



# **City of Kirkland**

## **Request for Proposal**

# **Multifamily Recycling Education and Outreach Program**

## **Job # 12-19-PW**

**Issue Date: March 14, 2019**

**Due Date: March 29, 2019 – 4:00 p.m. (Pacific Time)**

## REQUEST FOR PROPOSALS

Notice is hereby given that proposals will be received by the City of Kirkland, Washington, for:

### **Multifamily Recycling Education and Outreach Program**

File with Purchasing Agent, Finance Department, 123 - 5<sup>th</sup> Ave, Kirkland WA, 98033

Proposals received later than **March 29, 2019 by 4:00:00 PM PST will not** be considered.

A copy of this Request for Proposal (RFP) may be obtained from City's web site at <http://www.kirklandwa.gov/>. Click on the Business tab at the top of the page and then click on the Request for Proposals link found under "Doing Business with the City".

The City of Kirkland reserves the right to reject any and all proposals, and to waive irregularities and informalities in the submittal and evaluation process. This RFP does not obligate the City to pay any costs incurred by respondents in the preparation and submission of a proposal. Furthermore, the RFP does not obligate the City to accept or contract for any expressed or implied services.

A Service Provider response that indicates that any of the requested information in this RFP will only be provided if and when the Service Provider is selected as the apparently successful Service Provider is not acceptable, and, at the City's sole discretion, may disqualify the proposal from consideration.

The City of Kirkland assures that no person shall, on the grounds of race, color, national origin, or sex be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity. The City of Kirkland further assures that every effort will be made to ensure non-discrimination in all of its programs and activities, whether those programs are federally funded or not.

In addition to nondiscrimination compliance requirements, the Service Provider(s) ultimately awarded a contract shall comply with federal, state and local laws, statutes and ordinances relative to the execution of the work. This requirement includes, but is not limited to, protection of public and employee safety and health; environmental protection; waste reduction and recycling; the protection of natural resources; permits; fees; taxes; and similar subjects.

**Dated this 14<sup>th</sup> day of March, 2019**

Greg Piland  
Purchasing Agent  
425-587-3123

## **Background Information**

The City of Kirkland, Washington is located in the Seattle metropolitan area, on the eastern shore of Lake Washington and approximately 10 miles east of downtown Seattle. It has a population of approximately 84,680, and is the thirteenth largest city in the State of Washington and the sixth largest city in King County, Washington.

Since its incorporation in 1905, Kirkland has grown in geographic size and now occupies 18 square miles. The City of Kirkland is seeking the professional assistance of qualified firms to provide consulting services for its multifamily recycling education and outreach program.

## **Scope of Work**

The City of Kirkland invites statements of proposals from individuals and firms who wish to provide multifamily recycling outreach services to Kirkland's multifamily residents and property managers in accordance with *Attachment A, Scope of Work*.

## **Primary responsibilities of the consultant will include:**

- Coordinate with City staff, Waste Management (the City's contracted hauler) and multifamily property managers
- Research demand for multifamily bulky item disposal through surveying property managers and develop recommendations for a multifamily bulky item disposal program
- Conduct outreach at large multifamily properties, through a variety of tools including: presentations, door-to-door outreach, service adjustments, etc.
- Provide a monthly status report to accompany monthly invoices.

## **Budget and Length of Contract**

Funding for the professional services contract is not to exceed \$80,000 for 2019 and 2020 combined. The length of the contract is: April 22, 2019 – December 31, 2020.

## **Pricing Request**

Pricing must be complete and list any available discounts. Pricing information supplied with the response must be valid for at least 180 days. All one-time and recurring costs must be fully provided. Provide estimates of total hours and hourly rates associated to each task associated with this RFP.

## **Consultant Knowledge, Skill, and Abilities**

- Demonstrated expertise in developing and implementing recycling outreach programs to the multifamily sector.
- Experience working with city, county, or state government agencies.
- Background in recycling with the ability to provide recycling insight on program recommendations.
- Project management and leadership skills as well as the ability to coordinate multiple tasks.
- Experience working creatively, beyond typical multifamily outreach approaches.
- Experience in drafting and conducting surveys and interpreting result to make recommendations.

## **Submittal Requirements**

- Proposal outlining at minimum: proponent's approach for tasks, implementation plans, budget for each task, hourly rates for staff
- Statement of qualifications and relevant experience of individual(s) who will be involved in the project. Identification of the project manager.
- Names of clients, current address, phone numbers and email addresses of three recent references, preferably with municipalities or other governmental or recycling related organizations.
- Samples of relevant completed projects and recycling, marketing or promotional materials and writing (can be returned).

## **Proposal Submittal Instructions**

Proposals must be received no later than **March 29, 2019 by 4:00 PM PST.**

We prefer that proposals be submitted by email. Emailed proposals should include "Proposal-Job #12-19-PW" in the subject line and be addressed to: [purchasing@kirklandwa.gov](mailto:purchasing@kirklandwa.gov). (Emailed proposals must be in MS Word or PDF format and cannot exceed 20MB).

As an alternate to email, proposals can be mailed or delivered to:

City of Kirkland  
Attn: Greg Piland – Job #12-19-PW  
123 5<sup>th</sup> Avenue  
Kirkland, WA 98033

If submitting a paper proposal, the original plus four (4) copies of all proposals in printed form must be submitted in a sealed envelope or box with the following words clearly marked on the outside of the envelope Multifamily Recycling Outreach RFP. The supplier's name and address must be clearly indicated on the envelope.

## **Submittal Deadlines**

March 14, 2019:	Release RFP
March 20, 2019:	Questions Due
March 22, 2019:	Answers to RFP questions posted
March 29, 2019:	Proposals Due
April 5, 2019:	Notify proposers of interviews (If necessary)
Week of April 8, 2019:	Interviews
April 12, 2019:	Notify selected proponent
Week of April 15, 2019:	Contract preparation/processing
April 22, 2019:	Anticipated start work date

## **Selection Criteria**

Selection criteria will include, but are not limited to:

- The selected firm must demonstrate expertise and experience in designing, coordinating, and implementing education and outreach programs for multifamily property managers and tenants.
- Expertise in drafting and conducting surveys.
- The qualifications and expertise of the individual members of the consultant's team, including their proposed roles for this contract.
- A description of the approach and associated timeline the firm would take, including:
  - Overview of tasks and schedule.
  - A proposed budget for each task
  - Overview of what assistance you will need from the City of Kirkland to complete the project
- An individual interview process with City staff.
- Estimated pricing based upon hourly rates and the estimated number of hours to complete each task.
- The ability to complete the project in full by the Contract Completion Date.
- The number of multifamily units anticipated to be visited with the available budget.

