaints, performs waterway cleaning, and performs rat eradication, among other responsibilities. The switch to a four-day collection week, under the One Plus One effort, freed up crews and equipment, allowing for the creation of dedicated Alley and Lot Cleaning Crews. The Bureau of Solid Waste can now address alley and lot cleaning on an assigned and proactive schedule. For the last few years, dedicated alley and lot cleaning crews have been able to address illegal dumping “hot spots” without having to rely solely on citizen complaints. The City’s cyclical response to illegal dumping problem is a costly endeavor. In Fiscal Year 2016, the Department spent \$18,666,822 on right of way cleaning services, which includes street and alley cleaning, mechanical street sweeping, marine operations, and cleaning of business districts.

In addition to the numerous cleaning and collection services that DPW provides, it also attempts to remediate illegal dumping by educating the public on proper trash disposal. Prevention practices are non-structural practices focused on shifting the public’s approach and attitude toward littering and illegal dumping. The Bureau of Solid Waste has many programs and services available to help engage communities.

The Community Pitch-In Program empowers residents to tackle the trash problems in their neighborhoods. Community associations can request up to four (4) roll-off dumpsters yearly to aid in cleanup efforts. The Mayor’s Annual Spring and Fall Cleanups⁵ are multi-agency, city-wide events, spearheaded by the Bureau of Solid Waste, that encourage residents to clean up their communities. The Bureau offers bags, roll-off dumpsters, and same-day bag collection to participating community organizations and business organizations.

The DPW Office of Communications and Community Affairs educates residents and businesses on proper trash disposal and advertises DPW’s services. This office provides useful information through the DPW website, social media, the annual DPW calendar, and informational brochures and flyers. In 2012, DPW created several liaison positions to provide regular outreach to community groups and non-profits through educational presentations, participation in public meetings and cultural events, and working with local schools. Community Liaisons are assigned by City Council District so they get to know the community leaders, the residents, and the unique issues in the assigned area.

The Liaisons teach residents about the importance of proper trash disposal in municipal trash cans or sturdy, durable cans with tight-fitting lids and the importance of preventing and reporting illegal dumping. The Liaisons also provide information to residents about DPW services, including the citizen convenience drop-off sites, recycling, clean-up events, recycling bin sales, shredding events and household hazardous waste drop off days. In addition, the Community

⁵ In 2016, the Spring Cleanup had 258 registered groups for a total of 5,782 volunteers participate. The Fall Cleanup had 197 registered groups for a total of 3,485 volunteers participate.

Liaisons offer educational programs to public schools. These programs are important for educating the next generation of citizens on the importance of caring for their neighborhood and environment. Content includes information on trash reduction, recycling, litter prevention, and storm drains/stormwater management, as well as the connection between these efforts and the health of the harbor and the environment. In FY 2016, the liaisons attended 291 community meetings and facilitated fifty (50) presentations at twenty-three (23) schools.

In October 2015, a program called Clean Corps was introduced at the Mayor's Fall Cleanup. This program is a collaboration between the Mayor's Office, government agencies (Office of Sustainability, DPW, DHCD, and the Environmental Control Board), and nonprofit partners including Baltimore Green Works and the Waterfront Partnership. It utilizes the core principles of community-based social marketing and peer-to-peer networking to engage, educate, and motivate residents, businesses, schools, and neighborhood associations to change their behavior toward litter, trash, and proper waste disposal. Through this program, Solid Waste employees work with community leaders to conduct trainings, offer resources and information, and provide supplies for conducting monthly neighborhood clean-ups, such as trash grabbers, gloves, buckets, trash bags, and reflective vests. Community leaders then report the results of their clean-ups to the Bureau of Solid Waste. To date, Clean Corps has provided training, educational material, services, and resources to twenty-eight (28) neighborhoods across Baltimore⁶. The educational materials included a bilingual "Clean City" resource guide that provides information on a variety of trash issues, including: proper disposal of trash, recycling, and illegal dumping⁷.

This range of effort all works toward the goal of maintaining a clean and healthy city. By providing free municipal trash cans, weekly curb-side trash collection, bulk trash collection, cleaning services, and opportunities to use citizen convenience centers, the Bureau of Solid Waste makes it convenient for residents who wish to keep their properties clean to do so. In addition, DPW's Community Liaisons help residents understand the importance of a clean city and the services available to them.

