

Brooklyn Allied Composters and Carters
a subcommittee of the Brooklyn SWAB
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The City Council's Sanitation Committee Hearing
"Sanitation Policy in NYC – Ideas for the Next 4 Years"

Monday, February 24, 2104 @ 1 PM

Good Afternoon Committee Chair, CM Reynoso:

My name is GREG TODD, and I am representing the Brooklyn Allied Composters and Carters, a new subcommittee of the Brooklyn Solid Waste Advisory Board. We appreciate the opportunity to speak at this hearing and thank the Sanitation Committee for inviting community participation.

BACC's mission is to provide education, information and support to government officials, Brooklyn residents and businesses in order to advance and advocate for community-based composting. We applaud the work that the Manhattan SWAB has done in the last years to encourage community composting initiatives. BACC is similarly interested in complementing that work and including deeper outreach into the community for sustainable jobs and business opportunities in the recycling and waste management industry.

Last year the City spent \$330 million through the Department of Sanitation hiring private for-profit carters to haul residential waste from local Transfer Stations to out of state landfills. Previously, these moneys had paid City workers to haul residential waste to City owned landfills primarily in Staten Island. As we know those landfills were closed in 2001.

Our view is that DSNY needs to return as much of these moneys as possible back to our communities. We believe that an important focus would be to invest in community based medium scale compost and bio-digesting facilities. DSNY packer trucks are aging and the replacement costs can vary from \$60K to \$75K. In lieu of replacing some of these trucks, DSNY could invest in medium scale compost or biogas facilities employing in-vessel

machines or biodigesters. Similarly, we note that the City is demanding environmental upgrades for commercial waste hauling trucks. As an alternative to upgrading their trucks, commercial waste haulers might consider investing in community composting facilities.

There are 59 council-manic districts in New York City. BACC believes that the City should establish at least one medium-scale facility in each district capable of handling 10 tons of organics a day. This would amount to diverting 590 tons a day from the landfill representing about 25% of the City's daily residential organics.

We estimate that opening such facilities would be a natural business and work opportunity for the community. Each facility could employ up to five community residents and more if we can expand organic collections to the local commercial sector. Such facilities would also help in community education about the need and value of organic recycling.

To create these jobs for our communities, several things must happen.

1. The City needs to issue RFPs for community based composting facilities.
2. The Council must issue a law requiring that 20% of residential organics needs to be processed locally.
3. The Department of Environmental Conservation (DEC) must clarify the licensing requirements for community based composting facilities to confirm that they are not waste transfer stations. Clearly no wastes are being transferred, rather resources are being processed.
4. The Business Integrity Commission (BIC) must create a separate license for small scale community-based carters to allow for the diversion of commercial organics to community-based composting facilities.
5. The City must conduct a study of all City agencies to see how they can better use compost and other by-products of composting and bio-digesting to achieve their agencies mission.

Overall, we as citizens and legislators need to view our waste stream for what it really is: a resource stream. Why should we be shipping this value resource to other states and other counties, diverting scarce City resources away from our own communities, where this resource can be used to create jobs and valuable compost and bio-gas products.

Attached please find a business plan for a community-based composting and carting medium-scale facility. We anticipate that a medium-scale facility would require 4-6,000

square feet of space and could be easily situated in most neighborhoods. To make these facilities economically viable we would need below-market rents on City-owned properties and subsidies if the property is privately owned. We are aware that there are at least 596 acres of vacant city property in just Brooklyn.

Also attached is a model for a community-based composting and educational site that could easily be located on vacant city property.

Toward the end of creating these facilities, BACC is planning an educational conference – BACC2EARTH – around EarthDay to bring together the community of composters, local city council committee members, community board members, regulators and officials and businesses managing medium-scale composting facilities.

We hope that the Chair of the Sanitation Committee and the members will want to participate in this conference. I look forward to working with you.

