



BALTIMORE CITY DEPARTMENT OF PUBLIC WORKS

ANNUAL REPORT ON ACTIONS TAKEN TO REMEDIATE ILLEGAL DUMPING IN BALTIMORE CITY FY 2019

December 2019

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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 2019. 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 (refer to Appendix A). In the past year, it has further augmented its services, as described in this annual report. 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 (refer to Appendix B).

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 its potential to contaminate 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 and damage from sharp objects, breeding grounds for mosquitos that lead to the spread of diseases, and attracting rats and other pests. Dumping sites also have an adverse effect on the surrounding neighborhood property values and can adversely impact the local tax base. Dumping areas are unattractive to commercial and residential developers and can deter investment.

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: sanitation, corner can collection, property management cleaning, bag pickup, dirty alley, dirty street, illegal dumping, park cleaning, waterway cleaning, and SIU clean up. In FY19 there were 48,585 SRs across six service request categories related to illegal dumping: Dirty Alley, Dirty Street, Park Cleaning,

Water Way Cleaning, Corner Can Collection, and SIU Clean Up (refer to Table 2 for more details).

Depending on how the issue is reported, a request for service may be referred directly to DPW to be cleaned by 311 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, eviction chattel, 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 as 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.

DPW's Initiatives and Advancements - Fiscal Year 2019

"Less Waste, Better Baltimore" Long-Term Master Plan

DPW is currently conducting a master planning effort to identify options for improving solid waste diversion, recycling, and disposal in the City. This "Less Waste, Better Baltimore" long-term master plan will outline a clear and realistic future vision for improving the City's solid waste recycling program and operations, over both the near- and long-term, with the goal of maximizing waste reduction, reuse/repair, recycling, and sustainable management of materials. The consultant conducting the master planning process is following a three-step process of information gathering, analysis, and plan development. The scope includes several public meetings, an online survey, two waste and recycling characterization studies, a comprehensive evaluation of the existing system, a benchmarking study, research on best practices, developing sets of options for increasing waste diversion and for managing what's left.

Components of this plan will inform best practices for preventing illegal dumping. Both the winter and summer waste sorts included an observation of the number and types of vehicles utilizing the residential drop-off center at the Northwest Transfer Station, including small haulers. It also looked at the types of materials being disposed of through the program. Illegal dumping was a common topic of concern discussed during the community meetings and expressed in the online survey. When the final report is completed in early 2020, DPW expects that it will include recommendations that could have an impact on illegal dumping strategies.

ProactiveMowing

DPW's Bureau of Solid Waste is responsible for cleaning and mowing City-owned vacant lots and properties, as well as privately-owned vacant lots and properties that are referred to DPW by the Department of Housing and Community Development (DHCD) Code Enforcement Division. Vacant lots often become areas for illegal dumping, especially when they are not maintained.

In summer of 2018, the Bureau reorganized its lot mowing and cleaning program. Traditionally, Solid Waste crews have reactively responded to service requests for cleaning and mowing both City-owned and privately-owned vacant lots. This approach made it difficult to strategically approach the task and to stay ahead of the requests.

Under the new, proactive approach, the Bureau has been cleaning and mowing City-owned vacant lots on a regular schedule. Private lots must go through the required procedure for Code Enforcement to investigate, issue a citation, and provide a period of time for the owner to remedy the situation, before DHCD may create a work order for Solid Waste to address the problem. Therefore, private lots are mowed in the order they are received. City-owned lots, on the other hand, can be mowed at any time.

DPW conducted an analysis of City-owned parcels. It utilized a grouping analysis to merge adjacent parcels and map the locations. This analysis also took into account busy streets, city blocks, and quadrant boundaries to group the merged sites into areas that represent a day's worth of work for each crew.

Small Haulers Program

On April 1, 2017, DPW's Bureau of Solid Waste opened the Northwest Transfer Station (NWTS) to permitted small commercial waste haulers, making it easier and more efficient for these drivers to drop off a load and get back to work, rather than driving and off-loading at the Quarantine Road Landfill. Simplifying the process for small haulers to properly dispose of trash should reduce instances of illegal dumping and help keep Baltimore cleaner and healthier. Area residents, sometimes more than 100 of them in a day, continue to use Northwest Transfer Station to dispose of their own bulk trash. The facility is free for residents, and \$20 per load for small haulers with a valid permit. Permits are issued by the Baltimore City Health Department.

