

BOARD of SUPERVISORS



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January 18, 2022

File No. 220053

Lisa Gibson
Environmental Review Officer
Planning Department
1650 Mission Street, Suite 400
San Francisco, CA 94103

Dear Ms. Gibson:

The following proposed Initiative Ordinance for the June 7, 2022, Election was received and assigned to the Board of Supervisors' Rules Committee:

File No. 220053

Motion ordering submitted to the voters at an election to be held on June 7, 2022, an Ordinance amending the Refuse Collection and Disposal Ordinance ("the Refuse Ordinance") to restructure the refuse rate-setting process to replace hearings before the Department of Public Works with a requirement that the Controller, as Refuse Rate Administrator, regularly monitor the rates and appear before the Refuse Rate Board to recommend rate adjustments; establish an appointed Ratepayer Representative to replace the Controller on the Refuse Rate Board; authorize the Refuse Rate Board to set commercial rates; require a competitive process for all existing and future route permits; authorize the Board of Supervisors on recommendation of the Refuse Rate Administrator, Refuse Rate Board, and Mayor to amend the Refuse Ordinance by supermajority vote; and fully codifying the Refuse Ordinance in the Health Code.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

A handwritten signature in black ink that reads "Victor Young".

By: Victor Young, Assistant Clerk
Rules Committee

Attachment

c: Devyani Jain, Deputy Environmental Review Officer
Joy Navarrete, Environmental Planning
Don Lewis, Environmental Planning
Laura Lynch, Environmental Planning



City and County of San Francisco

Master Report

City Hall
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102-4689

File Number: 220053 **File Type:** Motion **Status:** 30 Day Rule

Enacted: _____ **Effective:** _____

Version: 1 **In Control:** Rules Committee

File Name: Initiative Ordinance - Health Code - Refuse Collection and Disposal Ordinance **Date Introduced:** 01/11/2022

Requester: _____ **Cost:** _____ **Final Action:** _____

Comment: _____ **Title:** Motion ordering submitted to the voters at an election to be held on June 7, 2022, an Ordinance amending the Refuse Collection and Disposal Ordinance (“the Refuse Ordinance”) to restructure the refuse rate-setting process to replace hearings before the Department of Public Works with a requirement that the Controller, as Refuse Rate Administrator, regularly monitor the rates and appear before the Refuse Rate Board to recommend rate adjustments; establish an appointed Ratepayer Representative to replace the Controller on the Refuse Rate Board; authorize the Refuse Rate Board to set commercial rates; require a competitive process for all existing and future route permits; authorize the Board of Supervisors on recommendation of the Refuse Rate Administrator, Refuse Rate Board, and Mayor to amend the Refuse Ordinance by supermajority vote; and fully codifying the Refuse Ordinance in the Health Code.

Sponsors: Peskin; Chan,
Ronen, Walton
and Safai

History of Legislative File 220053

Ver	Acting Body	Date	Action	Sent To	Due Date	Result
1	President	01/11/2022	ASSIGNED UNDER 30 DAY RULE	Rules Committee	02/10/2022	

1 [Initiative Ordinance - Health Code - Refuse Collection and Disposal Ordinance]

2
3 **Motion ordering submitted to the voters at an election to be held on June 7, 2022, an**
4 **Ordinance amending the Refuse Collection and Disposal Ordinance (“the Refuse**
5 **Ordinance”) to restructure the refuse rate-setting process to replace hearings before**
6 **the Department of Public Works with a requirement that the Controller, as Refuse Rate**
7 **Administrator, regularly monitor the rates and appear before the Refuse Rate Board to**
8 **recommend rate adjustments; establish an appointed Ratepayer Representative to**
9 **replace the Controller on the Refuse Rate Board; authorize the Refuse Rate Board to**
10 **set commercial rates; require a competitive process for all existing and future route**
11 **permits; authorize the Board of Supervisors on recommendation of the Refuse Rate**
12 **Administrator, Refuse Rate Board, and Mayor to amend the Refuse Ordinance by**
13 **supermajority vote; and fully codifying the Refuse Ordinance in the Health Code.**

14
15 **MOVED, That the Board of Supervisors hereby submits the following ordinance to the**
16 **voters of the City and County of San Francisco, at an election to be held on June 7, 2022.**

17
18 **Ordinance amending the Refuse Collection and Disposal Ordinance (“the Refuse**
19 **Ordinance”) to restructure the refuse rate-setting process to replace hearings before**
20 **the Department of Public Works with a requirement that the Controller, as Refuse Rate**
21 **Administrator, regularly monitor the rates and appear before the Refuse Rate Board to**
22 **recommend rate adjustments; establish an appointed Ratepayer Representative to**
23 **replace the Controller on the Refuse Rate Board; authorize the Refuse Rate Board to**
24 **set commercial rates; require a competitive process for all existing and future route**
25 **permits; authorize the Board of Supervisors on recommendation of the Refuse Rate**

1 **Administrator, Refuse Rate Board, and Mayor to amend the Refuse Ordinance by**
2 **supermajority vote; and fully codifying the Refuse Ordinance in the Health Code.**

3 NOTE: **Unchanged Code text and uncodified text** are in plain font.
4 **Additions to Codes** are in *single-underline italics Times New Roman font*.
5 **Deletions to Codes** are in ~~italics Times New Roman font~~.
6 **Asterisks (* * * *)** indicate the omission of unchanged Code subsections or
7 parts of tables.

8
9 Be it ordained by the People of the City and County of San Francisco:

10 Section 1. Title.

11 This Ordinance shall be known as “The Refuse Rate Reform Ordinance Of 2022.”

12 Section 2. Background and Purpose.

13 (a) The City regulates the collection and disposal of refuse via the Refuse Collection
14 and Disposal Ordinance, an uncodified ordinance that the voters adopted in 1932 and have
15 not amended since 1960. Starting in 2020, a series of public reports revealed that the City’s
16 refuse collection system was in need of reform, as evidenced by Recology, the City’s sole
17 permittee, overcharging San Francisco residents and businesses by almost \$100 million. The
18 City corrected this error, but even afterwards continued to have significant concerns that
19 Recology’s expenses may have been inflated and had difficulty ascertaining answers because
20 of the lack of transparency in the current regulatory structure.

21 (b) The purpose of this ordinance is to reform and modernize the City’s process for
22 setting residential refuse rates to be more fair, transparent, and accountable; and to help the
23 City continue to pursue its Zero-Waste goals. To achieve these multiple purposes, the People
24 of the City and County of San Francisco hereby establish the following principles to govern
25 this process:

- 1 • Residential refuse service shall be cost-effective and meet established service
2 standards and environmental goals;
- 3 • The residential refuse rate structure shall encourage rate stability and ensure rates
4 are reasonable and fair;
- 5 • The process used to establish and monitor rates shall be transparent, accountable,
6 and publicly accessible;
- 7 • The work of the Refuse Rate Board and the City Controller, who shall act as Refuse
8 Rate Administrator, shall be conducted in line with high professional ethical
9 standards.

10 (c) This ordinance also directs the City to develop procedures to terminate and re-
11 issue refuse collection permits following an open and competitive process; and authorizes the
12 Board of Supervisors, on recommendation of the Refuse Rate Administrator and the Refuse
13 Rate Board and the Mayor, to update the Refuse Collection and Disposal Ordinance, as
14 codified in Health Code Section 290 by this ordinance, from time to time, so that the
15 Ordinance can continue to meet the above standards well into the future.

16
17 Section 3. Article 6 of the Health Code is hereby amended by revising Section 290, to
18 read as follows:

19 **SEC. 290. REFUSE COLLECTION AND DISPOSAL ORDINANCE NO. 17.083.**

20 This Section 290 (encompassing Sections 290.1 through 290.17, collectively referred to as
21 “Section 290”) is enacted to set forth portions of the Refuse Collection and Disposal Ordinance
22 No. 17.083 (adopted as Proposition 6, November 8, 1932, and reprinted in the Appendix A to the
23 Administrative Code)of the San Francisco City Charter, as it has been amended via Ordinance No. 16
24 (November 5, 1946), Proposition C (June 8, 1954), and Proposition F (June 7, 1960), and as it may be
25 further amended from time to time. heretofore has been adopted to read as follows

1 **"Section 290.1.** The term "refuse" as used in this ~~ordinance~~Section 290 shall ~~be taken to~~
2 mean all waste and discarded materials from dwelling places, households, apartment houses,
3 stores, office buildings, restaurants, hotels, institutions, and all commercial establishments,
4 including waste or discarded food, animal and vegetable matter from all kitchens thereof,
5 waste paper, cans, glass, ashes, and boxes and cutting from trees, lawns, and gardens.