## **Selection Process**

- A selection committee will review all proposals, select finalists for interviews if needed, and make the final selection of the consultant.
- The City reserves the right not to award any portion or all of the project if it finds that none of the proposals submitted meets the specific needs of the project.

- Prior to the commencement of work, the City and the selected consultant will meet to settle contract details. A letter notifying the consultant of the City's award will constitute notice to proceed.
- The City is not responsible for any costs incurred by the consultant in the preparation of the proposal. Once submitted to the City, all proposals will become public information.

### **General RFP Information**

Costs for developing proposals in response to the RFP are entirely the obligation of the Service Provider and shall not be chargeable in any manner to the City.

Submission of the proposal will signify the Service Provider's agreement that its proposal and the content thereof are valid for 180 days following the submission deadline and will become part of the contract that is negotiated between the City and the successful Service Provider.

Once submitted to the City, proposals shall become the property of the City, and all proposals shall be deemed a public record as defined in "The Public Records Act," chapter 42 section 56 of the RCW. Any proposal containing language which copyrights the proposal, declares the entire proposal to be confidential, declares that the document is the exclusive property of the proposer, or is any way contrary to state public disclosure laws or this RFQ, could be removed from consideration. The City will not accept the liability of determining what the proposer considers proprietary or not. Therefore, any information in the proposal that the proposer claims as proprietary and exempt from disclosure under the provisions of RCW 42.56.270 must be clearly designated as described in the "Proprietary Material Submitted" section above. It must also include the exemption(s) from disclosure upon which the proposer is making the claim, and the page it is found on must be identified. With the exception of lists of prospective proposers, the City will not disclose RFQ proposals until a bid selection is made. At that time, all information about the competitive procurement will be available with the exception of: proprietary/confidential portion(s) of the proposal(s), until the proposer has an adequate opportunity to seek a court order preventing disclosure. The City will consider a proposer's request for exemption from disclosure; however, the City will make a decision predicated upon RCW 42.56.

RCW 39.34 allows cooperative purchasing between public agencies (political subdivisions) in the State of Washington. Public agencies which have filed an Intergovernmental Cooperative Purchasing Agreement with the City of Kirkland may purchase from City of Kirkland contracts, provided that the Service Provider agrees to participate. The City of Kirkland does not accept any responsibility for purchase orders issued by other public agencies.

## **Contract**

The Consultant and the City will execute a standard City of *Kirkland Professional Services Agreement (Attachment B)*.

## **Questions**

Upon release of this RFP, all Vendor communications concerning the RFP should be directed to the City's RFP Coordinator listed below. Unauthorized contact regarding this RFP with any other City employees may result in disqualification. Any oral communications will be considered unofficial and non-binding on the City. Service Providers should rely only on written statements issued by the RFP Coordinator. The City's RFP Coordinator for this project is:

<b>Name:</b>	Jenna McInnis
<b>Address:</b>	City of Kirkland, Public Works 123 5 <sup>th</sup> Avenue, Kirkland, Washington 98033
<b>E-mail:</b>	<a href="mailto:JMcInnis@kirklandwa.gov">JMcInnis@kirklandwa.gov</a>

Questions regarding the RFP process are to be addressed to Greg Piland, Purchasing Agent, at [purchasing@kirklandwa.gov](mailto:purchasing@kirklandwa.gov) or (425) 587-3123.

**City of Kirkland  
Multifamily Recycling Education & Outreach  
2019-2020 Scope of Work  
Job #12-19-PW**

**Background**

Cities in King County and around the United States struggle to improve multifamily recycling diversion rates. Multifamily sector recycling rates generally lag behind single-family and commercial sector rates, and this remains true in Kirkland. In 2018, Kirkland's single family diversion rate was 68%, while the multifamily sector had a diversion rate of 31%. The barriers to increased recycling for multifamily are very different than those in single family environments. A lack of monetary incentives, high resident turnover, and infrastructure limitations are just a few of the challenges faced. Still, an increasing number of the City's population lives in multifamily housing.

Through specialized outreach and technical assistance, Kirkland has been steadily increasing the quantity and quality of recycling at multifamily properties. In 2017-2018, the city contracted with a consultant to further develop its multifamily recycling offerings and offer personalized outreach to 35 properties. Kirkland is interested in continuing to increase multifamily diversion, and support programs to benefit all residents.

**Desired Outcomes**

The City of Kirkland desires to reduce the overall quantity of material that is disposed of as trash and increase the quantity of material in recycling and organics collection containers; lower the amount of contamination (the wrong material) in the recycling and organics containers; increase knowledge of and participation in recycling and organics composting programs; and further research creative new recycling options for multifamily residents.

**Scope of Work**

The Consultant will conduct multifamily recycling work around two main task areas. The Consultant will further research implementation of innovative approaches to recycle difficult items, namely bulky item programs, as identified in last year's work; and conduct outreach at large and new multifamily properties.

The consultant will develop a budget and spending plan for completing the outlined tasks.

**Task 1: Bulky Item Collection Implementation Research**

In 2017-2018, a Kirkland consultant researched potential best management practices (BMPs) for innovative and creative new programs. From this research we identified potential interest in design and implementation of an on-site bulky waste collection program. Bulky waste collection

at multifamily properties is not a common offering, and though select cities have offered it, it is not easily duplicated, implemented, or used by property managers.

Based on this initial research, additional information is needed on a variety of details for a potential bulky waste program. Questions to be researched include: perceived need for the program from multifamily property managers, potential usage levels, hauler collection costs, funding and subsidization structures, accepted items, impacts on curbing illegal dumping behaviors, and on-site collection logistics. See Attachment C for the results from last year's research.