The program has been very successful since it began in April 2017. In FY19 32,550 **small** haulers utilized the facility, disposing of approximately 20,700 tons of waste, generating nearly \$782,000 in revenue¹. Another side benefit of the program has been the increase in the number of haulers who have applied for and received a hauler's permit, thanks in part to the

¹ These totals do not include information from May 7^{th} to June 3^{rd} 2019, as the hand-written tickets from that time period were removed for an investigation before they could be entered into the system.

information campaign that accompanied the opening of the center (refer Appendix E for an example of outreach materials to small haulers).

Solar Compacting Litter Cans

Corner cans are located throughout the city to provide citizens and visitors a means to correctly dispose of litter, such as food wrappings, convenience store bags, packaging, bottles and cans. The Bureau of Solid Waste firmly believes that a crucial step in preventing litter is to allow pedestrians the opportunity to dispose of unwanted litter. Unfortunately, the placement of corner cans often causes more problems than it solves when residents and/or businesses abuse the cans, utilizing them for personal trash disposal. There is a persistent issue with the dumping of entire bags of trash in or around the corner cans rather than proper disposal at the home or business. This activity is prohibited by the Baltimore City Code and is considered illegal dumping. Corner cans are litter receptacles designed to contain incidental waste, not household or commercially-generated mixed refuse.

DPW researched options to purchase solar-compacting corner cans. These cans use solar power to mechanically compact trash, allowing greater quantities tofit in the can before it needs to be emptied. In addition, these cans are completely enclosed; trash is deposited through a door that is manually opened. The size of the opening prevents overstuffing of commercial and household trash, reserving the container for its purpose as a receptacle for litter only. The enclosed design of these containers discourages the illegal dumping that occurs at traditional corner cans.

In addition, the solar compacting cans are visually pleasing, as the trash is hidden from sight and the cans themselves can be produced with custom wraps and graphics, such as art, neighborhood names, or other positive messaging. These benefits in turn should increase general pride in the neighborhood, encouraging residents and businesses to maintain its cleanliness. Since 2011 a limited number of these cans have been in service in the downtown and Inner Harbor areas of the city.

The Maryland Port Administration (MPA) entered a Memorandum of Understanding (MOU) with DPW for the MPA to provide funding to purchase solar cans with the intent to place the cans in the Masonville Cove community and have them serviced by DPW. The MPA provided this funding for the cans as part of their mitigation efforts under the Masonville Dredging facility development required obligations. In addition, the Local Impact Grant ("LIG") funds in the City of Baltimore's Casino Impact Area ("CIA"), also known as the "South Baltimore Gateway", were utilized to purchase and place solar cans in that Area. The cans were purchased and distributed in Sepember of 2018.

The City purchased a total of 280 CleanCUBE solar-powered trash compactors from ECube Labs. Of these, 28 were double units, which have one can for trash and one can for recycling.

The CleanCUBE cans are able to hold up to 8 times more waste than non-compacting bins, reducing collection frequency. Sensors placed within the cans allows ECube Labs to gather data

on waste generation, waste overflow, and collection performance. The data can be viewed in real-time through E-Cube's cloud-based monitoring and data analytics platform, CleanCityNetworks. CleanCityNetworks utilizes a machine-learning algorithm to predict when cans need to be serviced based upon patterns found in the collected data. Through these patterns, DPW is able to efficiently and proactively set aside time to service all solar cans when necessary.

These cans are to be deployed in phases. Phase I is within the Casino Impact Area and South Baltimore Gateway and is now complete with 150 units installed. Phase II is within business districts; 130 units have been purchased for this phase with funding from the MPA and the plan is to install an additional 270, dependent on available funding. Phase III will be for bus stops but has not yet started as it is dependent on sourcing funding. Theses solar cans have supported increased crew efficiency, deterrence of dumping, cleaner streets, and increased trash and recycling disposal data.

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 complaints falls under the Department of Housing and Community (DHCD). 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.

When the City switched its 311 platform to Salesforce, the 311 app was also updated, and an SR category of "illegal dumping" was added to the app. This contributed to an increase in illegal dumping SRs in Fiscal Year 2019.