6 "Refuse" as used herein does not include debris and waste construction materials, including,
7 wood, brick, plaster, glass, cement, wire, and other ferrous materials, derived from the
8 construction of or the partial or total demolition of buildings or other structures.

9 **"Section 290.2.** It shall be unlawful for any person, firm, or corporation to dispose of
10 refuse as defined in Section 290.1 ~~this ordinance~~ except as ~~herein~~ provided in this Section 290,
11 ~~save that the provisions of this ordinance shall not include refuse which may be incinerated by an~~
12 ~~owner of a building for himself or for his tenants on the premises where produced; provided, however,~~
13 ~~that such incineration shall be subject to inspection and control by the Director of Public Health and~~
14 ~~the Fire Department.~~ Failure of any householder producing refuse to subscribe to and pay for
15 refuse collection, unless such householder is a tenant for whom refuse collection service is
16 provided by ~~his~~their landlord, shall be prima facie evidence that such householder is disposing
17 of refuse in violation of this Section 290~~ordinance~~.

18 **"Section 290.3.** Refuse ~~consisting of waste or discarded food, animal and vegetable~~
19 ~~matter, discharged containers, of food, animal and vegetable matter and ashes~~ shall be collected and
20 placed in ~~suitable metal cans of such capacity as the Director of Public Works~~secure containers in a
21 manner as may be prescribed by law ~~(but not to exceed 32 gallons in the case of a can serving one~~
22 ~~single family dwelling unit) by the producer or landlord who by reason of contract or lease with an~~
23 ~~occupant is obligated to care for such refuse,~~ for collection by a refuse collector to be disposed of
24 as provided in this Section 290~~as herein provided.~~ ~~Waste paper and boxes and other refuse materials~~
25 ~~not subject to putrefaction or decay, and cuttings from trees, lawns and gardens may be placed in any~~

1 ~~suitable container and delivered by the producer or landlord, who by reason of contract or lease with~~
2 ~~the occupant is obligated to care for such refuse and deliver same to a refuse collector, to be disposed~~
3 ~~as herein provided;~~ provided, however, that it shall be optional with the producer or landlord to
4 deliver waste paper or other refuse having a commercial value to a refuse collector, and the
5 producer or landlord may dispose of the same in any manner ~~hethey~~ they may see fit. (Refuse
6 ~~which under the provisions hereof must be deposited in a metal can of suitable capacity~~ shall be
7 removed daily from the place where the same is created.)

8 **"Section 290.4.** (a) It shall be unlawful for any person, firm, or corporation, other than
9 a refuse collector licensed by the Director of Public Health as ~~in the ordinance~~ provided in this
10 Section 290, to transport through the streets of the City and County of San Francisco any
11 refuse ~~as in this ordinance defined~~, or to collect or to dispose of the same, except waste paper,
12 or other refuse having a commercial value." It is provided, however, that a license for a refuse
13 collector, as provided in Section 290.8, shall be distinguished from a permit to operate in the City and
14 County of San Francisco on a certain designated route, under this Section 290.4.

15 (b) It shall be unlawful for any person, firm or corporation to transport through the streets of
16 the City and County of San Francisco any refuse, or to collect or dispose of the same, without first
17 obtaining a permit from the Department of Public Health.

18 (c) Ordinance No. 17-083 divided the City and County of San Francisco into routes for the
19 collection of refuse, as designated on a map of the City, each route to include only the side of the street
20 or streets bounding each route as designated by a number on said map, said routes being numbered 1
21 to 97, inclusive. Said map and said routes were marked Exhibit A and are attached to and were made a
22 part of Ordinance No. 17-083, and permits for said routes were originally issued under the authority of
23 Ordinance No. 17-083. The Department of Public Health shall, consistent with this Section 290.4,
24 develop a process for terminating the permits for the 97 routes by operation of law, soliciting proposals
25 from interested applicants (including but not limited to the existing permitted refuse collectors), and

1 issuing new route permits. By no later than November 1, 2022, the Department of Public Health shall
2 advertise on its website the opportunity to apply for said permits and shall provide information
3 regarding the procedures that shall govern the review of any applications received. Applications shall
4 be submitted to the Director of Public Health, and shall include the name of the applicant; any of the
5 particular routes that the applicant proposes to serve; a statement that the applicant will abide by all
6 the provisions of this Section 290 and will not charge a greater rate for the collection and disposition
7 of said refuse than that fixed in or pursuant to this Section 290; evidence regarding the applicant's
8 ability to minimize disruptions in service; and any other information that the Director of Public Health
9 may reasonably require to ensure that refuse service remains cost-effective, consistent with established
10 service standards and environmental goals, and promotes stability and fairness in the rates.

11 (c) Following review of the applications, and subject to any required environmental review and
12 approval by the Health Commission, the Director of Public Health shall issue permits no later than
13 April 1, 2023, to take effect on July 1, 2023. The existing permits for the 97 routes shall cease to be
14 effective as of July 1, 2023, and shall be superseded by the new route permits, notwithstanding any
15 language in the existing permits or in Ordinance No. 17-083, as amended, to the contrary. The new
16 permits, and any additional permits, shall be non-exclusive in that more than one refuse collector may
17 be given a permit to operate within the same route, in the Director's discretion.

18 (d) The Director of Public Health may revoke or modify a permit upon seven days' written
19 notice to the permittee, if the permittee has violated this Section 290, or in the event of inadequate
20 service. The permit must be revoked or modified, however, and it is mandatory on the Director to
21 revoke or modify the permit, after providing seven days' notice, if 20% or more of the householders,
22 businesses, apartment house owners, hotel keepers, institutions, or residents in said route or routes,
23 using refuse service, and paying for same, or obligated to do so, have signed a petition or contract in
24 which they have stated that they are inadequately served by the refuse collector who is then collecting
25 refuse on said route or routes, provided that the Director finds upon substantial evidence that such

1 statement is correct. Inadequate service is defined as the failure, on the part of any refuse collector to
2 properly collect, handle, or transport refuse on said route, or the overcharging for the collection of
3 same, or insolence towards persons whose refuse has been collected, or the collection by any refuse
4 collector whose license has been revoked as provided in Section 290.9 hereof. In either case, the
5 permittee shall have 30 days to appeal the Director's decision to the Health Commission.

6 (e) Further, upon the conviction of any person, firm, or corporation for any violation of the
7 provisions of this Section 290, the permit of such person, firm, or corporation shall be forthwith and
8 immediately terminated and canceled by operation of law as of the date of conviction.

9 * *

10 "Persons, firms or corporations desiring to transport through the streets of the City
11 and County of San Francisco only waste paper or other refuse having commercial value, and
12 to collect and dispose of same need not obtain a permit therefor under the provisions of this
13 ~~ordinance~~ Section 290."

14 Section 290.5. Refuse collected by refuse collectors shall be disposed of by such persons,
15 firms, or corporations and in such manner or by such method or methods as from time to time
16 designated by law. The maximum rate or charge for the disposal of refuse to be charged the refuse
17 collector by any person, firm, or corporation authorized by the Board of Supervisors to dispose of
18 refuse shall be set by the Refuse Rate Board, and those rates or charges may be adjusted from time to
19 time, in the same manner and in accordance with the same procedures as is provided for the
20 adjustment of rates and charges for the collection of refuse in Section 290.6.

21 Section 290.6. (a) The maximum rates or charges for the collection and disposition of refuse
22 by refuse collectors from residences, flats, and apartment houses of not more than 600 rooms, and the
23 regulations relating to such rates or charges, shall be set by order of the Refuse Rate Board. In
24 determining the number of rooms of any household, building or apartment in order to ascertain the rate
25 for the collection and disposition of refuse therefrom, halls, alcoves, storerooms, bathrooms, closets,

1 and toilets shall not be considered as rooms, nor shall basements or attics be considered as rooms
2 unless the same be occupied as living quarters.

3 **(b) Procedure for Adjustment.**

4 (1) There is hereby created a Refuse Rate Board consisting of the City Administrator,
5 who shall act as chairperson, the General Manager of the San Francisco Public Utilities Commission,
6 and a Ratepayer Representative who shall be appointed pursuant to Section 3.100(18) of the Charter of
7 the City and County of San Francisco. The Ratepayer Representative shall be recommended by The
8 Utility Reform Network or any other entity that is dedicated to protecting ratepayers that the Board of
9 Supervisors has designated by resolution, and shall have professionally relevant experience in
10 operations, finance, utilities regulation, the refuse industry, or other related fields. The City
11 Administrator and General Manager of the San Francisco Public Utilities Commission may from time
12 to time designate a subordinate from their own departments to act in their place and stead as members
13 of the Refuse Rate Board.

14 (2) The Refuse Rate Board shall convene upon call of the chairperson or the other two
15 members, and two members shall constitute a quorum. The Refuse Rate Board shall act by majority
16 vote. The Refuse Rate Board shall adopt and adhere to a code of conduct, including limitations on ex
17 parte communications during the rate setting process.