The Department of Housing and Community Development Code Enforcement

While proactive cleaning, education, and communication are key to a clean city, enforcement is needed where these efforts fail. The responsibility to investigate and enforce illegal dumping

⁶ Twenty (20) targeted neighborhoods were selected based on a number of factors including but not limited to 311 SR(s) for dirty alleys, rats, illegal dumping, and sanitation related citations. Any neighborhood interested in joining Clean Corps may visit the website for more information: <http://www.cleancorpsbaltimore.org/>

⁷ The "Clean City" guide and other informational items can be found on the DPW website: <http://publicworks.baltimorecity.gov/FactSheets-Applications-Presentations>

complaints falls under Department of Housing and Community. The Code Enforcement team of DHCD will issue citations for sanitation issues, such as properties that do not have trash contained in a proper container or properties with trash and debris. The Special Investigations Unit (SIU) of DHCD will investigate more serious illegal dumping complaints, such as large amounts of bagged trash, dumped bulk items, construction debris, etc. These investigators utilize any evidence available, including eyewitness accounts, security cameras, and any receipts or identifying information found on site. The DHCD team can issue citations for illegal dumping and can also pursue cases through legal means. In Fiscal Year 2016, DHCD issued 1,959 citations for illegal dumping activities and resolved 75 criminal cases for illegal dumping. Currently the fines for illegal dumping can be \$50 - \$30,000 and in some cases can include imprisonment.

The investigation of illegal dumping requires coordination between Solid Waste and DHCD. DHCD owns and operates a number of rotating hidden cameras designed to catch illegal dumping. DHCD currently proactively inspects 100 “hot-spots” multiple times a week for evidence of illegal dumping. The Bureau of Solid Waste continues to work with DHCD to identify new hotspot locations for enhanced sanitation enforcement. SIU has completed many successful investigations of illegal dumping occurrences. If bags of trash are present, SIU will open the bags and search them for any identifying evidence. The investigators also use evidence gathered by witnesses, such as descriptions of individuals and vehicles, including license plate numbers. After DHCD finishes its initial investigation of an illegal dumping complaint, it will refer the location to DPW for cleaning.

Conclusion

DPW continues to make great strides in addressing the sanitation challenges in Baltimore City. While we are extremely proud of what we have been able to accomplish, we know that we have a long way to go in order to make Baltimore a cleaner city. Behavior change is essential in our efforts, which can be accomplished through a combination of education and enforcement. DPW will continue to investigate methods of remediating illegal dumping.

TABLE 1
DHCD Citations for Illegal Dumping by Legislative District FY 2106

District 40	606
District 41	150
District 43	198
District 44A	207
District 45	389
District 46	409
Total	1959

These citations include a range of dumping related citations, including for trash dumped on lots, next to corner cans, in the right of way, etc. It also includes citations for illegal discharge which is the dumping of grease, oil, mortar, or other liquids.

TABLE 2
SR Categories of Illegal Dumping

These SRs may be created due to illegal dumping but do not necessarily mean that illegal dumping was involved in the complaint. The complaints can also be due to loose litter, overflowing trash cans, or other non-dumping issues. Solid Waste responds to each of these SRs for cleaning.

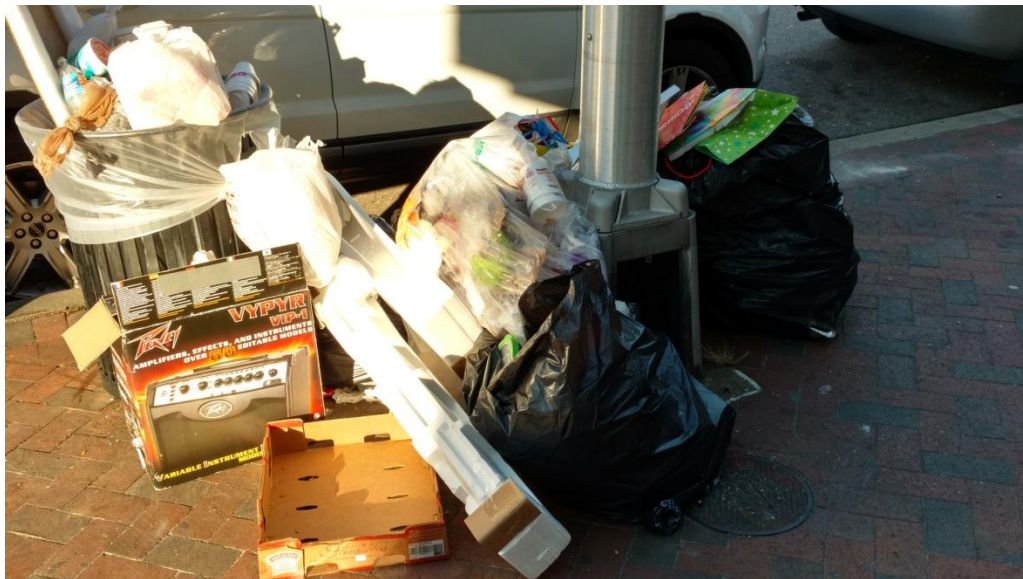
311 SR Category	Possible Type of Illegal Dumping	Number of SRs Reported in FY 2016
Illegal Dumping (HCD)	- Bulk Items* or Bags of Trash in Alleys -Bulk Items or Bags of Trash in Parks, Vacant Lots or Yards - Bags of Trash in Corner Litter Cans	4,776
Dirty Alley (SW)	- Bulk Items or Bags of Trash in Alleys	26,691
Dirty Street (SW)	- Bulk Items or Bags of Trash on the Street or Sidewalk	15,517
Park Cleaning (SW)	- Bulk Items or Bags of Trash in Parks	869
Water Way Cleaning (SW)	- Bulk Items or Bags of Trash in Streams	44
Corner Can Collection (SW)	-Bags of Trash in Corner Cans -Bulk Items around Corner Cans	2,198
SIU Clean Up (HCD)	-The Cleaning of Illegal Dumping Sites after DHCD's SIU has investigated	1,013