Deliverables:

- Surveys, individual interviews, and/or focus groups with property managers examining need for a bulky waste program, or identification of other perceived solid waste and recycling needs
  - Summary of Property Manager feedback and recycling needs
- Report on recommendations regarding a bulky item collection program, including usage estimates, costs, and other pertinent information

**Task 2: Conduct outreach at large multifamily properties**

Research on multifamily recycling programs has shown that the most effective programs are tailored to address the specific resident attitudes, behaviors, and barriers related to recycling. This task will build on outreach done over the past 5 years and will include implementing multifamily recycling strategies at large multifamily properties, as directed by the city. Together with city staff, the consultant will identify specific properties for targeted outreach. This task will include working with new properties, as a number of new multifamily developments come on line due to large redevelopment projects.

The consultant will utilize a range of tools used by staff currently, potentially including the following and more:

- Distribution of recycling baskets/bags
- Door-to-door education
- Distribution of outreach materials
- New move-in suite of materials
- New signage on site
- Beginning organics collection
- Presentations to tenants
- Waste audits and site assessments
- Partnerships with property managers
- Adjusting Multifamily residential recycling service requirements (KMC 16.08.012 (G))
- Multilingual or transcreated outreach materials
- Multilingual door-to-door outreach as appropriate

Evaluation activities may consist of a combination of onsite pre- and post-implementation waste audits to measure quantities and composition of discarded materials, and surveys or focus groups to gauge changes in resident and property manager participation and awareness. The budget for this task should include the costs of materials provided to tenants and property managers.

Deliverables:

- Excel spreadsheet of property managers and tenants contacted, with identifying information and summary of outreach provided. City staff will provide an outline of what metrics are to be reported on.
- Consultant attendance at a kick-off meeting with the consultant and field staff.

### **Reporting**

The Consultant will submit invoices broken down by task, project staff, hours per staff, hourly billable rate, total cost per task, and overall cost. A status update for each task will accompany each invoice.

The Consultant will meet regularly and as needed throughout the project with the City's Recycling Programs Coordinator and Solid Waste team to discuss progress to date, needed course corrections, and plans for upcoming work. The city will report multifamily diversion numbers to the consultant, to track progress.



**PROFESSIONAL SERVICES AGREEMENT**

Sample Agreement

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The City of Kirkland, Washington, a municipal corporation ("City") and \_\_\_\_\_, whose address is \_\_\_\_\_ ("Consultant"), agree and contract as follows:

**I. SERVICES BY CONSULTANT**

- A. The Consultant agrees to perform the services described in Attachment \_\_\_\_\_ to this Agreement, which attachment is incorporated herein by reference.
- B. All services and duties shall be conducted and performed diligently, completely and in accordance with professional standards of conduct and performance.

**II. COMPENSATION**

- A. The total compensation to be paid to Consultant for these services shall not exceed \$\_\_\_\_\_, as detailed in Attachment \_\_\_\_\_.
- B. Payment to Consultant by the City in accordance with the payment ceiling specified above shall be the total compensation for all services performed under this Agreement and supporting documents hereto as well as all subcontractors' fees and expenses, supervision, labor, supplies, materials, equipment or the use thereof, reimbursable expenses, and other necessary incidentals.
- C. The Consultant shall be paid monthly on the basis of invoices submitted. Invoicing will be on the basis of percentage complete or on the basis of time, whichever is applicable in accordance with the terms of this Agreement.
- D. The City shall have the right to withhold payment to Consultant for any services not completed in a satisfactory manner until such time as Consultant modifies such services to the satisfaction of the City.
- E. Unless otherwise specified in this Agreement, any payment shall be considered timely if a warrant is mailed or is available within 45 days of the date of actual receipt by the City of an invoice conforming in all respects to the terms of this Agreement.

**III. TERMINATION OF AGREEMENT**

The City or the Consultant may terminate this Agreement at any time, with or without cause, by giving ten (10) days' notice to the other in writing. In the event of termination, all finished or unfinished reports, or other material prepared by the Consultant pursuant to this Agreement, shall be provided to the City. In the event the City terminates prior to completion without cause, consultant may complete such analyses and records as may be necessary to place its files in order. Consultant shall be entitled to receive just and equitable compensation for any satisfactory services completed on the project prior to the date of termination, not to exceed the payment ceiling set forth above.

**IV. OWNERSHIP OF WORK PRODUCT**

- A. Ownership of the originals of any reports, data, studies, surveys, charts, maps, drawings, specifications, figures, photographs, memoranda, and any other documents which are developed, compiled or produced as a result of this Agreement, whether or not completed, shall be vested in the City. Any reuse of these materials by the City for projects or purposes other than those which fall within the scope of this Agreement or the project to which it relates, without written concurrence by the Consultant will be at the sole risk of the City.
- B. The City acknowledges the Consultant’s plans and specifications as instruments of professional service. Nevertheless, the plans and specifications prepared under this Agreement shall become the property of the City upon completion of the services. The City agrees to hold harmless and indemnify consultant against all claims made against Consultant for damage or injury, including defense costs, arising out of any reuse of such plans and specifications by any third party without the written authorization of the Consultant.
- C. Methodology, materials, software, logic, and systems developed under this Agreement are the property of the Consultant and the City, and may be used as either the consultant or the City sees fit, including the right to revise or publish the same without limitation.

**V. GENERAL ADMINISTRATION AND MANAGEMENT**

The \_\_\_\_\_ for the City of Kirkland shall review and approve the Consultant’s invoices to the City under this Agreement, shall have primary responsibility for overseeing and approving services to be performed by the Consultant, and shall coordinate all communications with the Consultant from the City.

**VI. COMPLETION DATE**

The estimated completion date for the Consultant’s performance of the services specified in Section I is \_\_\_\_\_.

Consultant will diligently proceed with the services contracted for, but consultant shall not be held responsible for delays occasioned by factors beyond its control which could not reasonably have been foreseen at the time of the execution of this Agreement. If such a delay arises, Consultant shall forthwith notify the City.