18 (3) The Refuse Rate Board shall receive assistance from the Refuse Rate Administrator.
19 The Controller shall serve as the Refuse Rate Administrator and may designate staff from the
20 Controller's Office to perform or assist with this function. The Refuse Rate Administrator shall be
21 responsible for proposing new rates (including adjustments to existing rates) to the Refuse Rate Board
22 on the timeline established by the Refuse Rate Board in its prior rate order, monitoring the financial
23 and operational performance of refuse collectors, performing studies and investigations, and advising
24 the Refuse Rate Board as may be deemed necessary to ensure the rates are just and reasonable. The
25 Refuse Rate Administrator shall present information to the Commission on the Environment and the

1 Sanitation and Streets Commission, at separate or joint public hearing(s), the time and place of which
2 shall be noticed not less than 20 days in advance at least once in an official newspaper of the City and
3 County of San Francisco, to solicit comment from the commissions and interested members of the
4 public, before submitting proposed rates to the Refuse Rate Board. The Refuse Rate Administrator may
5 also consult with the refuse collector(s), the Department of the Environment, the Department of
6 Sanitation and Streets, and other City agencies and others, and may conduct public hearings, as the
7 Refuse Rate Administrator deems appropriate.

8 (4) Any person, firm, or corporation (including any holder of a permit to collect and
9 dispose of refuse) affected by the rates, or by the proposed rates, and desiring an increase, decrease, or
10 other adjustment or change in, or addition to, such rates or schedules or the regulations appertaining,
11 may also file a written objection with the Refuse Rate Administrator. The Refuse Rate Administrator
12 shall consider all objections, and shall address them at the hearing of the Refuse Rate Board on the
13 proposed rates.

14 (5) The Refuse Rate Board shall commence the public hearing within 30 days after
15 receipt of the Refuse Rate Administrator's rate proposal. The time and place of the hearing shall be
16 noticed not less than 20 days in advance at least once in an official newspaper of the City and County
17 of San Francisco. The Refuse Rate Board shall be empowered to make or cause to be made such
18 studies and investigations as it may deem pertinent, and to introduce the results of such studies and
19 investigations in evidence. Any person, firm, or corporation affected by the proposed rates shall be
20 entitled to appear at the hearing and be heard. Any such person, firm, or corporation desiring notice
21 of further proceedings or action upon the application may file with the Refuse Rate Board a written
22 request for such notice, setting forth their name and contact information.

23 (6) The Refuse Rate Board is recommended to obtain financial audits of regulated
24 revenues and expenses of the refuse collector(s), performed by an external auditor selected by the
25 Refuse Rate Board in accordance with the Charter. The Refuse Rate Board shall also adopt

1 performance standards for refuse collectors, and shall endeavor to maintain rate stability and
2 accountability and an annual accounting of actual versus projected expenditures and revenues of the
3 refuse collectors, through means such as the establishment of balancing accounts, rate stabilization
4 funds, or similar features.

5 (7) Upon conclusion of the hearing, the Refuse Rate Board shall adopt an order setting
6 forth the facts based on the evidence taken and record made at the hearing. The order, if it provides
7 for any change in the rates, schedules of rates, or regulations then in effect, shall set forth the date that
8 the change is to take effect, which date shall be not less than 15 days from the date of the order. The
9 order shall remain in effect for a term of at least two years but not to exceed five years, as specified by
10 the Refuse Rate Board. Any revised rates, schedules of rates, or regulations placed in effect pursuant
11 hereto shall be just and reasonable.

12 (8) The Refuse Rate Administrator shall publish the order in an official newspaper of
13 the City and County of San Francisco, and shall provide notice of the order to all who shall have filed
14 written requests for notice as set forth in subsection (b)(5). After the order takes effect, the Refuse Rate
15 Administrator shall monitor the rates and shall update the Refuse Rate Board at least once per year, or
16 more frequently as directed by the Refuse Rate Board.

17 (9) Nothing in this Section 290 shall prohibit the Refuse Rate Administrator, a refuse
18 collector, or any member of the public from petitioning the Refuse Rate Board to adjust the rates
19 during the term of an existing order; provided, however, that it shall be the policy of the Refuse Rate
20 Board not to adjust the rates during the term of an existing rate order unless necessary due to
21 extraordinary or unforeseen circumstances.

22 (c) The Refuse Rate Board may also use the procedures for adjustment in subsection (b) to
23 adopt orders regarding the maximum rates or charges for establishments other than residences, flats,
24 and apartment houses of not more than 600 rooms, except as prohibited by state or federal law, and
25 provided that all rates set under this Section 290.6 remain reasonable and fair.

1 Section 290.7. It shall be unlawful for any refuse disposer or refuse collector to charge a
2 greater rate for the disposal of refuse or for the collection and disposition of refuse than that fixed in,
3 or pursuant to, Sections 290.5 and 290.6. Nothing in this Section 290 shall be taken or construed as
4 preventing a refuse disposer or a refuse collector from charging a lesser rate or charge for the disposal
5 of refuse or for the collection and disposition of refuse than that fixed in, or pursuant to, Sections 290.5
6 and 290.6.

7 Section 290.8. Each refuse collector shall be licensed by the Director of Public Health. The
8 fees for said licenses shall be governed by Business and Tax Regulations Code Section 249.6, as it may
9 be amended from time to time. Each vehicle in which refuse is transported through the streets shall be
10 assigned a number by the Director of Public Health and the number thereof shall be plainly marked
11 thereon.

12 Section 290.9. The license, as distinguished from a permit herein, of any refuse collector,
13 may be revoked by the Director of Public Health for failure on the part of the refuse collector to
14 properly collect refuse, or for overcharging for the collection of same, or for insolence towards persons
15 whose refuse they are collecting, and it shall be unlawful for any person whose license is so revoked to
16 collect refuse in the City and County of San Francisco. No license of a refuse collector shall be
17 revoked except upon a hearing of which the refuse collector has been given a notice of at least three
18 days.

19 Section 290.10. Upon the payment of the rate fixed in or pursuant to Section 290.6, the
20 person paying the same shall receive a receipt from the refuse collector identifying the name of the
21 collector, the amount paid, the date of payment, the premises for which the payment was made, and
22 such other information as the Department of Public Health may require to ensure accuracy with
23 respect to the imposition and collection of charges for refuse.

24 **"Section 290.11.** Disputes over charges made by collectors or as to the character of
25 the service performed shall be decided by the Director of Public Health. Any charges made in

1 excess of rates fixed pursuant to this Section 290~~ordinance~~, when determined by the Director of
2 Public Health, shall be refunded to the person or persons who paid the excess charge.

3 **"Section 290.12.** A refuse collector shall be entitled to payment for the collection of
4 refuse at the end of each month from each householder or landlord served by him and from
5 whom the payment is due."

6 **"Section 290.13~~14~~.** Any person, firm, or corporation who shall violate any of the
7 provisions of this ~~ordinance~~ Section 290 shall be guilty of a misdemeanor, and upon conviction
8 thereof, shall be punished by a fine not to exceed \$500 or by imprisonment in the County Jail
9 for not more than six months, or by both such fine and imprisonment.

10 Section 290.14. (a) The Refuse Rate Administrator shall furnish the Director of Public Health
11 with such financial data, including data as to the cost of refuse collections, as may be required to
12 enable the Director to perform the Director's functions under this Section 290.

13 (b) Each refuse collector holding a permit shall keep such records and render such reports as
14 may be required by the Refuse Rate Administrator to enable the Refuse Rate Administrator to develop
15 the above-mentioned data, and the Refuse Rate Administrator shall have access to such records.

16 Section 290.15. On recommendation of the Refuse Rate Administrator and the Refuse Rate
17 Board and the Mayor, and by supermajority of at least seven votes, the Board of Supervisors may by
18 ordinance amend any portion of this Section 290, except that the Board of Supervisors may not alter
19 the composition of the Refuse Rate Board or eliminate the requirement that refuse rates shall be
20 approved by order of the Refuse Rate Board. Further, any such amendments must further one or more
21 of the following purposes: (1) to ensure that refuse service remains cost-effective and can meet
22 established service standards and environmental goals; (2) to promote stability in the rate structure
23 and enable rates that are reasonable and fair; (3) to ensure the process for setting and monitoring
24 rates is transparent, accountable, and publicly-accessible; or (4) to ensure the Refuse Rate Board and
25 Refuse Rate Administrator conduct their duties under this Section 290 in line with high professional

1 ethical standards. The foregoing grant of authority to the Board of Supervisors does not affect the
2 ability of the voters of the City and County of San Francisco to adopt future initiative ordinances to
3 amend any portion of this Section 290.