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Perma Composting DSNY Model
Pro forma Profit and Loss Statement

Income

DSNY tipping fee*	\$	62,400
Compost sales **	\$	37,440
	\$	99,840

Expense

Rent	\$	12,000
Salaries staff	\$	32,000
Salaries hourly ***	\$	23,400
Accounting	\$	1,500
Supplies	\$	1,000
Insurance	\$	2,000
Licensing	\$	1,000
Equipment purchase ****	\$	14,736
Operating reserve	\$	9,984
	\$	97,620

Net income \$ 2,220

* 5 tons / day at \$40 each, 6 days a week

** 4 tons / day at \$ 30 each, 6 days a week

*** \$25 per hour, 3 hours per day, 6 days a week

**** Cost of Ecovalue Technology system with 8 cubic yard capacity with augur mixer and cart tipper is \$76,130. If 80% of the price is financed over 5 years at 7.75% interest, monthly payments are \$1,228

Note: Grillo Services, a large seller of compost in Milford CT, charges \$29 per cubic yard.
The Mulch Store, an on-line environmental store, states that one cubic yard of compost weighs between 1,000-1,600 pounds.
Hence we could conservatively expect to get \$30 for a ton of compost.

Perma Composting Bike Carting Model
Pro forma Profit and Loss Statement

Income

Bike carting collection fee*	\$	81,000
Compost sales **	\$	37,440
Total	\$	118,440

Expense

Rent	\$	12,000
Salaries staff	\$	20,000
Salaries hourly ***	\$	46,800
Accounting	\$	1,500
Supplies	\$	1,000
Insurance	\$	2,000
Licensing	\$	1,000
Equipment purchase ****	\$	14,736
Operating reserve	\$	11,844
Total income	\$	110,880

Net income \$ 7,560

* \$225 per month, 30 retail establishments

** 4 tons / day at \$ 30 each, 6 days a week

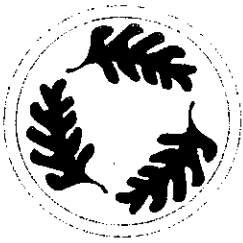
*** \$25 per hour, 3 hours per day, 6 days a week, times two bike carters. Each carter handle 15 establishments

**** Cost of Ecovalue Technology system with 8 cubic yard capacity with augur mixer and cart tipper is \$76,130. If 80% of the price is financed over 5 years at 7.75% interest, monthly payments are \$1,228

Note: Grillo Services, a large seller of compost in Milford CT, charges \$29 per cubic yard.

The Mulch Store, an on-line environmental store, states that one cubic yard of compost weighs between 1,000-1,600 pounds.

Hence we could conservatively expect to get \$30 for a ton of compost.



Oversight of Sanitation Policy in NYC – Ideas for the Next Four Years **Monday, February 24, 2014 at 1:00 p.m.**

My name is Dan Tainow, and I am testifying on behalf of the Lower East Side Ecology Center, a non-profit organization that has offered community based recycling programs since 1987. We would like to thank the Chairperson Reynoso in convening this hearing to solicit ideas for how to advance solid waste management in NYC.

In a nutshell, the Lower East Side Ecology Center has played a leadership role in community based recycling by implementing a composting program in 1990. We are celebrating our 20 year anniversary of offering compost collection at the Union Square Greenmarket this year. The Ecology Center has developed an in-vessel compost system in East River Park, a waterfront park in the Lower East Side, in 1998 which is still operational and serves as the processing site for our collection program, which serves 1,500 New York City households, handling two hundred tons of organic waste a year. The materials are transported two miles from collection point to processing point, turned into a natural fertilizer, which is sold at the market to cover some of the operating expenses of the program. This program, besides from its environmental and educational benefits has also created 2 full time jobs for local community residents.

In full disclosure, I would like to mention that the Ecology Center has a contract with DSNY since 2005, participating in the New York City Compost Project, an educational and outreach program, offered through the botanical gardens in the outer boroughs and in Manhattan through the Ecology Center. More recently under this program, we have also developed the 'Commuter Composting' program, collecting organic waste at W 23rd Street in Chelsea and 1st Avenue & 1st Street to make food waste drop off accessible to more residents in Lower Manhattan. All collected materials are transported to our compost facility in East River Park, which we expanded in 2013 through funding from DSNY to accommodate the growing volume of food waste.

Organic materials, which make up 30% of our waste stream, is an important opportunity to divert more material out of our waste-stream to create a more sustainable NYC. To advance this process we would like to suggest the following policy initiatives:

Support the growth of community based composting programs, which provide educational opportunities and raise awareness about composting while providing opportunities for people to get involved and gain hands-on experience. The biggest obstacles for community-based programs are access to land and regulatory hurdles. The New York City Community Council, which aims to support community-based programs has offered a forum for community based organizations groups, and the City must commit to continue this process to nurture the growth and capacity of community based composting programs.