**VII. SUCCESSORS AND ASSIGNS**

The Consultant shall not assign, transfer, convey, pledge, or otherwise dispose of this Agreement or any part of this Agreement without prior written consent of the City.

**VIII. NONDISCRIMINATION**

Consultant shall, in employment made possible or resulting from this Agreement, ensure that there shall be no unlawful discrimination against any employee or applicant for employment in violation of RCW 49.60.180, as currently written or

hereafter amended, or other applicable law prohibiting discrimination, unless based upon a bona fide occupational qualification as provided in RCW 49.60.180 or as otherwise permitted by other applicable law. Further, no person shall be denied or subjected to discrimination in receipt of the benefit of any services or activities made possible by or resulting from this Agreement in violation of RCW 49.60.215 or other applicable law prohibiting discrimination.

## **IX. HOLD HARMLESS/INDEMNIFICATION**

To the greatest extent allowed by law the Consultant shall defend, indemnify and hold the City, its officers, officials, employees and volunteers harmless from any and all claims, injuries, damages, losses or suits including attorney fees, arising out of or resulting from its negligence or breach of any of its obligations in performance of this Agreement.

In the event of liability for damages arising out of bodily injury to persons or damages to property caused by or resulting from the concurrent negligence of the Consultant and the City, its officers, officials, employees, and volunteers, the Consultant's liability hereunder shall be only to the extent of the Consultant's negligence. It is further specifically and expressly understood that the indemnification provided herein constitutes the Consultant's waiver of immunity under Industrial Insurance, Title 51 RCW, solely for the purposes of this indemnification. This waiver has been mutually negotiated by the parties. The provisions of this section shall survive the expiration or termination of this Agreement.

## **X. LIABILITY INSURANCE COVERAGE**

The Consultant shall procure and maintain for the duration of the Agreement, insurance against claims for injuries to persons or damage to property which may arise from or in connection with the performance of the work hereunder by the Consultant, its agents, representatives, or employees. A failure to obtain and maintain such insurance or to file required certificates and endorsements shall be a material breach of this Agreement.

Consultant's maintenance of insurance as required by the agreement shall not be construed to limit the liability of the Consultant to the coverage provided by such insurance, or otherwise limit the City's recourse to any remedy available at law or in equity.

### **A. Minimum Scope of Insurance**

Consultant shall obtain insurance of the types described below:

1. Automobile Liability insurance covering all owned, non-owned, hired and leased vehicles. Coverage shall be as least as broad as Insurance Services Office (ISO) form CA 00 01 or a substitute form providing equivalent liability coverage. If necessary, the policy shall be endorsed to provide contractual liability coverage.
2. Commercial General Liability insurance shall be as least as broad as ISO occurrence form CG 00 01 and shall cover liability arising from premises, operations, stop-gap independent contractors and personal injury and

advertising injury. The City shall be named as an additional insured under the Consultant's Commercial General Liability insurance policy with respect to the work performed for the City using an additional insured endorsement at least as broad as ISO CG 20 26.

3. Workers' Compensation coverage as required by the Industrial Insurance laws of the State of Washington.
4. Professional Liability insurance appropriate to the Consultant's profession.

**B. Minimum Amounts of Insurance**

Consultant shall maintain the following insurance limits:

1. Automobile Liability insurance with a minimum combined single limit for bodily injury and property damage of \$1,000,000 per accident.
2. Commercial General Liability insurance shall be written with limits no less than \$1,000,000 each occurrence, \$2,000,000 general aggregate.
3. Professional Liability insurance shall be written with limits no less than \$1,000,000 per claim and \$1,000,000 policy aggregate limit.

**C. Other Insurance Provisions**

The insurance policies are to contain, or be endorsed to contain, the following provisions for Automobile Liability and Commercial General Liability insurance:

1. The Consultant's insurance coverage shall be primary insurance as respects the City. Any insurance, self-insurance, or self-insured pool coverage maintained by the City shall be excess of the Consultant's insurance and shall not contribute with it.
2. The Consultant shall provide the City and all Additional Insureds for this services with written notice of any policy cancellation, within two business days of their receipt of such notice.

**D. Acceptability of Insurers**

Insurance is to be placed with insurers with a current A.M. Best rating of not less than A:VII.

**E. Verification of Coverage**

Consultant shall furnish the City with original certificates and a copy of the amendatory endorsements, including but not necessarily limited to the additional insured endorsement, evidencing the insurance requirements of the Consultant before commencement of the services.

**F. Failure to Maintain Insurance**

Failure on the part of the Consultant to maintain the insurance as required shall constitute a material breach of contract, upon which the City may, after giving five business days' notice to the Consultant to correct the breach, immediately terminate the contract or, at its discretion, procure or renew such insurance and pay any and all premiums in connection therewith, with any sums so expended to be repaid to the City on demand, or at the sole discretion of the City, offset against funds due the Consultant from the City.

**G. City Full Availability of Consultant Limits**

If the Consultant maintains higher insurance limits than the minimums shown above, the City shall be insured for the full available limits of Commercial General and Excess or Umbrella liability maintained by the Consultant, irrespective of whether such limits maintained by the Consultant are greater than those required by this contract or whether any certificate of insurance furnished to the City evidences limits of liability lower than those maintained by the Consultant.

**XI. COMPLIANCE WITH LAWS/BUSINESS LICENSE**

The Consultant shall comply with all applicable State, Federal, and City laws, ordinances, regulations, and codes. Consultant must obtain a City of Kirkland business license or otherwise comply with Kirkland Municipal Code Chapter 7.02.

**XII. FUTURE SUPPORT**

The City makes no commitment and assumes no obligations for the support of Consultant activities except as set forth in this Agreement.