4 **Section 290.16.** If any section, subsection, sentence, clause, phrase, or word of this Section
5 290, or any application thereof to any person or circumstance, is held to be invalid or unconstitutional
6 by a decision of a court of competent jurisdiction, such decision shall not affect the validity of the
7 remaining portions or applications of this Section 290. The People of the City and County of San
8 Francisco hereby declare that they would have adopted this Section 290 and each and every section,
9 subsection, sentence, clause, phrase, and word not declared invalid or unconstitutional without regard
10 to whether any other portion of this Section 290 or application thereof would be subsequently declared
11 invalid or unconstitutional.

12 **Section 290.17.** In enacting and implementing this Section 290, the City and County of San
13 Francisco is assuming an undertaking only to promote the general welfare. It is not assuming, nor is it
14 imposing on its officers and employees, an obligation for breach of which it is liable in money damages
15 to any person who claims that such breach proximately caused injury.

16
17 Section 4. Nature of Ordinance.

18 (a) Health Code Section 290 currently contains portions of the City's Refuse Collection
19 and Disposal Ordinance ("Refuse Ordinance") (Ordinance No. 17-083), which the People of
20 the City and County of San Francisco adopted via Proposition 6 (November 8, 1932). The
21 People subsequently amended the Refuse Ordinance three times, via Ordinance No. 16
22 (November 5, 1946), Proposition C (June 8, 1954), and Proposition F (June 7, 1960). The
23 entire Refuse Ordinance has not heretofore been codified in Health Code Section 290.

24 (b) In enacting this ordinance, the People of the City and County of San Francisco
25 intend to codify the entire Refuse Ordinance, including the three amendments referenced in

1 subsection (a), at Health Code Section 290. But the People also intend to further amend the
2 entire Refuse Ordinance. As a result, the entirety of the Refuse Ordinance, including as
3 amended by this ordinance, will be in Health Code Section 290.

4 (c) Because this ordinance in part codifies previously uncodified text, some text in the
5 ordinance that is shown as additions to text in accordance with the “Note” that appears under
6 the official title of the ordinance actually does not change the law, but merely reflects that
7 previously uncodified text has now been codified.

8
9 Section 5. Conflicting Ballot Measures. In the event that this measure and another
10 measure relating to refuse collection shall appear on the same municipal election ballot, the
11 provisions of such other measure shall be deemed in conflict with this measure. In the event
12 that this measure shall receive a greater number of affirmative votes, the provisions of this
13 measure shall prevail in their entirety and each and every provision of the other measure that
14 conflicts, in whole or in part, with this measure shall be null and void in its entirety.

15

16 APPROVED AS TO FORM:

17 DAVID CHIU, City Attorney

18

19 By: /s/
20 MANU PRADHAN
Deputy City Attorney

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24

25

LEGISLATIVE DIGEST

[Initiative Ordinance - Health Code - Refuse Collection and Disposal Ordinance]

Ordinance amending the Refuse Collection and Disposal Ordinance (“the Refuse Ordinance”) to restructure the refuse rate-setting process to replace hearings before the Department of Public Works with a requirement that the Controller, as Refuse Rate Administrator, regularly monitor the rates and appear before the Refuse Rate Board to recommend rate adjustments; establish an appointed Ratepayer Representative to replace the Controller on the Refuse Rate Board; authorize the Refuse Rate Board to set commercial rates; require a competitive process for all existing and future route permits; authorize the Board of Supervisors on recommendation of the Refuse Rate Administrator, Refuse Rate Board, and Mayor to amend the Refuse Ordinance by supermajority vote; and fully codifying the Refuse Ordinance in the Health Code.

Existing Law

The City regulates the collection, transport, and disposal of “refuse” (i.e., trash, compost, and recyclables) under a voter-adopted ordinance known as “the Refuse Ordinance.” Among other things, the Refuse Ordinance created a Refuse Rate Board which is comprised of the City Administrator, the City Controller, and the General Manager of the Public Utilities Commission. The Refuse Rate Board sets the maximum rate for residential refuse collection and for refuse disposal. The Refuse Rate Board does not set a maximum rate for commercial refuse collection; these rates are set through private contracts between customers and refuse collectors.

When the Refuse Rate Board receives an application to change the refuse rates, it first refers the application to the Director of Public Works. The Director must hold a public hearing on the application and then provide a recommendation to the Refuse Rate Board. If nobody objects to the Director’s recommendation, it becomes final. If someone objects, then the Refuse Rate Board holds a public hearing and can modify the Director’s recommendation.

The Refuse Ordinance also divided the City into routes, and requires refuse collectors to have permits from the Department of Public Health to operate on those routes. The Department of Public Health may authorize more than one collector to operate on a given route in the event of inadequate service.

Because the Refuse Ordinance does not authorize amendments by the Board of Supervisors, it requires approval of the voters to amend it.

Amendments to Current Law

The proposed measure would remove the Controller from the Refuse Rate Board and replace the Controller with a Ratepayer Representative, who would need to be recommended by an organization dedicated to protecting ratepayers.

Instead of serving on the Refuse Rate Board, the Controller would serve as the Refuse Rate Administrator. In that capacity, the Controller rather than the Director of Public Works would be responsible for monitoring rates and proposing new rates to the Refuse Rate Board. Before proposing any new rates, the Refuse Rate Administrator would be required to present its proposals at public hearings before the Commission on the Environment and Commission on Streets and Sanitation. The Refuse Rate Board would need to hold a public hearing on the Refuse Rate Administrator's proposed rates and then issue a final decision.

Under the proposed measure, the Refuse Rate Board would also have the authority to set a maximum rate for commercial customers, provided that all the rates set by the Refuse Rate Board remain reasonable and fair.

The proposed measure would also require the Department of Public Health to develop a process to terminate the currently existing route permits and issue new permits following an open and competitive process. The Department of Public Health would need to solicit applications from all interested parties before issuing new permits.

Finally, while the voters could continue to amend the Refuse Ordinance in the future, the proposed measure would also authorize amendments by the Board of Supervisors. The Board of Supervisors would need to approve any such amendments by ordinance with a supermajority of at least seven votes, and the amendments would need to further certain specified purposes and would need to be recommended by the Refuse Rate Administrator, the Rate Board, and the Mayor.

Background Information

Health Code Section 290 currently contains portions of the Refuse Ordinance, which the voters adopted via Proposition 6 (November 8, 1932), which was amended via Ordinance No. 16 (November 5, 1946), Proposition C (June 8, 1954), and Proposition F (June 7, 1960). The entire Refuse Ordinance has not previously been codified in Health Code Section 290. The proposed measure would codify the entire Refuse Ordinance at Health Code Section 290, along with the amendments as summarized above. As a result, the entirety of the Refuse Ordinance, including as amended by this ordinance, will be in Health Code Section 290.

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Introduction Form

By a Member of the Board of Supervisors or Mayor

Time stamp
or meeting date

I hereby submit the following item for introduction (select only one):

1. For reference to Committee. (An Ordinance, Resolution, Motion or Charter Amendment).
2. Request for next printed agenda Without Reference to Committee.
3. Request for hearing on a subject matter at Committee.
4. Request for letter beginning : "Supervisor inquiries"
5. City Attorney Request.
6. Call File No. from Committee.
7. Budget Analyst request (attached written motion).
8. Substitute Legislation File No.
9. Reactivate File No.
10. Topic submitted for Mayoral Appearance before the BOS on

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

- Small Business Commission Youth Commission Ethics Commission
- Planning Commission Building Inspection Commission

Note: For the Imperative Agenda (a resolution not on the printed agenda), use the Imperative Form.

Sponsor(s):

Subject:

The text is listed:

Motion ordering submitted to the voters at an election to be held on June 7, 2022, an Ordinance amending the Refuse Collection and Disposal Ordinance ("the Refuse Ordinance") to restructure the refuse rate-setting process to replace hearings before the Department of Public Works with a requirement that the Controller, as Refuse Rate Administrator, regularly monitor the rates and appear before the Refuse Rate Board to recommend rate adjustments; establish an appointed Ratepayer Representative to replace the Controller on the Refuse Rate Board; authorize the Refuse Rate Board to set commercial rates; require a competitive process for all existing and future route permits; authorize the Board of Supervisors on recommendation of the Refuse Rate Administrator, Refuse Rate Board, and Mayor to amend the Refuse Ordinance by supermajority vote; and fully codifying the Refuse Ordinance in the Health Code.