In Fiscal Year 2019, DHCD issued 1,192 for illegal dumping activities (refer to Table 1). 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 the Bureau of Solid Waste and DHCD. DHCD owns, operates, and rotates the location of 90 motion-activated cameras designed to catch illegal dumping. DHCD currently proactively inspects over 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

The City 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. The Department of Public Works will continue to investigate methods of remediating illegal dumping.

Legislative District	Number of Citations for Illegal Dumping
District 40	249
District 41	87
District 43	223
District 44A	111
District 45	276
District 46	223
Unmatched	23
Total	1,192

Table 1: DHCD Citations for Illegal Dumping FY 2019

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. This does not include 10 citations that were issued for littering or illegal discharge, which is the dumping of grease, oil, mortar, or other liquids.

Table 2:

Service Request Categories of Illegal Dumping

These Service Requests (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 19	Photo Example
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 	9,210	
Dirty Alley (SW)	- Bulk Items or Bags of Trash in Alleys	22,513	
Dirty Street (SW)	- Bulk Items or Bags of Trash on the Street or Sidewalk	13,105	

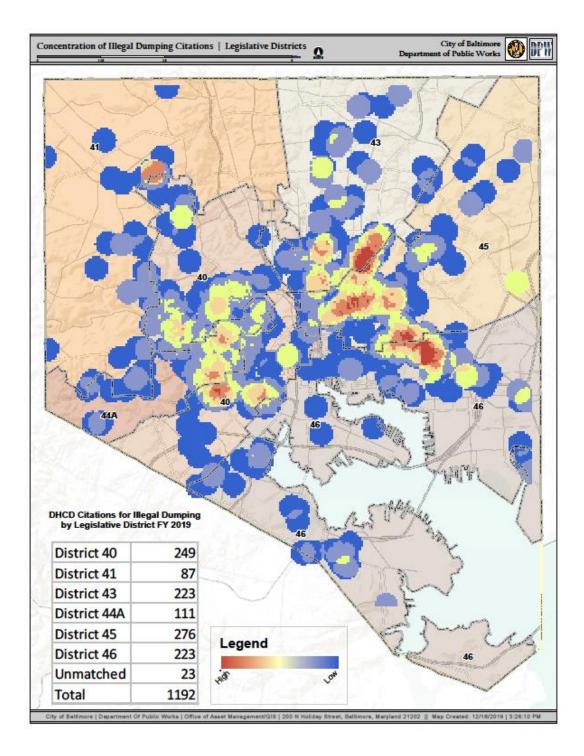
311 SR Category	Possible Type of Illegal Dumping	Number of SRs Reported in FY 19	Photo Example
Park Cleaning (SW)	- Bulk Items or Bags of Trash in Parks	133	
Waterway Cleaning (SW)	- Bulk Items or Bags of Trash in Streams	13	
Corner Can Collection (SW)	 Bags of Trash in Corner Can Bulk Items around Corner Cans 	2,514	
SIU Clean Up (HCD)	 The Cleaning of Illegal Dumping Sites after DHCD's SIU has investigated 	1,097	Divisius și Distributere de la constanția de la constanți

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

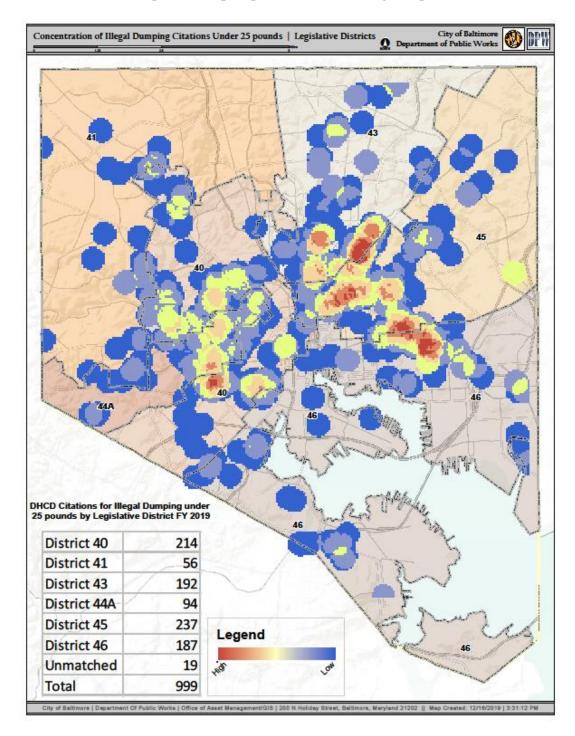
SW = Solid Waste: These requests are referred to DPW's Bureau of Solid Waste, which responds by cleaning/collecting. These are not investigated by HCD or recorded as illegal dumping unless there is strong evidence of dumping which then prompts SW to contact HCD.