**XIII. INDEPENDENT CONTRACTOR**

Consultant is and shall be at all times during the term of this Agreement an independent contractor and not an employee of the City. Consultant agrees that he or she is solely responsible for the payment of taxes applicable to the services performed under this Agreement and agrees to comply with all federal, state, and local laws regarding the reporting of taxes, maintenance of insurance and records, and all other requirements and obligations imposed on him or her as a result of his or her status as an independent contractor. Consultant is responsible for providing the office space and clerical support necessary for the performance of services under this Agreement. The City shall not be responsible for withholding or otherwise deducting federal income tax or social security or for contributing to the state industrial insurance of unemployment compensation programs or otherwise assuming the duties of an employer with respect to the Consultant or any employee of Consultant.

**XIV. EXTENT OF AGREEMENT/MODIFICATION**

This Agreement, together with all attachments and addenda, represents the final and completely integrated Agreement between the parties regarding its subject matter and supersedes all prior negotiations, representations, or agreements, either written or oral. This Agreement may be amended only by written instrument properly signed by both parties.

**XV. ADDITIONAL WORK**

The City may desire to have the Consultant perform work or render services in connection with the project other than provided for by the express intent of this Agreement. Any such work or services shall be considered as additional work, supplemental to this Agreement. This Agreement may be amended only by written instrument properly signed by both parties.

IN WITNESS WHEREOF, the parties hereto have executed this Agreement on the dates written below:

CONSULTANT:

CITY OF KIRKLAND:

By: \_\_\_\_\_

By: \_\_\_\_\_  
Tracey Dunlap, Deputy City Manager

Date: \_\_\_\_\_

Date: \_\_\_\_\_



## ON-SITE BULKY COLLECTION FOR MULTIFAMILY BUILDINGS

City of Kirkland Multifamily Best Practices & Innovation Research

# On-site Bulky Collection for Multifamily Buildings

City of Kirkland Multifamily Best Practices & Innovation Research

## Strategy Overview

Residents in single-family dwellings in the City of Kirkland have access to on-site bulky material collection and the City is interested in extending a similar service to multifamily residents to provide parity of service and to better address the frequent collection issues related to bulky materials generated at multifamily properties. This document provides preliminary recommendations for how the City of Kirkland could **implement on-call collection of bulky material for multifamily buildings**.

Bulky material typically includes items such as mattresses, sofas, or appliances. Though not bulky material, these programs often also accept consumer electronics and/or textiles for collection.

Bulky material collection programs for multifamily buildings have been implemented in other communities to **offer a convenient service to residents** who, like their counterparts in single-family residents, sometimes have bulky items that they wish to discard. In the absence of periodic collection available, these materials are often discarded in unauthorized ways that create hassles for regular waste collection service at multifamily buildings.

Other goals of bulky collection programs also include to **mitigate illegal dumping** and to **divert recyclable materials** from disposal. Based on the information gathered to inform this plan, it appears that these goals may not be equally served by a bulky material collection program and that different program designs may serve each of these goals differently. Determining which goal is the primary focus of the program should be the first step for the City of Kirkland as it develops an implementation plan for bulky material collection from multifamily buildings.

This document first outlines recommended next steps for City of Kirkland for a multifamily bulky collection program. Next, the document presents preliminary recommendations for design and implementation of an on-site bulky collection program in Kirkland for when it enters the implementation phase. Implementation recommendations are presented in four categories:

- 1) Scheduling
- 2) Preparing materials for set-out
- 3) Communicating with property managers and residents
- 4) Pick-up allowances

Each recommendation includes a basic description and justification for the recommendation as well as some discussion of the potential limitations or drawbacks of the approach and other relevant notes. The background research that informed these recommendations, including details on the jurisdictions where similar approaches have been implemented (as applicable), is included as an appendix.

## Recommended Next Steps

Prior to implementing a bulky collection program, we recommend that the City of Kirkland first conduct one-on-one on-site interviews with up to 24 property managers and facilities staff throughout Kirkland to obtain their input on current challenges with bulky material handling and potential solutions. The estimated costs associated with implementing a multifamily bulky collection program are significant (see Estimated Program Cost for details), and while bulky materials are a common challenge to property managers across jurisdictions, local characteristics such as property layouts and which materials have local recycling markets will have community-specific implications for how to operate a multifamily bulky collection program.

We recommend conducting interviews with property managers that represent a mix of property types and neighborhoods in Kirkland to increase understanding of the following:

- Whether a bulky program focus should be primarily on mitigating illegal dumping or diverting additional recyclable materials, based on property needs.
- Specific neighborhoods or property types that have the greatest need for some type of bulky collection infrastructure.
- The specific types of problem materials property managers and facilities staff are seeing.
- Property manager and facilities staff input on how they'd best like to see bulky materials managed at their properties.
- If a bulky program were implemented, an estimate of the range of costs property managers would be willing to pay for services.
- Whether property managers interviewed would participate in a bulky collection program, if implemented.

As part of the on-site interview process, other information the interviewer could collect related to implementation of a bulky program include:

- Information to inform collection logistics, such as the potential locations at the property where bulky material would be placed prior to pick-up and the necessary collection equipment.
- Preferred communication methods with property managers.
- Estimates of the quantity of bulky materials property managers and facilities staff deal with for a given time period to estimate collection allotments for multifamily properties.

Cascadia estimates conducting on-site interviews with property managers would cost \$16,000 to \$20,000 for 16-24 interviews. This estimate includes the cost of developing an interview guide, recruiting participants, conducting interviews, and drafting a summary report with recommendations based on interviewee input.

## Bulky Collection Implementation Recommendations

The following recommendations are based on best practices identified and lessons learned by other municipalities researched for this project that have implemented bulky collection programs for multifamily properties. The background research that informed these recommendations and additional including details on the jurisdictions where similar approaches have been implemented is included in the appendix.