Signature of Sponsoring Supervisor:

From: [Groth, Kelly \(BOS\)](#)
To: [Gee, Natalie \(BOS\)](#); [Hepner, Lee \(BOS\)](#); [BOS Legislation, \(BOS\)](#)
Cc: [Peskin, Aaron \(BOS\)](#); [PRADHAN, MANU \(CAT\)](#); [PEARSON, ANNE \(CAT\)](#); [CHEESEBOROUGH, PAMELA \(CAT\)](#); [BUTA, ODAYA \(CAT\)](#); [ZAREFSKY, PAUL \(CAT\)](#); [Walton, Shamann \(BOS\)](#); [Chan, Connie \(BOS\)](#); [Ronen, Hillary](#); [Lerma, Santiago \(BOS\)](#)
Subject: Re: Peskin - Introduction - Initiative Ordinance - Health Code - Refuse Collection & Disposal Ordinance
Date: Tuesday, January 11, 2022 3:01:26 PM

Thank you, Lee! Confirming Supervisor Chan as co-sponsor.

Kelly Groth | 明美
Legislative Aide
Office of Supervisor Chan
District 1, San Francisco Board of Supervisors
(415) 554-7413

From: Gee, Natalie (BOS) <natalie.gee@sfgov.org>
Sent: Tuesday, January 11, 2022 3:00 PM
To: Hepner, Lee (BOS) <lee.hepner@sfgov.org>; BOS Legislation, (BOS) <bos.legislation@sfgov.org>
Cc: Peskin, Aaron (BOS) <aaron.peskin@sfgov.org>; PRADHAN, MANU (CAT) <Manu.Pradhan@sfcityatty.org>; PEARSON, ANNE (CAT) <Anne.Pearson@sfcityatty.org>; CHEESEBOROUGH, PAMELA (CAT) <Pamela.Cheeseborough@sfcityatty.org>; BUTA, ODAYA (CAT) <Odaya.Buta@sfcityatty.org>; ZAREFSKY, PAUL (CAT) <Paul.Zarefsky@sfcityatty.org>; Walton, Shamann (BOS) <shamann.walton@sfgov.org>; Chan, Connie (BOS) <connie.chan@sfgov.org>; Groth, Kelly (BOS) <kelly.groth@sfgov.org>; Ronen, Hillary <hillary.ronen@sfgov.org>; Lerma, Santiago (BOS) <santiago.lerma@sfgov.org>
Subject: RE: Peskin - Introduction - Initiative Ordinance - Health Code - Refuse Collection & Disposal Ordinance

Thank you, Lee. Confirming President Walton's co-sponsorship.

Natalie Gee 朱凱勤, Chief of Staff
Supervisor Shamann Walton, District 10
President, Board of Supervisors
1 Dr. Carlton B. Goodlett Pl, San Francisco | Room 282
Direct: 415.554.7672 | **Office:** 415.554.7670

From: Hepner, Lee (BOS) <lee.hepner@sfgov.org>
Sent: Tuesday, January 11, 2022 2:53 PM
To: BOS Legislation, (BOS) <bos.legislation@sfgov.org>
Cc: Peskin, Aaron (BOS) <aaron.peskin@sfgov.org>; PRADHAN, MANU (CAT) <Manu.Pradhan@sfcityatty.org>; PEARSON, ANNE (CAT) <Anne.Pearson@sfcityatty.org>; CHEESEBOROUGH, PAMELA (CAT) <Pamela.Cheeseborough@sfcityatty.org>; BUTA, ODAYA (CAT) <Odaya.Buta@sfcityatty.org>; ZAREFSKY, PAUL (CAT) <Paul.Zarefsky@sfcityatty.org>; Walton, Shamann (BOS) <shamann.walton@sfgov.org>; Gee, Natalie (BOS) <natalie.gee@sfgov.org>; Chan, Connie (BOS) <connie.chan@sfgov.org>; Groth, Kelly (BOS) <kelly.groth@sfgov.org>; Ronen, Hillary <hillary.ronen@sfgov.org>; Lerma, Santiago (BOS) <santiago.lerma@sfgov.org>
Subject: Peskin - Introduction - Initiative Ordinance - Health Code - Refuse Collection & Disposal

Ordinance

Dear Clerk – please find the subject Initiative Ordinance and corresponding Introduction Form attached hereto.

Deputy City Attorney Manu Pradhan and the offices of co-sponsors Chan, Ronen and Walton are copied here for confirmation, as needed.

Thanks,
Lee

Lee Hepner
Legislative Aide
Supervisor Aaron Peskin
(415) 554-7419 | *pronouns: he, him, his*

[District 3 Website](#)

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From: Pradhan, Manu (CAT) <Manu.Pradhan@sfcityatty.org>

Sent: Tuesday, January 11, 2022 2:15 PM

To: Peskin, Aaron (BOS) <aaron.peskin@sfgov.org>; Hepner, Lee (BOS) <lee.hepner@sfgov.org>

Cc: PEARSON, ANNE (CAT) <Anne.Pearson@sfcityatty.org>; CHEESEBOROUGH, PAMELA (CAT) <Pamela.Cheeseborough@sfcityatty.org>; BUTA, ODAYA (CAT) <Odaya.Buta@sfcityatty.org>; ZAREFSKY, PAUL (CAT) <Paul.Zarefsky@sfcityatty.org>

Subject: refuse measure for Supervisor Peskin

Supervisor Peskin-

Here is the legislation you requested to place amendments on the refuse ordinance on the June ballot, along with a legislative digest. The ordinance is approved as to form.

[Initiative Ordinance - Health Code - Refuse Collection and Disposal Ordinance]

Ordinance amending the Refuse Collection and Disposal Ordinance (“the Refuse Ordinance”) to restructure the refuse rate-setting process to replace hearings before the Department of Public Works with a requirement that the Controller, as Refuse Rate Administrator, regularly monitor the rates and appear before the Refuse Rate Board to recommend rate adjustments; establish an appointed Ratepayer Representative to replace the Controller on the Refuse Rate Board; authorize the Refuse Rate Board to set commercial rates; require a competitive process for all existing and future route permits; authorize the Board of Supervisors on recommendation of the Refuse Rate Administrator, Refuse Rate Board, and Mayor to amend the Refuse Ordinance by supermajority vote; and fully codifying the Refuse Ordinance in the Health Code.

Thanks-



Manu Pradhan

Deputy City Attorney
Office of City Attorney David Chiu
(415) 554-4658 Direct
www.sfcityattorney.org

From: [Somera, Alisa \(BOS\)](#)
To: [BOS Legislation, \(BOS\)](#)
Subject: FW: Recology
Date: Tuesday, January 11, 2022 11:39:00 AM

See co-sponsorship request below. Thanks!

Alisa Somera

Legislative Deputy Director
San Francisco Board of Supervisors
1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco, CA 94102
415.554.7711 direct | 415.554.5163 fax
alisa.somera@sfgov.org

(VIRTUAL APPOINTMENTS) To schedule a “virtual” meeting with me (on Microsoft Teams), please ask and I can answer your questions in real time.

Due to the current COVID-19 health emergency and the Shelter in Place Order, the Office of the Clerk of the Board is working remotely while providing complete access to the legislative process and our services.

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**From:** Calvillo, Angela (BOS) <[angela.calvillo@sfgov.org](mailto:angela.calvillo@sfgov.org)>  
**Sent:** Tuesday, January 11, 2022 11:24 AM  
**To:** Safai, Ahsha (BOS) <[ahsha.safai@sfgov.org](mailto:ahsha.safai@sfgov.org)>  
**Cc:** Somera, Alisa (BOS) <[alisa.somera@sfgov.org](mailto:alisa.somera@sfgov.org)>; Mchugh, Eileen (BOS) <[eileen.e.mchugh@sfgov.org](mailto:eileen.e.mchugh@sfgov.org)>  
**Subject:** RE: Recology

Thank you will do.  
Alisa, thank you for your help.  
Have a good day all.

Angela Calvillo  
Clerk of the Board

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**From:** Safai, Ahsha (BOS) <[ahsha.safai@sfgov.org](mailto:ahsha.safai@sfgov.org)>  
**Sent:** Tuesday, January 11, 2022 10:22 AM  
**To:** Peskin, Aaron (BOS) <[aaron.peskin@sfgov.org](mailto:aaron.peskin@sfgov.org)>; Calvillo, Angela (BOS) <[angela.calvillo@sfgov.org](mailto:angela.calvillo@sfgov.org)>  
**Subject:** Re: Recology

Please add me as a co-sponsor on this item.