Bring back yard waste collection program, and expand to all 5 boroughs.

LL 40 of 2006 made it mandatory for people living in community districts where yard waste pick up is offered to participate. At the height of this program 19,000 tons of yard waste were collected at a cost

of \$3 Million. This cost effective program has been suspended since 2003, and should be reinstituted offering spring and fall curbside collection programs for yard waste.

Reconvene Compost Facility Siting Task Force to identify sites for needed infrastructure development. The Compost Facility Siting Task Force, mandated by the Solid Waste Management Plan, needs to reconvene and include additional stakeholders to identify possible sites for centralized compost facilities to create the needed infrastructure to handle food waste locally. Currently, the City's organics pilot collection programs rely in part on DEP waste water treatment facilities to handle the collected materials, which is not a long term, sustainable solution. With increased tonnage collected we are relying on an already overtaxed infrastructure. According to River Keeper we experience an average of 70 combined sewage outfall (cso) events in NYC, releasing 27 billion gallons of untreated sewage in NYC surface waters each year. For the recently passed Intro 1162, which requires commercially generated food waste from large generators to be composted, to be realized we need to create additional infrastructure able to handle significantly increased tonnage.

In 2003 the Ecology Center started its other signature community based recycling program, addressing the growing problem of **responsible disposal of electronic waste**. Electronics, such as computers, TV and their peripherals only contribute 1% of the waste stream, but contribute disproportional amounts of toxic materials including heavy metals to the waste stream. Since the inception of the program we have diverted over 4,500,000 million pounds of unwanted electronics from NYC residents, small businesses and non-for-profits by offering free collection events in all five boroughs.

With the introduction in 2010 of the **New York State Electronic Equipment Recycling and Reuse Act** which makes original electronic manufacturers responsible for the end of life of their products and sets goals for diverting electronics from the waste stream, the Ecology Center opened a permanent drop off location to make recycling more convenient and at the same time to start a **reuse program, which delivers five-fold benefits:** preserving energy imbedded during the manufacturing process of the equipment, creating more jobs than recycling or landfilling, adding job training programs and offering affordable technology to NYC residents, therefore helping to bridge the digital divide locally.

Reuse generates significant social, environmental and economic benefits, and there is a booming reuse sector in NYC and a **membership based ReuseNYC** organization to support the work of its members, which vary from large national organizations to smaller local non-for-profits. In 2013 the ReuseNYC members accepted over 8,300 tons of donated products and materials. New York City can help in the **creation of reuse programs by establishing a pool of money** to finance start up costs with low or no interest payments, which would benefit the smaller local non-for-profits in starting or expanding reuse programs. Additionally, the City should invest in education programs to raise awareness about reuse citywide.

Additionally, **more legislation based on extended producer responsibility principles should be introduced** to shift the financial burden of dealing with the end of life of products away from government towards producers. Creating a **paint stewardship program** would be a logical next step. The Product Stewardship Institute (PSI) through an agreement with paint manufacturers, recyclers, government agencies and other stakeholders was able to establish an industry-funded Paint Stewardship Organization and programs are under way to collect and manage leftover paint.

All of these programs require increased public awareness and education about responsible solid waste management. However, New York City has a tremendous blind spot in terms of recycling literacy since 400,000 residents living in **NYCHA lack even basic recycling programs** for paper, metal, glass and plastic. We need to find the political will to change this status quo and address this environmental justice issue.

In closing, I would like to address the **lack of recycling in the commercial waste sector**. In October of 2013 **ALIGN** and the Transform Don't Trash NYC coalition, a coalition of unions, the New York City Environmental Justice Alliance and the New York Lawyers for the Public Interest launched a campaign to make the city's trash industry cleaner, more efficient and better for workers and communities. The coalition is calling for a **competitive franchise system to reduce waste and pollution in the private carting industry**, modeled after the Don't Waste LA campaign, which is working with leaders in the City of Los Angeles to increase recycling rates while reducing truck emissions and air pollution. I would like to urge the City Council to consider introducing legislation to create a franchise system here in NYC.