### SCHEDULING

#### 1. Allow only property managers and/or building owners to schedule collection.

<b>Justification</b>	<ul style="list-style-type: none"> <li>• Enables property managers to monitor collections and prevent unauthorized use of the service.</li> <li>• Property managers are more likely to know what are busy move-in/move-out times for residents to maximize the potential to collect material.</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Less flexibility for residents to dispose or recycle bulky materials appropriately.</li> <li>• May be challenging where property managers are off-site or less available to residents.</li> </ul>
<b>Notes</b>	<p>Some options for residents in a program where property managers must schedule collection include:</p> <ul style="list-style-type: none"> <li>• Allowing residents to self-schedule collection if the property manager signs a waiver.</li> <li>• Giving residents a coupon for free disposal of self-haul material up to a fixed quantity.</li> </ul>

#### 2. Provide bulky collection service on the same day as regularly scheduled collection.

<b>Justification</b>	<ul style="list-style-type: none"> <li>• More likely that property managers/owners or janitorial staff will be on-site and available to monitor collections and prevent unauthorized use of the service.</li> <li>• Provides predictable schedule for property manager to communicate to residents.</li> <li>• Easier for service provider operations.</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Less flexibility for property managers to arrange according to their schedules.</li> </ul>
<b>Notes</b>	<ul style="list-style-type: none"> <li>• Collection schedule is only pertinent for “curbside” collection. If roll-off container is provided, schedule does not affect collection as much.</li> </ul>

## PREPARING MATERIALS FOR SET-OUT

### 3. Conduct a site visit or use another method to identify appropriate location(s) for collection in advance of first collection service at each property.

<b>Justification</b>	<ul style="list-style-type: none"> <li>• Each property has a unique configuration, which makes it difficult to set generic guidelines for property managers to identify appropriate locations on their own.</li> <li>• Collection location(s) should not obstruct pedestrian or vehicle movement, block access to regular collection containers, or violate local regulations.</li> <li>• Collection piles or roll-off containers placed too close to busy streets can attract illegal dumping; alternatively, bulky collection placed in enclosures or garages can pose challenges for collection crew.</li> <li>• Once appropriate location(s) is identified, detail can be recorded for future reference.</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Requires additional staff time.</li> <li>• May delay scheduling of first collection at a given property.</li> </ul>
<b>Notes</b>	<ul style="list-style-type: none"> <li>• Route supervisor or City staff may be able to identify appropriate collection location(s) using Google Earth or other method without going on-site.</li> </ul>

### 4. Separate recyclable materials from non-recyclables, either in piles or using containerized collection.

<b>Justification</b>	<ul style="list-style-type: none"> <li>• Containerized collection is preferred by WM operations but materials cannot be separated for recycling when containerized, so recyclable materials need to be collected separately, either in piles or with separate containers for recyclable and non-recyclable materials.</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Residents may have difficulty understanding which materials belong in which pile or container.</li> <li>• Both approaches are vulnerable to illegal dumping if placed in highly visible areas. Containerized collection provides less visibility into what has been disposed—if used for recyclable materials, may introduce more potential for contamination, unacceptable materials.</li> <li>• Properties may not have space to place multiple roll-off containers.</li> </ul>
<b>Notes</b>	<ul style="list-style-type: none"> <li>• Designation of recyclable v. non-recyclable needs to be determined through further discussion with WM. Designation may involve consideration of markets as well as preparation and collection methods.</li> <li>• A focus on electronics, appliances, and potentially textiles may yield the best participation and diversion, based on what single-family residents set out for collection and estimates of Kirkland’s multifamily waste composition.</li> </ul>

## 5. Do not include yard waste in program.

<b>Justification</b>	<ul style="list-style-type: none"> <li>• WM does not use rear-loader trucks in Kirkland, and yard waste cannot be easily managed for diversion along with other recyclable bulky materials using other methods.</li> <li>• Yard waste is banned from disposal and organics collection service is already available to multifamily buildings in Kirkland.</li> </ul>
<b>Notes</b>	<ul style="list-style-type: none"> <li>• If yard waste is identified as a material in need of collection by the property manager in advance or on-site during a bulky collection, WM or City staff could follow up to offer a dedicated roll-off or other form of collection for yard waste.</li> </ul>

## COMMUNICATING WITH PROPERTY MANAGERS AND RESIDENTS

## 6. Provide clear image-based instructions and information about bulky item preparation, placement, and allowances to property managers.

<b>Justification</b>	<ul style="list-style-type: none"> <li>• Communication is crucial to successful roll-out.</li> <li>• Helps ensure property managers know what and how to set out materials.</li> <li>• Minimizes any potential confusion about a new program.</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Staff time, training associated with initial program roll-out.</li> <li>• On-going staff requirement (for both City and WM) to communicate program logistics to and obtain collection information from property managers.</li> </ul>
<b>Notes</b>	<p>Communication activities should include:</p> <ul style="list-style-type: none"> <li>• Property manager information session(s).</li> <li>• Remaining pick-up allotment noted on billing.</li> <li>• Instructions to property managers on what and how to set out by phone and mail after scheduling a collection.</li> <li>• Advertising for the program through social media and local housing groups.</li> </ul>

## 7. For any material not collected, provide photo documentation and clear explanation about why to property managers.

<b>Justification</b>	<ul style="list-style-type: none"> <li>• Helps smooth the communication process for the service provider and the City to communicate with property manager about why materials are not collected or why additional charges are issued.</li> </ul>
<b>Drawbacks</b>	<ul style="list-style-type: none"> <li>• Requires collection crew involvement to collect photo documentation.</li> </ul>
<b>Notes</b>	<ul style="list-style-type: none"> <li>• Photos of improper piles or unaccepted materials may help improve communication tools.</li> </ul>

## PICK-UP ALLOWANCES

### 8. Give properties a fixed number of bulky pick-ups per year.

Justification	<ul style="list-style-type: none"> <li>Using a fixed number of pick-ups instead of a cubic yard per unit allowance is easier to communicate to property managers, and easier for property managers to monitor their allowances for the year.</li> <li>Pricing can be scaled based on property size even if the number of pick-up allowances is the same.</li> <li>WM would be responsible for monitoring usage of the bulky program by properties and reporting allowance status to the City for billing.</li> </ul>
Drawbacks	<ul style="list-style-type: none"> <li>Large properties (50+ units) may require a larger allotment of pick-ups to adequately meet their needs.</li> </ul>
Notes	<ul style="list-style-type: none"> <li>Two pick-ups per property was common among the programs reviewed that did not use a cubic yard per unit allotment. We did not obtain information about adequacy of this pick-up allowance.</li> <li>More frequent pick-up allowances are likely to lead to smaller collections per event.</li> </ul>

### Known Implementation Challenges

- Illegal dumping.** Waste Management in Oakland noted that illegal dumping by non-residents is an ongoing challenge with their on-site bulky collection program for multifamily programs. Both “curbside collection” and collection of material using roll-off can pose challenges.
  - For curbside collection, Waste Management Oakland has noticed that smaller collections (set outs that are 1 to 1.5 cubic yards instead of 4 cubic yards in size) seem to attract less illegal dumping. “Curbside collection” can also be at select collection points inside the multifamily complex at multiple properties, so setting out material in places that are not accessible to the general public can also mitigate illegal dumping issues.
  - Drop-box collection is preferred by operations, but the lack of visibility into container materials and the potential for overflow if not monitored prior to collection can be a challenge.