Ahsha Safai, *M.C.P.*  
*District 11 Supervisor*  
*San Francisco Board of Supervisors*  
(415) 756-8103

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1 [Initiative Ordinance - Health Code - Refuse Collection and Disposal Ordinance]

2  
3 **Motion ordering submitted to the voters at an election to be held on June 7, 2022, an**  
4 **Ordinance amending the Refuse Collection and Disposal Ordinance (“the Refuse**  
5 **Ordinance”)** to restructure the refuse rate-setting process to replace hearings before  
6 **the Department of Public Works with a requirement that the Controller, as Refuse Rate**  
7 **Administrator, regularly monitor the rates and appear before the Refuse Rate Board to**  
8 **recommend rate adjustments; establish an appointed Ratepayer Representative to**  
9 **replace the Controller on the Refuse Rate Board; authorize the Refuse Rate Board to**  
10 **set commercial rates; require a competitive process for all existing and future route**  
11 **permits; authorize the Board of Supervisors on recommendation of the Refuse Rate**  
12 **Administrator, Refuse Rate Board, and Mayor to amend the Refuse Ordinance by**  
13 **supermajority vote; and fully codifying the Refuse Ordinance in the Health Code.**

14  
15 **MOVED, That the Board of Supervisors hereby submits the following ordinance to the**  
16 **voters of the City and County of San Francisco, at an election to be held on June 7, 2022.**

17  
18 **Ordinance amending the Refuse Collection and Disposal Ordinance (“the Refuse**  
19 **Ordinance”)** to restructure the refuse rate-setting process to replace hearings before  
20 **the Department of Public Works with a requirement that the Controller, as Refuse Rate**  
21 **Administrator, regularly monitor the rates and appear before the Refuse Rate Board to**  
22 **recommend rate adjustments; establish an appointed Ratepayer Representative to**  
23 **replace the Controller on the Refuse Rate Board; authorize the Refuse Rate Board to**  
24 **set commercial rates; require a competitive process for all existing and future route**  
25 **permits; authorize the Board of Supervisors on recommendation of the Refuse Rate**

1 **Administrator, Refuse Rate Board, and Mayor to amend the Refuse Ordinance by**  
2 **supermajority vote; and fully codifying the Refuse Ordinance in the Health Code.**

3 NOTE: **Unchanged Code text and uncodified text** are in plain font.  
4 **Additions to Codes** are in *single-underline italics Times New Roman font*.  
5 **Deletions to Codes** are in ~~italics Times New Roman font~~.  
6 **Asterisks (\* \* \* \*)** indicate the omission of unchanged Code subsections or  
7 parts of tables.

8  
9 Be it ordained by the People of the City and County of San Francisco:

10 Section 1. Title.

11 This Ordinance shall be known as “The Refuse Rate Reform Ordinance Of 2022.”

12 Section 2. Background and Purpose.

13 (a) The City regulates the collection and disposal of refuse via the Refuse Collection  
14 and Disposal Ordinance, an uncodified ordinance that the voters adopted in 1932 and have  
15 not amended since 1960. Starting in 2020, a series of public reports revealed that the City’s  
16 refuse collection system was in need of reform, as evidenced by Recology, the City’s sole  
17 permittee, overcharging San Francisco residents and businesses by almost \$100 million. The  
18 City corrected this error, but even afterwards continued to have significant concerns that  
19 Recology’s expenses may have been inflated and had difficulty ascertaining answers because  
20 of the lack of transparency in the current regulatory structure.

21 (b) The purpose of this ordinance is to reform and modernize the City’s process for  
22 setting residential refuse rates to be more fair, transparent, and accountable; and to help the  
23 City continue to pursue its Zero-Waste goals. To achieve these multiple purposes, the People  
24 of the City and County of San Francisco hereby establish the following principles to govern  
25 this process:

- 1 • Residential refuse service shall be cost-effective and meet established service  
2 standards and environmental goals;
- 3 • The residential refuse rate structure shall encourage rate stability and ensure rates  
4 are reasonable and fair;
- 5 • The process used to establish and monitor rates shall be transparent, accountable,  
6 and publicly accessible;
- 7 • The work of the Refuse Rate Board and the City Controller, who shall act as Refuse  
8 Rate Administrator, shall be conducted in line with high professional ethical  
9 standards.

10 (c) This ordinance also directs the City to develop procedures to terminate and re-  
11 issue refuse collection permits following an open and competitive process; and authorizes the  
12 Board of Supervisors, on recommendation of the Refuse Rate Administrator and the Refuse  
13 Rate Board and the Mayor, to update the Refuse Collection and Disposal Ordinance, as  
14 codified in Health Code Section 290 by this ordinance, from time to time, so that the  
15 Ordinance can continue to meet the above standards well into the future.

16  
17 Section 3. Article 6 of the Health Code is hereby amended by revising Section 290, to  
18 read as follows:

19 **SEC. 290. REFUSE COLLECTION AND DISPOSAL ORDINANCE NO. 17.083.**

20 This Section 290 (encompassing Sections 290.1 through 290.17, collectively referred to as  
21 “Section 290”) is enacted to set forth portions of the Refuse Collection and Disposal Ordinance  
22 No. 17.083 (adopted as Proposition 6, November 8, 1932, and reprinted in the Appendix A to the  
23 Administrative Code)of the San Francisco City Charter, as it has been amended via Ordinance No. 16  
24 (November 5, 1946), Proposition C (June 8, 1954), and Proposition F (June 7, 1960), and as it may be  
25 further amended from time to time. heretofore has been adopted to read as follows

1           **"Section 290.1.** The term "refuse" as used in this ~~ordinance~~Section 290 shall ~~be taken to~~  
2 mean all waste and discarded materials from dwelling places, households, apartment houses,  
3 stores, office buildings, restaurants, hotels, institutions, and all commercial establishments,  
4 including waste or discarded food, animal and vegetable matter from all kitchens thereof,  
5 waste paper, cans, glass, ashes, and boxes and cutting from trees, lawns, and gardens.

6           "Refuse" as used herein does not include debris and waste construction materials, including,  
7 wood, brick, plaster, glass, cement, wire, and other ferrous materials, derived from the  
8 construction of or the partial or total demolition of buildings or other structures.

9           **"Section 290.2.** It shall be unlawful for any person, firm, or corporation to dispose of  
10 refuse as defined in Section 290.1 ~~this ordinance~~ except as ~~herein~~ provided in this Section 290,  
11 ~~save that the provisions of this ordinance shall not include refuse which may be incinerated by an~~  
12 ~~owner of a building for himself or for his tenants on the premises where produced; provided, however,~~  
13 ~~that such incineration shall be subject to inspection and control by the Director of Public Health and~~  
14 ~~the Fire Department.~~ Failure of any householder producing refuse to subscribe to and pay for  
15 refuse collection, unless such householder is a tenant for whom refuse collection service is  
16 provided by ~~his~~their landlord, shall be prima facie evidence that such householder is disposing  
17 of refuse in violation of this Section 290~~ordinance~~.

18           **"Section 290.3.** Refuse ~~consisting of waste or discarded food, animal and vegetable~~  
19 ~~matter, discharged containers, of food, animal and vegetable matter and ashes~~ shall be collected and  
20 placed in ~~suitable metal cans of such capacity as the Director of Public Works~~secure containers in a  
21 manner as may be prescribed by law ~~(but not to exceed 32 gallons in the case of a can serving one~~  
22 ~~single family dwelling unit) by the producer or landlord who by reason of contract or lease with an~~  
23 ~~occupant is obligated to care for such refuse,~~ for collection by a refuse collector to be disposed of  
24 as provided in this Section 290~~as herein provided.~~ ~~Waste paper and boxes and other refuse materials~~  
25 ~~not subject to putrefaction or decay, and cuttings from trees, lawns and gardens may be placed in any~~

1 ~~suitable container and delivered by the producer or landlord, who by reason of contract or lease with~~  
2 ~~the occupant is obligated to care for such refuse and deliver same to a refuse collector, to be disposed~~  
3 ~~as herein provided;~~ provided, however, that it shall be optional with the producer or landlord to  
4 deliver waste paper or other refuse having a commercial value to a refuse collector, and the  
5 producer or landlord may dispose of the same in any manner ~~hethey~~ may see fit. (Refuse  
6 ~~which under the provisions hereof must be deposited in a metal can of suitable capacity~~ shall be  
7 removed daily from the place where the same is created.)

8 "Section 290.4. (a) It shall be unlawful for any person, firm, or corporation, other than  
9 a refuse collector licensed by the Director of Public Health as ~~in the ordinance~~ provided in this  
10 Section 290, to transport through the streets of the City and County of San Francisco any  
11 refuse ~~as in this ordinance defined~~, or to collect or to dispose of the same, except waste paper,  
12 or other refuse having a commercial value." It is provided, however, that a license for a refuse  
13 collector, as provided in Section 290.8, shall be distinguished from a permit to operate in the City and  
14 County of San Francisco on a certain designated route, under this Section 290.4.

15 (b) It shall be unlawful for any person, firm or corporation to transport through the streets of  
16 the City and County of San Francisco any refuse, or to collect or dispose of the same, without first  
17 obtaining a permit from the Department of Public Health.