*"Bulk Items" can include any large item including mattresses, furniture, tires, and construction debris.

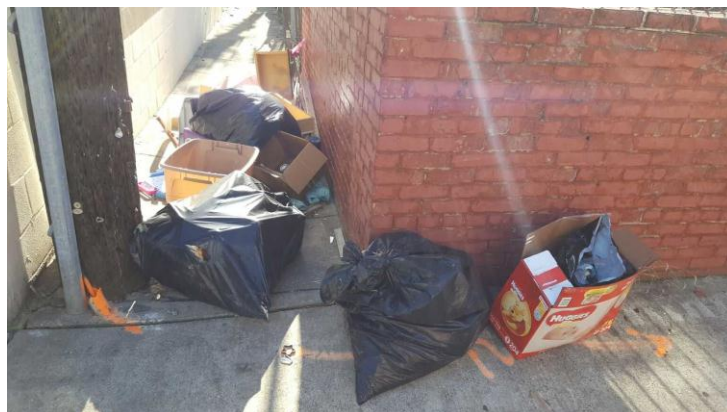
SW = Solid Waste: These requests are referred to DPW's Bureau of Solid Waste, which responds by cleaning/collecting. These are not investigated by HCD or recorded as illegal dumping unless there is strong evidence of dumping which then prompts SW to contact HCD.

HCD = Housing and Community Development: These requests are referred to HCD's enforcement unit to investigate and are then referred to Solid Waste to clean.

Examples of illegal dumping submitted to 311 as “Corner Can Collection”



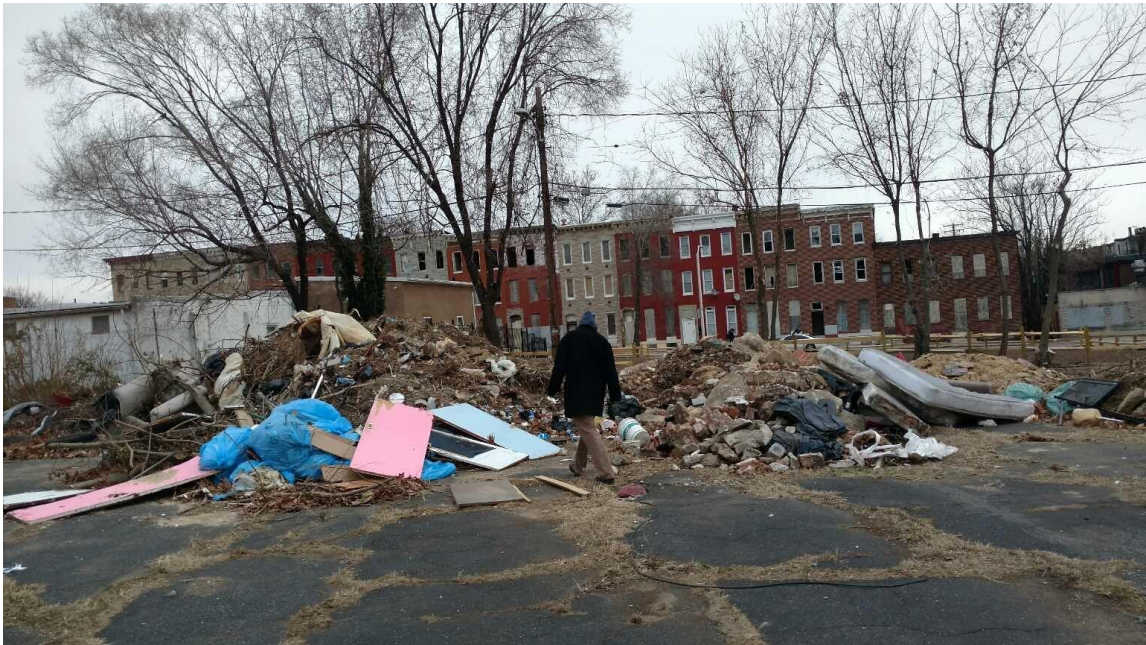
Examples of illegal dumping submitted to 311 as “Dirty Alley”