## Kirkland-specific Bulky Collection Program Logistics

As part of the research process, Cascadia reached out to staff at Waste Management in Kirkland to learn more about what current resources and level of support the hauler could provide to the City of Kirkland for a multifamily bulky collection program. The discussion on operations and logistics was primarily centered around a pilot program that would service 15-25 properties; additional input from the hauler would be required for a full-scale deployment. Program considerations discussed included the following:

- **Number of properties services.** For a pilot, Waste Management could service up to three locations per day, assuming the average collection is no more than four cubic yards of material per pick-up.
- **Pick-up hours.** Waste Management can accommodate pick-up services for weekdays (Monday through Friday) only.
- **Scheduling pick-ups.** Customers (property managers) would have to call to schedule the collection, and ideally they would be able to submit a photo of the material to be collected.
- **Materials eligible for pick-up.** Materials eligible for pick-up in a bulky collection program for multifamily properties would have to match the list of accepted materials in the current on-call bulky program for single-family properties (including textiles and electronics).

**Note: Waste Management in Kirkland does not have rear-loaders or flatbed trucks, which may limit the types of material or size of collection they can offer in a bulky collection program.** In Oakland's program, flatbed trucks are used to collect large recyclable items while rear-load trucks are used to collect yard waste and household goods together, which are separated at the transfer station so that recyclable materials (including yard waste) can be diverted from disposal. Waste Management Kirkland does not have similar trucks in use, so collection would likely be limited to either roll-off containers or piles collected by a single delivery truck. WM will need to provide more detail on what materials can be collected and how collection logistics can be best structured given the trucks and equipment available in Kirkland.

- **Assumptions about roles and responsibilities.**
  - City of Kirkland is assumed to be responsible for program marketing and recruiting properties to participate in bulky collection services.
  - Waste Management staff could assist with identifying appropriate collection locations for bulky material at properties.
- **Program data tracking.** Systems for tracking program data (such as taking photos of customer set-outs) require additional development and planning before implementation of a pilot or full-scale multifamily bulky program.

## Diversion Potential

### Diversion Potential Estimate

**90 tons/year captured**, most of which would be divertible if it can be source-separated at collection or sorted from commingled material. Assumptions include:

- Most material collected will be televisions, mattresses, electronics, and small appliances.
- 6% participation in the program (based on reported utilization rate by Oakland Recycles)

## Estimated Program Cost

Because most bulky material collection programs for multifamily buildings are embedded within a larger contract for general collection services, no information about program costs was available from other programs researched. For budgeting purposes, Waste Management in Kirkland provided an estimate of \$93.16 per cubic yard for on-call bulky waste collection to multifamily properties. This cost estimate would also include textiles and e-waste in the collection.

Based on this estimate, Cascadia estimates that a bulky collection pilot program, if implemented, that provides service to 15 properties of varying sizes and in varying neighborhoods would cost \$152,250. Cost assumptions include the following:

- A 1.5 cubic yard per unit collection allocation per property. (This assumption for budgeting purposes only. As noted above, Cascadia does not recommend communicating collection service to property manager as a per cubic yard allotment.)
- A pilot program would serve 15 properties of varying sizes.
- Pilot program costs include \$1,650 per property for property recruitment, recruitment materials (e.g., mailers, posters), initial assistance to the properties during the pilot phase, and evaluation through audits or surveys.
- Participating properties use their maximum bulky collection allotment. While this is not likely in practice, Cascadia recommends using a budget estimate for planning that does account for covering the full level of service possible.

Because estimated program costs are significant and many uncertainties remain about how to focus and target the program to provide the greatest benefit to Kirkland residents and multifamily properties, Cascadia recommends that the City of Kirkland first conduct one-on-one on-site interviews with property managers and facilities staff to obtain their input on current challenges with bulky material handling and potential solutions. Cascadia estimates conducting on-site interviews with property managers would cost \$16,000 to \$20,000 for 16-24 interviews with property staff representing a mix of property types and neighborhoods throughout Kirkland.

## Appendix: Bulky Program Research

### SCHEDULING

#### Scheduled by the property manager

Most existing multifamily bulky collection programs that we identified require that bulky collection is scheduled by the property manager. Residents with bulky material for recycling or disposal typically must ask their property managers to coordinate the pick-up.

In Oakland, Emeryville, and Hayward, CA, property managers must call Waste Management to request bulky collection for their property. A customer service representative reviews the guidelines for what and how to set out materials properly with the property manager before scheduling the pick-up.

In Hayward, CA, since residents cannot self-schedule bulky collection for their properties, each multifamily household receives a coupon each year to self-haul up to 2 cubic yards.

#### Scheduled by the resident

In Oakland, residents may self-schedule their bulky collection if their property manager has previously signed a waiver authorizing Waste Management to accept resident requests for pick-up. This waiver is helpful for properties without an on-site manager. In Bristol, CT, one bulky collection is free if the property manager or owner schedules it—however, if residents wish to self-schedule a bulky collection, they may do so by paying a \$25 fee, the same fee the property management would be charged for additional pick-ups.<sup>1</sup> Bristol's program only applies to small multifamily units of no more than 5 units.

City of Los Angeles Sanitation (LASAN) allows residents to schedule their own pick-ups of material by calling a customer service number. Residents are asked to itemize the list of materials for pick-up when they schedule the appointment.