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.

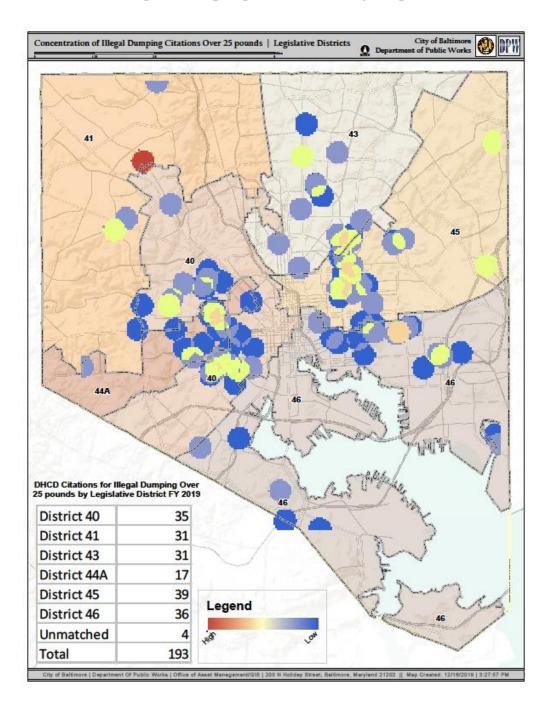
<u>Map 1:</u> <u>Total Number of Citations for Illegal Dumping by Legislative District</u>



<u>Map 2:</u> <u>Citations for Illegal Dumping Under 25lbs by Legislative District</u>



<u>Map 3:</u> <u>Citations for Illegal Dumping Over 25lbs by Legislative District</u>



Appendix A

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 businesses² each week. 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 items (refer to Appendix D). 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 haulers³ are able to dump refuse at the Quarantine Road Landfill and at the Northwest Transfer Station for a nominal fee.

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 addresses alley and lot cleaning on an assigned and proactive schedule. 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 FY 2019, the Department spent approximately \$21,665,000 on right-of-way cleaning services, which includes street and alley cleaning, mechanical street sweeping, marine operations, graffiti removal, and cleaning of business districts.

This range of effort all works toward the goal of maintaining a clean and healthy city. The Bureau of Solid Waste makes it convenient for residents who wish to keep their properties clean to do so.

 $^{^{2}}$ 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.

³ Small haulers are those engaged in the collection and disposal of solid waste in the city for pay using only one truck with a ³/₄ 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.

<u>Appendix B</u> DPW's Education and Communications Efforts

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 Cleanups 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 community 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, cleanup events, recycling bin sales, shredding events and household hazardous waste drop off days. In addition, Community 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 2019, the liaisons brought information to 195 community association meetings and participated in over 30 community events.In addition, they facilitated 12 presentations at 8 schools, reaching approximately 525 students.

<u>Appendix C</u> <u>Bmore Beautiful</u>

BMORE Beautiful is a City-led, peer to peer beautification program. The goal of the program is to not only change behaviors and attitudes towards the beautification of the City, but to also encourage residents, businesses, and organizations to become directly involved in activities and projects that will keep their neighborhoods clean and beautiful.

To meet this goal, the City works closely with neighbors on unique beautification projects and cleanliness challenges, as well as provides education literature, outreach materials, resources and programs, opportunities that residents can use to KEEP Baltimore Beautiful.

In exchange for signing a simple pledge, residents receive a clean kit, that can be used to keep the front and rear of resident's home litter free. Neighborhoods and organizations that have demonstrated the ability to mobilize at least 5-10 volunteers are encouraged to participate and apply for our popular programs and grant opportunities. These programs and grant opportunities include Love Your Block, Care-A-Lot, and Say YES! (Youth Environmental Stewards) Love Your Block is a mini-grant program that provides funding for small community led beautification efforts. Care-A-Lot is grant program that provides funding for communities and organizations to mow and maintain vacant lots in the City, and SAY YES! Program is an opportunity for youth to become actively involved in the cleaning and greening in their communities.