Recommendations for NYC Solid Waste Programs, Policies, and Legislation - 2014-2018

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I present these recommendations as a former chair of the Manhattan Solid Waste Advisory Board and of the NYC Waste Prevention Coalition, having served for many years, and having testified before the City Council many times, and as current board member at the National Recycling Coalition and its New York State affiliate, the New York State Association of Reduction, Reuse, and Recycling.

1. **Pass a zero waste resolution** supporting the creation of a City Zero Waste Plan in order to eliminate waste and pollution in the manufacture, use, storage, and recycling of materials. Join other City Councils, such as San Francisco, Oakland, Berkeley, Seattle, San Diego, Austin, and so many other jurisdictions in passing such a resolution (see sample resolution attached). Zero Waste, here, is defined as a discard prevention, collection, and management system that minimizes, eventually eliminating, disposal of resources. At this time it has been shown that almost everything that is discarded can be prevented (via legislation or other means), reused, recycled, and/or composted with current technology.
2. **Write and execute a detailed, long-term zero waste plan** specifying a goal for zero waste by a date certain (e.g. in 20 years). The last NYC state-mandated solid waste management plan is close to 10 years old and must be revised. A good zero waste plan, with many elements and recommendations, most of which has not been implemented, was written in 2004 for New York City by a coalition of professionals and solid waste advisory board members listed on acknowledgements page:
<http://www.maggielclarkeenvironmental.com/ZeroReport2004.pdf>
3. **Fully fund zero waste initiatives**
In the past Mayors have not funded (or even cut funding for) recycling (and prevention, reuse and composting) because these strategies were looked on as add-ons to the costly old framework of collection and disposal (and export) rather than understanding that the future should maximize the utility that we get from our purchased products, packaging, and food. These now discarded resources would serve the city better by being recovered in a zero waste system. This would result in more jobs for New Yorkers, less export, fewer greenhouse gas and other emissions and conservation of natural resources. Export of reusable, recyclable, and compostable resources is not only the high cost of the transportation and disposal fees, but also the lost benefits of jobs, economic development, and improved environmental quality. So the City should phase in a change from the export-based system we now have to one that is more rational for the future, and fund the zero waste system appropriately.
4. **Expand organics piloting, but go citywide soon**
 - Logistics (collection and processing), but also efforts to maximize participation (education, persuasion, enforcement), and measurement.
 - Consider an urban neighborhood. Inwood has a large municipal incinerator building at 215th St.; maybe there could be a retrofit with some in vessel units of different designs to see what might work out the best.

- DSNY needs to pilot organics collection in urban neighborhoods as well. Testing different kitchen buckets, apartment building collection and curbside bins is also necessary.
- What may be most important is make sure that this pilot does not fizzle like the Park Slope one from the 1990s. DSNY has done pilots that don't go anywhere. This must be different.
- Citywide organics collection can be citywide within four years.

5. Determine the reasons for the participation gap, and close the gap.

- DSNY targets a little less than 40% of the discard stream for collection, but is only getting 14% and that percentage is going down. That is because NYC's capture rate (of what it targets) has never exceeded about 50%. The rest of our reusable, recyclable, and compostable materials are exported for disposal. This is truly a waste of good resources. Let's recover those wasted resources and focus on moving the capture rate to 100% of what is targeted.
- Education is accomplished not just by an occasional mailed pamphlet and occasional subway ads, for that reaches only certain people. Research shows some demographic groups change behaviors based on attitudes of their peer groups, some get information from TV and radio and not printed matter, and some are educated via their childrens' school programs. Education is also not just passing along information. It is also persuasion, motivation, and removal of barriers to participation. As is seen in the advertising industry, behavior change is accomplished by a variety of messages, delivered in many ways, persistently, over the long-term.
- Research also shows that reuse, recycling, and composting generates many more jobs per ton of discards generated than does combustion or landfilling, and more of these zero waste jobs would be local. Many are low skill level jobs.
- NYC spends a fraction of a dollar per capita on education. Other municipalities spend dollars per capita with better results. EPA has shown that better participation reduces the cost per ton of collection. So funds for education will pay off in the long run.
- The Solid Waste Advisory Boards warned Mayor Bloomberg in 2002 that stopping or suspending any part of the recycling program would result in permanent damage to the participation rates. Some of this damage is due to having stopped the plastic and glass collections, and going to every other week collections and animosity or confusion caused. So new education needs to address this, stressing that these programs are important and permanent.
- We need to understand more the historical relationship of the DSNY and OROE education programs (staff time, cost, program design and execution) to the outcomes and numerical results (i.e. bang for buck). This information should be published online annually.
- The diversion rates in the 59 districts have ranged from 4% in less prosperous neighborhoods to over 30% in more prosperous neighborhoods. What pilots are being done to bring the lower performing neighborhoods up? More funds are needed from the City Council, and innovative programming is needed to develop new methods to get to all of those New Yorkers who are less motivated, or who have impediments to participation (e.g. NYCHA, where recycling bins are often located outside the building or down the street).