In San Francisco, each unit in a multifamily building is eligible to receive one free curbside collection of bulky item recycling through Recology. Each unit may leave up to 10 bulky items and 10 additional boxes, bags, or bundles of textiles per collection. Garbage, yard waste, and tires are not eligible for pick-up through the bulky collection program. Residents request pick-up by filling out an online form or calling customer service.

### PREPARING MATERIAL FOR SET-OUT

Waste Management in Oakland and Emeryville, CA asks residents preparing bulky material for curbside collection to group items into three distinct piles: (1) mattresses, appliances, tires, and electronics, (2) recyclable scrap metal, cardboard, and yard waste, (3) bulky household trash, such as furniture or bulky rigid plastics. Group 1 items are picked up in one truck and recycled, and Group 2 and 3 items are picked up together by a second truck (sorted for recyclables after drop-off).

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<sup>1</sup> <http://www.ci.bristol.ct.us/235/Bulk-Pick-Up>

# ON-SITE BULKY COLLECTION FOR MULTIFAMILY BUILDINGS

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For large properties or if property managers anticipate higher rates of participation for the scheduled collection (e.g., 10 units or more will dispose of bulky material), Waste Management in Oakland will provide a roll-off container instead. Currently, Waste Management Oakland reports receiving daily drop-box collection requests and requests for bulky pick-up at curbside two to three times per week.<sup>2</sup>

Because identifying an appropriate set-out location that doesn't obstruct sidewalks or other public access while ensuring adequate access to the hauler, route managers or operations staff from Waste Management Oakland may do a site visit prior to the scheduled collection to identify an appropriate location. Waste Management staff also noted that Google Earth and other mapping tools can also often be very helpful. On-call collection points for bulky material may even be within the property complex itself.

Operations staff suggest that curbside collection set-outs don't exceed 1.5 cubic yards because it is easier, safer to manage, and seems to attract less illegal dumping—however, in reality, collections typically exceed this volume.

Most other jurisdictions we included in our review did not provide specific details in their program marketing materials on how to prepare bulky materials for set-out. Honolulu, which offers monthly curbside collection of bulky wastes, asks that multifamily property managers “provide an adequately sized holding area on the property.”

## COMMUNICATING WITH PROPERTY MANAGERS AND RESIDENTS

Waste Management staff in Oakland, CA told us that clear communication about the multifamily bulky collection program has been critical to its success, especially to clarify how to prepare materials and what is and is not accepted for bulky collection. Communication activities included:

- Conducting trainings with property managers and owners at the time of service roll-out.
- Ensuring each property's remaining bulky collection allotment is reflected on monthly billing.
- After a property manager calls to schedule a collection:
  - Advising property managers on what materials are allowed for collection through the curbside bulky program and how to prepare materials.

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<sup>2</sup> From information provided by Emily Newcomer, Waste Management Kirkland.



## ON-SITE BULKY COLLECTION FOR MULTIFAMILY BUILDINGS

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- Sending a mailer that also provides the same instructions on what and how to set out for collection.
- Obtaining information on the planned set-out, including how many collection points for bulky material will be on the complex.
- Developing a specific leave-behind notice for any material not collected that explains why it was not collected.
- Engaging residents and property managers to notify them of the program:
  - Leveraging social media, such as NextDoor and Facebook advertising.
  - Working with property management associations and tenant groups.

While we did not identify any examples in use, we also suggest providing property managers with a template flyer or email that property managers can use to inform residents of any upcoming scheduled bulky collections.

### PICK-UP ALLOWANCES

Jurisdictions with bulky collection programs range in how they set pick-up allowances. Allowances are typically set either as:

1. A fixed number of pick-ups per year (two pick-ups per year was common among programs reviewed). Pick-ups may be limited by volume in cubic yards (e.g., programs in Bristol, CT) or the number of items set-out for collection (San Francisco, CA)
2. Number of cubic yards per unit per year—examples ranged from 1.5 cubic yards per unit (Oakland, CA) to 4 cubic yards per unit (Hayward, CA).

Waste Management in Oakland recommended setting a bulky collection allotment by number of pick-ups or number of roll-off container per year. They found their 1.5 cubic yard/unit/year allotment more challenging both to implement and communicate to customers. Based on the disposal estimates presented in Diversion Potential and industry-standard density factors, multifamily residents in Kirkland dispose of an estimated 1.9 cubic yards per unit per year of bulky items, electronics, and textiles.

### BACKGROUND DATA FOR DIVERSION ESTIMATES

- City of Kirkland’s multifamily sector disposed of an estimated 1,460 tons of material eligible for bulky pick-up (e.g., bulky material, textiles, and electronics) in 2017.
- Oakland Recycle’s reported a utilization rate of approximately 6 percent for their multifamily bulky collection program, which has been in operation since summer of 2016. Note that as the program matures, utilization will likely increase as residents and property managers gain more awareness of the service, which would increase the capture and diversion potential of material through bulky curbside programs.
- Most materials set out through bulky curbside programs are divertible:
  - In Oakland, program staff report that the largest categories of items they collect through the multifamily bulky program are televisions, mattresses, and electronics and small appliances.



## ON-SITE BULKY COLLECTION FOR MULTIFAMILY BUILDINGS

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- In Kirkland, the most commonly set out materials for bulk-item collection by Kirkland single-family residents are electronics and small appliances (95% of all pick-ups between 2013-2017). We note that the rate structure of the current curbside collection system incentivizes set-outs of smaller electronics and appliances, which are collected for free. Larger items such as mattresses, other furniture, and large appliances incur a cost that is not competitive with other alternatives for their disposal.

Diversion potential will depend heavily on the rate structure established for a bulky collection program, as well as overall promotion of the available program. Current participation rates in Kirkland's single-family bulky collection program are low. In 2017, Waste Management made 430 bulky pick-ups for 354 unique accounts, for a participation rate of approximately 1.5 percent.<sup>3</sup>

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<sup>3</sup> Data from the *City of Kirkland Bulk Waste Log 2013-2017*.