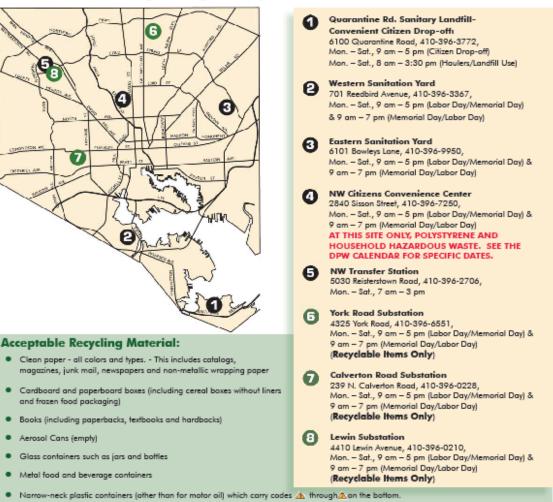
Additionally, BMORE Beautiful helps residents to build their internal capacity by helping residents learn different ways to troubleshoot and resolve common beautification challenges within their neighborhoods. Quarterly community meetings are an opportunity for active and engaged communities to meet, greet, and exchange ideas. Community leaders serve as the subject matter experts for fellow leaders who are working to Keep Baltimore Beautiful.

<u>Appendix D</u> <u>Citizen Convenience Centers Flyer</u>



Debris, Bulk Trash, Recycling & eCycling Drop-off Locations:





- Wide-mouth plastic containers used for margorine, yagurt, cottage cheese, mayonnoise and sour cream. Empty prescription bottles (lids and caps do not need to be removed) and plastic drinking cups
- Aluminum foil and aluminum pie pans
- Clean milk and juice cartons
- Rigid plastics which include milk/soda crates, buckets, laundry baskets, lawn furniture, totes, plastic drums, coolers, flower pots, plastic 5-gallon water bottles, pallets, pet carriers, shelving, closet organizers, empty garbage/recycling bins. (Locations 1 5 only)
- Electronics Recycling (eCycling): computer monitors, televisions, central processing units, computer mice, keyboards, cell phones, printers, power supplies, laptop computers, scanners, computer cables and cords, miscellaneous circuit boards, chips and cards and other computer or electronic-related accessories. (Locations 1 – 5 only)
- Oil: Used motor oil (Locations 1- 5 only)
- White Goods (e.g., stoves, refrigerators, washers, dryers, air conditioners) (Locations 1 5 only)
- Tires: (up to four per person per visit without rims).

<u>Appendix E</u> <u>Small Haulers Program Flyer</u>

SMALL HAULERS PROGRAM $\mathcal{P}. \mathcal{A}. Q$.

The Small Hauler Program

is an an initiative of the Department of Public Works to provide unpermitted small haulers an opportunity to dispose of their waste and apply for a City permit.



HOW DO I APPLY?

Bring the registration form for each truck to Environmental Inspection Services at 1001 East Fayette Street, Baltimore MD 21202. Registration must include the weight of the vehicle.

Pay the required fee at our customer service counter: \$100 for each truck over 7000 lbs., \$35 for each truck 7000 lbs. and under. Office hours are Monday through Friday 8:30 a.m. to 4 p.m.

Ninety-day permits are also available for a prorated fee.

Haulers can learn more about permits at health.baltimorecity.gov/waste-hauler-license.

WHAT LOCATIONS ARE PART OF THE SMALL HAULER PROGRAM?

5030 Reisterstown Road, Monday through Saturday, 7 a.m. to 5 p.m.

6100 Quarantine Road, Monday through Saturday, 8 a.m. to 4 p.m.

WHY DO I NEED A PERMIT?

You need a waste hauler license if you contract with others for the collection, transportation, or disposal of solid waste; or engage in the collection, transportation, or disposal of solid waste. If someone pays you to collect, transport and dump their trash, you need a permit.

WHY SHOULD I GET A PERMIT?

By having a small hauler's permit, you will be allowed to use our locations at the Northwest Transfer Station and the Quarantine Road Landfill. The disposal fee is \$20 per load up to 7,000 lbs. For loads over 7,000 lbs., it is then \$3.38 per 100 lbs. over 7,000 lbs.