6. Prioritize Waste Prevention and Reuse.

- Previous solid waste management plan had a page and a half on waste prevention and reuse. Let's improve on this. There are many ideas in the above referenced 2004 zero waste plan.

- As NYC has undertaken serious measurements of recyclables and compostables (organics) in the discard stream since 1989, NYC needs to understand its reuse sector. Roughly 15 % of the discard stream is durable goods according to EPA. What is the state of the private sector reuse. How many organizations, how many categories of items, how much is reused, repaired, shared, rented, etc.? How much is done in brick and mortar establishments and how much online? Where are the gaps (i.e. do a 4-season analysis of all categories and subcategories of reusable products left at curbside and currently collected via packer truck and exported as garbage)?
- Look at all the NYC government funded pilot programs and see which ones should go Citywide and make plans to expand them with more warehouses, collection vehicles, and staff (e.g. Materials for the Arts, WasteMatch, etc.). These programs currently collect or match donor to recipient of reusable products only from a fraction of New Yorkers, and only a small fraction of New Yorkers to participate.
- Two bills, introduced in the 1990s, to make city government purchases more environmental, were never voted on. There is still a need. These are Intro. 509 of 1995 and Intro. 482 of 1998.
- We need to target those products and materials that are not covered in existing programs, and work towards recovering 100%.

7. Improve Enforcement of recycling laws.

- With a participation gap that shows that less than half of recyclables go into the recycling bin, it is clear that many generators are not recycling properly. If garbage bags were clear, it would be easier to see recyclables in garbage bags and improve enforcement. Hiring more enforcement personnel, would more than likely, pay for themselves.
- The City Council should look into increasing fines for multiple violators, and putting those funds into hiring more education and enforcement officers.
- Enforcement has always been seen as uneven. It's time it is administered in a transparent way (all data on the internet) that will seriously improve diversion rates in all areas and all housing types.
- Commercial recycling is not enforced much. Information on this is sketchy and not easily available. This needs to receive great focus in measurement, education, and enforcement since commercial discards is close to half of all residential, institutional and commercial discards that DSNY manages.

8. Dangerous waste toxics still on the loose.

- DSNY has one location per borough for household hazardous waste disposal. These are open once a week. This is not enough to prevent the vast majority of toxics generated in New York City from entering the disposal/export stream.
 - To adequately serve the public, DSNY could pilot hazardous waste collections at the curbside, say once a month on a preestablished day for each district). Education should be extensive, through many avenues and persistent.
 - The open hours of these existing facilities should be 7 days a week, and well advertised, not just once, but often and via many avenues.
- Legislation is needed on handling and recycling/disposal of long and compact fluorescent tubes.
 - When these tubes are broken hazardous levels of mercury and cadmium are released.
 - Currently, these tubes are mismanaged, being left in street corner bins, apartment building bins, and even rolling down the street (I saw 2 run over by a car, exploding on impact).

- There needs to be extensive, persistent education on proper handling of fluorescent bulbs as well as municipal collection of these tubes and bulbs.
- There need to be strict penalties for mishandling these. Waste handlers, supers, porters, and the rest of us are needlessly being exposed.
- The City should work with legislators on the state level seeking to ban toxic constituents in the discard stream, or have producers made responsible for end-of-life for their products, and, where laws and bills on the state level are lacking, introduce bills at the local level.