18 (c) Ordinance No. 17-083 divided the City and County of San Francisco into routes for the  
19 collection of refuse, as designated on a map of the City, each route to include only the side of the street  
20 or streets bounding each route as designated by a number on said map, said routes being numbered 1  
21 to 97, inclusive. Said map and said routes were marked Exhibit A and are attached to and were made a  
22 part of Ordinance No. 17-083, and permits for said routes were originally issued under the authority of  
23 Ordinance No. 17-083. The Department of Public Health shall, consistent with this Section 290.4,  
24 develop a process for terminating the permits for the 97 routes by operation of law, soliciting proposals  
25 from interested applicants (including but not limited to the existing permitted refuse collectors), and

1 issuing new route permits. By no later than November 1, 2022, the Department of Public Health shall  
2 advertise on its website the opportunity to apply for said permits and shall provide information  
3 regarding the procedures that shall govern the review of any applications received. Applications shall  
4 be submitted to the Director of Public Health, and shall include the name of the applicant; any of the  
5 particular routes that the applicant proposes to serve; a statement that the applicant will abide by all  
6 the provisions of this Section 290 and will not charge a greater rate for the collection and disposition  
7 of said refuse than that fixed in or pursuant to this Section 290; evidence regarding the applicant's  
8 ability to minimize disruptions in service; and any other information that the Director of Public Health  
9 may reasonably require to ensure that refuse service remains cost-effective, consistent with established  
10 service standards and environmental goals, and promotes stability and fairness in the rates.

11 (c) Following review of the applications, and subject to any required environmental review and  
12 approval by the Health Commission, the Director of Public Health shall issue permits no later than  
13 April 1, 2023, to take effect on July 1, 2023. The existing permits for the 97 routes shall cease to be  
14 effective as of July 1, 2023, and shall be superseded by the new route permits, notwithstanding any  
15 language in the existing permits or in Ordinance No. 17-083, as amended, to the contrary. The new  
16 permits, and any additional permits, shall be non-exclusive in that more than one refuse collector may  
17 be given a permit to operate within the same route, in the Director's discretion.

18 (d) The Director of Public Health may revoke or modify a permit upon seven days' written  
19 notice to the permittee, if the permittee has violated this Section 290, or in the event of inadequate  
20 service. The permit must be revoked or modified, however, and it is mandatory on the Director to  
21 revoke or modify the permit, after providing seven days' notice, if 20% or more of the householders,  
22 businesses, apartment house owners, hotel keepers, institutions, or residents in said route or routes,  
23 using refuse service, and paying for same, or obligated to do so, have signed a petition or contract in  
24 which they have stated that they are inadequately served by the refuse collector who is then collecting  
25 refuse on said route or routes, provided that the Director finds upon substantial evidence that such

1 statement is correct. Inadequate service is defined as the failure, on the part of any refuse collector to  
2 properly collect, handle, or transport refuse on said route, or the overcharging for the collection of  
3 same, or insolence towards persons whose refuse has been collected, or the collection by any refuse  
4 collector whose license has been revoked as provided in Section 290.9 hereof. In either case, the  
5 permittee shall have 30 days to appeal the Director's decision to the Health Commission.

6 (e) Further, upon the conviction of any person, firm, or corporation for any violation of the  
7 provisions of this Section 290, the permit of such person, firm, or corporation shall be forthwith and  
8 immediately terminated and canceled by operation of law as of the date of conviction.

9 \* \*

10 "Persons, firms or corporations desiring to transport through the streets of the City  
11 and County of San Francisco only waste paper or other refuse having commercial value, and  
12 to collect and dispose of same need not obtain a permit therefor under the provisions of this  
13 ~~ordinance~~ Section 290."

14 Section 290.5. Refuse collected by refuse collectors shall be disposed of by such persons,  
15 firms, or corporations and in such manner or by such method or methods as from time to time  
16 designated by law. The maximum rate or charge for the disposal of refuse to be charged the refuse  
17 collector by any person, firm, or corporation authorized by the Board of Supervisors to dispose of  
18 refuse shall be set by the Refuse Rate Board, and those rates or charges may be adjusted from time to  
19 time, in the same manner and in accordance with the same procedures as is provided for the  
20 adjustment of rates and charges for the collection of refuse in Section 290.6.

21 Section 290.6. (a) The maximum rates or charges for the collection and disposition of refuse  
22 by refuse collectors from residences, flats, and apartment houses of not more than 600 rooms, and the  
23 regulations relating to such rates or charges, shall be set by order of the Refuse Rate Board. In  
24 determining the number of rooms of any household, building or apartment in order to ascertain the rate  
25 for the collection and disposition of refuse therefrom, halls, alcoves, storerooms, bathrooms, closets,

1 and toilets shall not be considered as rooms, nor shall basements or attics be considered as rooms  
2 unless the same be occupied as living quarters.

3 **(b) Procedure for Adjustment.**

4 (1) There is hereby created a Refuse Rate Board consisting of the City Administrator,  
5 who shall act as chairperson, the General Manager of the San Francisco Public Utilities Commission,  
6 and a Ratepayer Representative who shall be appointed pursuant to Section 3.100(18) of the Charter of  
7 the City and County of San Francisco. The Ratepayer Representative shall be recommended by The  
8 Utility Reform Network or any other entity that is dedicated to protecting ratepayers that the Board of  
9 Supervisors has designated by resolution, and shall have professionally relevant experience in  
10 operations, finance, utilities regulation, the refuse industry, or other related fields. The City  
11 Administrator and General Manager of the San Francisco Public Utilities Commission may from time  
12 to time designate a subordinate from their own departments to act in their place and stead as members  
13 of the Refuse Rate Board.

14 (2) The Refuse Rate Board shall convene upon call of the chairperson or the other two  
15 members, and two members shall constitute a quorum. The Refuse Rate Board shall act by majority  
16 vote. The Refuse Rate Board shall adopt and adhere to a code of conduct, including limitations on ex  
17 parte communications during the rate setting process.

18 (3) The Refuse Rate Board shall receive assistance from the Refuse Rate Administrator.  
19 The Controller shall serve as the Refuse Rate Administrator and may designate staff from the  
20 Controller's Office to perform or assist with this function. The Refuse Rate Administrator shall be  
21 responsible for proposing new rates (including adjustments to existing rates) to the Refuse Rate Board  
22 on the timeline established by the Refuse Rate Board in its prior rate order, monitoring the financial  
23 and operational performance of refuse collectors, performing studies and investigations, and advising  
24 the Refuse Rate Board as may be deemed necessary to ensure the rates are just and reasonable. The  
25 Refuse Rate Administrator shall present information to the Commission on the Environment and the



1 Sanitation and Streets Commission, at separate or joint public hearing(s), the time and place of which  
2 shall be noticed not less than 20 days in advance at least once in an official newspaper of the City and  
3 County of San Francisco, to solicit comment from the commissions and interested members of the  
4 public, before submitting proposed rates to the Refuse Rate Board. The Refuse Rate Administrator may  
5 also consult with the refuse collector(s), the Department of the Environment, the Department of  
6 Sanitation and Streets, and other City agencies and others, and may conduct public hearings, as the  
7 Refuse Rate Administrator deems appropriate.

8 (4) Any person, firm, or corporation (including any holder of a permit to collect and  
9 dispose of refuse) affected by the rates, or by the proposed rates, and desiring an increase, decrease, or  
10 other adjustment or change in, or addition to, such rates or schedules or the regulations appertaining,  
11 may also file a written objection with the Refuse Rate Administrator. The Refuse Rate Administrator  
12 shall consider all objections, and shall address them at the hearing of the Refuse Rate Board on the  
13 proposed rates.

14 (5) The Refuse Rate Board shall commence the public hearing within 30 days after  
15 receipt of the Refuse Rate Administrator's rate proposal. The time and place of the hearing shall be  
16 noticed not less than 20 days in advance at least once in an official newspaper of the City and County  
17 of San Francisco. The Refuse Rate Board shall be empowered to make or cause to be made such  
18 studies and investigations as it may deem pertinent, and to introduce the results of such studies and  
19 investigations in evidence. Any person, firm, or corporation affected by the proposed rates shall be  
20 entitled to appear at the hearing and be heard. Any such person, firm, or corporation desiring notice  
21 of further proceedings or action upon the application may file with the Refuse Rate Board a written  
22 request for such notice, setting forth their name and contact information.

23 (6) The Refuse Rate Board is recommended to obtain financial audits of regulated  
24 revenues and expenses of the refuse collector(s), performed by an external auditor selected by the  
25 Refuse Rate Board in accordance with the Charter. The Refuse Rate Board shall also adopt

1 performance standards for refuse collectors, and shall endeavor to maintain rate stability and  
2 accountability and an annual accounting of actual versus projected expenditures and revenues of the  
3 refuse collectors, through means such as the establishment of balancing accounts, rate stabilization  
4 funds, or similar features.