Examples of illegal dumping submitted to 311 as “Park Cleaning”

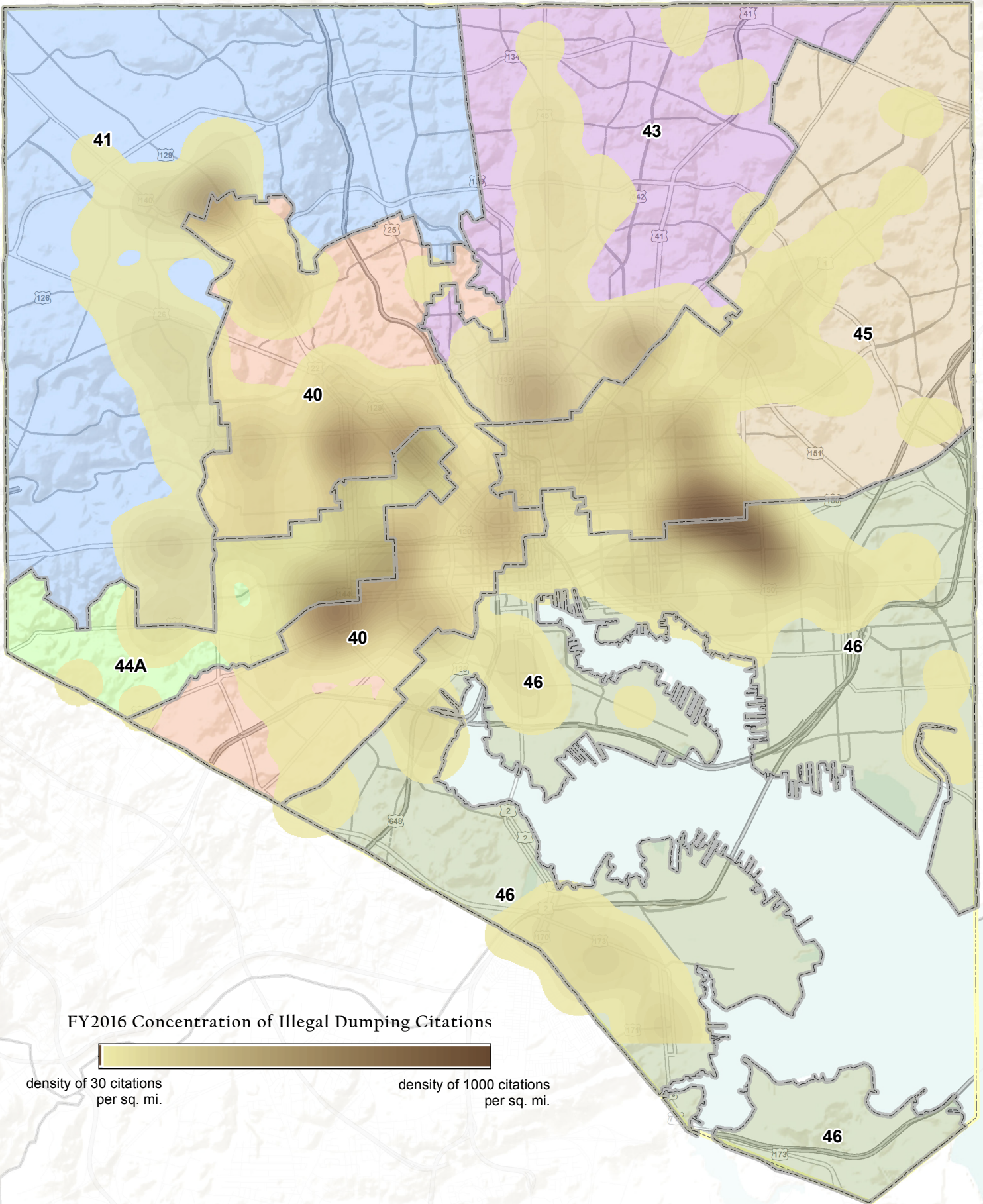
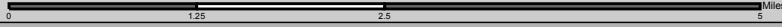


Examples of illegal dumping submitted to 311 as “Illegal Dumping”



Examples of illegal dumping submitted to 311 as “Illegal Dumping”





FY2016 Concentration of Illegal Dumping Citations