5 (7) Upon conclusion of the hearing, the Refuse Rate Board shall adopt an order setting  
6 forth the facts based on the evidence taken and record made at the hearing. The order, if it provides  
7 for any change in the rates, schedules of rates, or regulations then in effect, shall set forth the date that  
8 the change is to take effect, which date shall be not less than 15 days from the date of the order. The  
9 order shall remain in effect for a term of at least two years but not to exceed five years, as specified by  
10 the Refuse Rate Board. Any revised rates, schedules of rates, or regulations placed in effect pursuant  
11 hereto shall be just and reasonable.

12 (8) The Refuse Rate Administrator shall publish the order in an official newspaper of  
13 the City and County of San Francisco, and shall provide notice of the order to all who shall have filed  
14 written requests for notice as set forth in subsection (b)(5). After the order takes effect, the Refuse Rate  
15 Administrator shall monitor the rates and shall update the Refuse Rate Board at least once per year, or  
16 more frequently as directed by the Refuse Rate Board.

17 (9) Nothing in this Section 290 shall prohibit the Refuse Rate Administrator, a refuse  
18 collector, or any member of the public from petitioning the Refuse Rate Board to adjust the rates  
19 during the term of an existing order; provided, however, that it shall be the policy of the Refuse Rate  
20 Board not to adjust the rates during the term of an existing rate order unless necessary due to  
21 extraordinary or unforeseen circumstances.

22 (c) The Refuse Rate Board may also use the procedures for adjustment in subsection (b) to  
23 adopt orders regarding the maximum rates or charges for establishments other than residences, flats,  
24 and apartment houses of not more than 600 rooms, except as prohibited by state or federal law, and  
25 provided that all rates set under this Section 290.6 remain reasonable and fair.

1           Section 290.7. It shall be unlawful for any refuse disposer or refuse collector to charge a  
2 greater rate for the disposal of refuse or for the collection and disposition of refuse than that fixed in,  
3 or pursuant to, Sections 290.5 and 290.6. Nothing in this Section 290 shall be taken or construed as  
4 preventing a refuse disposer or a refuse collector from charging a lesser rate or charge for the disposal  
5 of refuse or for the collection and disposition of refuse than that fixed in, or pursuant to, Sections 290.5  
6 and 290.6.

7           Section 290.8. Each refuse collector shall be licensed by the Director of Public Health. The  
8 fees for said licenses shall be governed by Business and Tax Regulations Code Section 249.6, as it may  
9 be amended from time to time. Each vehicle in which refuse is transported through the streets shall be  
10 assigned a number by the Director of Public Health and the number thereof shall be plainly marked  
11 thereon.

12           Section 290.9. The license, as distinguished from a permit herein, of any refuse collector,  
13 may be revoked by the Director of Public Health for failure on the part of the refuse collector to  
14 properly collect refuse, or for overcharging for the collection of same, or for insolence towards persons  
15 whose refuse they are collecting, and it shall be unlawful for any person whose license is so revoked to  
16 collect refuse in the City and County of San Francisco. No license of a refuse collector shall be  
17 revoked except upon a hearing of which the refuse collector has been given a notice of at least three  
18 days.

19           Section 290.10. Upon the payment of the rate fixed in or pursuant to Section 290.6, the  
20 person paying the same shall receive a receipt from the refuse collector identifying the name of the  
21 collector, the amount paid, the date of payment, the premises for which the payment was made, and  
22 such other information as the Department of Public Health may require to ensure accuracy with  
23 respect to the imposition and collection of charges for refuse.

24           **"Section 290.11.** Disputes over charges made by collectors or as to the character of  
25 the service performed shall be decided by the Director of Public Health. Any charges made in

1 excess of rates fixed pursuant to this Section 290~~ordinance~~, when determined by the Director of  
2 Public Health, shall be refunded to the person or persons who paid the excess charge.

3 **"Section 290.12.** A refuse collector shall be entitled to payment for the collection of  
4 refuse at the end of each month from each householder or landlord served by him and from  
5 whom the payment is due."

6 **"Section 290.13~~14~~.** Any person, firm, or corporation who shall violate any of the  
7 provisions of this ~~ordinance~~ Section 290 shall be guilty of a misdemeanor, and upon conviction  
8 thereof, shall be punished by a fine not to exceed \$500 or by imprisonment in the County Jail  
9 for not more than six months, or by both such fine and imprisonment.

10 Section 290.14. (a) The Refuse Rate Administrator shall furnish the Director of Public Health  
11 with such financial data, including data as to the cost of refuse collections, as may be required to  
12 enable the Director to perform the Director's functions under this Section 290.

13 (b) Each refuse collector holding a permit shall keep such records and render such reports as  
14 may be required by the Refuse Rate Administrator to enable the Refuse Rate Administrator to develop  
15 the above-mentioned data, and the Refuse Rate Administrator shall have access to such records.

16 Section 290.15. On recommendation of the Refuse Rate Administrator and the Refuse Rate  
17 Board and the Mayor, and by supermajority of at least seven votes, the Board of Supervisors may by  
18 ordinance amend any portion of this Section 290, except that the Board of Supervisors may not alter  
19 the composition of the Refuse Rate Board or eliminate the requirement that refuse rates shall be  
20 approved by order of the Refuse Rate Board. Further, any such amendments must further one or more  
21 of the following purposes: (1) to ensure that refuse service remains cost-effective and can meet  
22 established service standards and environmental goals; (2) to promote stability in the rate structure  
23 and enable rates that are reasonable and fair; (3) to ensure the process for setting and monitoring  
24 rates is transparent, accountable, and publicly-accessible; or (4) to ensure the Refuse Rate Board and  
25 Refuse Rate Administrator conduct their duties under this Section 290 in line with high professional

1 ethical standards. The foregoing grant of authority to the Board of Supervisors does not affect the  
2 ability of the voters of the City and County of San Francisco to adopt future initiative ordinances to  
3 amend any portion of this Section 290.

4 **Section 290.16.** If any section, subsection, sentence, clause, phrase, or word of this Section  
5 290, or any application thereof to any person or circumstance, is held to be invalid or unconstitutional  
6 by a decision of a court of competent jurisdiction, such decision shall not affect the validity of the  
7 remaining portions or applications of this Section 290. The People of the City and County of San  
8 Francisco hereby declare that they would have adopted this Section 290 and each and every section,  
9 subsection, sentence, clause, phrase, and word not declared invalid or unconstitutional without regard  
10 to whether any other portion of this Section 290 or application thereof would be subsequently declared  
11 invalid or unconstitutional.

12 **Section 290.17.** In enacting and implementing this Section 290, the City and County of San  
13 Francisco is assuming an undertaking only to promote the general welfare. It is not assuming, nor is it  
14 imposing on its officers and employees, an obligation for breach of which it is liable in money damages  
15 to any person who claims that such breach proximately caused injury.

16  
17 Section 4. Nature of Ordinance.

18 (a) Health Code Section 290 currently contains portions of the City's Refuse Collection  
19 and Disposal Ordinance ("Refuse Ordinance") (Ordinance No. 17-083), which the People of  
20 the City and County of San Francisco adopted via Proposition 6 (November 8, 1932). The  
21 People subsequently amended the Refuse Ordinance three times, via Ordinance No. 16  
22 (November 5, 1946), Proposition C (June 8, 1954), and Proposition F (June 7, 1960). The  
23 entire Refuse Ordinance has not heretofore been codified in Health Code Section 290.

24 (b) In enacting this ordinance, the People of the City and County of San Francisco  
25 intend to codify the entire Refuse Ordinance, including the three amendments referenced in

1 subsection (a), at Health Code Section 290. But the People also intend to further amend the  
2 entire Refuse Ordinance. As a result, the entirety of the Refuse Ordinance, including as  
3 amended by this ordinance, will be in Health Code Section 290.

4 (c) Because this ordinance in part codifies previously uncodified text, some text in the  
5 ordinance that is shown as additions to text in accordance with the “Note” that appears under  
6 the official title of the ordinance actually does not change the law, but merely reflects that  
7 previously uncodified text has now been codified.

8  
9 Section 5. Conflicting Ballot Measures. In the event that this measure and another  
10 measure relating to refuse collection shall appear on the same municipal election ballot, the  
11 provisions of such other measure shall be deemed in conflict with this measure. In the event  
12 that this measure shall receive a greater number of affirmative votes, the provisions of this  
13 measure shall prevail in their entirety and each and every provision of the other measure that  
14 conflicts, in whole or in part, with this measure shall be null and void in its entirety.

15

16 APPROVED AS TO FORM:

17 DAVID CHIU, City Attorney

18

19 By: /s/  
20 MANU PRADHAN  
Deputy City Attorney

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