9. Disasters still catch us off-guard. Why? Let's fix this.

- The zero waste concept can and should be applied to disaster situations. After 9/11, DSNY didn't automatically think to bid out the metal. Hugo Neu asked for it and recycled it. After Superstorm Sandy, DSNY burned tree materials in open fires at Floyd Bennett Field rather than chipping and composting them. We can avoid wasting precious resources by planning and propositioning mobile MRF and wood chippers and other mobile infrastructure and staff.
- Mobile assets such as cars, buses, planes and rail cars should be moved out of harm's way prior to predicted weather events so they are not damaged by flood or wind.
- Expand and increase funding for ReuseNYC's programs to make reuse of salvageable and donated goods more efficient and effective.
- There should be separate plans and programs for
 - Each type of recyclable – plastics, metals, glass, textiles. Some metals would be pipes from damaged buildings
 - Organics for composting – trees, vegetation, soggy paper and cardboard, spoiled food
 - Construction debris including bricks (reuse potential), lumber (reuse or chipping). Etc
 - Last but not least, is prevention of materials destruction. Continuing to allow anyone to rebuild in unsafe areas guarantees we will have materials destruction in the same areas needlessly. Methods to prevent this include buyouts (which we could be doing more effectively), zoning to prevent new construction or rebuilding in unsafe areas, education of residents and businesses sited in unsafe areas as to risk and danger. In addition, the NYC OEM maps need to continue to be refined as the climate changes. Since each storm is different, it's not possible to say that zone A for one storm would look like that for another one. The length of time that a wind of certain velocity is blowing from a particular direction, piling up water against particular coastlines, affects the amount of flooding there. So not all Category 1 hurricanes will have the same impact in the same areas since some stall, some come through quickly, some come from the south, Sandy came from the east, etc. It makes mapping as well as orders for evacuations more challenging. But a few scenarios can be run, more maps can be drawn. This needs to happen now.
- For large snowfall events, the City now has preregistrations of shovelers and plow trucks/operators on call. Why not preregister scavengers to pick up and deliver to market specific types of materials after major weather events? DSNY could have them bring the materials to be weighed, and thereby keep track of tonnage for each type of material and over geographic areas. Without this data we have to guess how much material there is and it makes planning even more difficult for future disasters.

10. Study, pilot, and roll out a Citywide Pay As You Throw billing system

- Pay As You Throw has been recommended by USEPA and environmental organizations such as the Manhattan SWAB since the 1990s. It has been demonstrated as the single most effective means of increasing reuse, recycling, and composting rates. It is based on the principle that if one has to pay more to throw something away (rather than reuse, recycle or compost it), the person will work harder to avoid disposal.
- In New York City, we have no billing specifically for the costs of waste disposal or recycling. In other cities, this is a utility, similar to phone and electricity, and is billed based on the amount of the service used. So here in New York City we need to first plan pilot programs for Pay as You Throw in different areas of the city addressing the different housing types. The experience of other cities can be studied for single family and for larger apartment buildings, technology can be used to develop ways to track who discards recyclables and waste (I can address this more if asked).

Sample Resolution for Zero Waste

- **WHEREAS**

- The placement of materials in waste disposal facilities, such as landfills and incinerators, causes damage to human health, wastes natural resources and/or wrongly transfers liabilities to future generations, and
- The elimination of specified types of waste for disposal, also known as disposal bans, will protect states from waste importation from other states and nations, and
- Consumers are currently forced to assume the high financial cost of collecting, recycling, and disposing of materials, and
- Tax subsidies for waste and virgin materials send the wrong economic signals to both consumers and producers, and
- A resource recovery based economy will create and sustain more productive and meaningful jobs, and
- Increasingly, U.S. and international governments and organizations are adopting the policy that the financial responsibility of collecting, recycling, and disposing of materials belongs with producers, and
- Producers should design products to ensure that they can be safely recycled back into the marketplace or nature, and
- Most types of waste streams can be easily eliminated through across-the-board minimum recycling content laws, the use of non-toxic alternatives in product design, and local composting facilities, and
- Recognizing that some materials are necessary for the public health and national security, in which case, storage is the only safe alternative, and
- Recognizing that voluntary recycling goals have not achieved waste elimination, and
- Government is ultimately responsible for establishing criteria needed to eliminate waste, so that manufacturers produce and businesses sell materials that can be safely recycled or composted,

- **THEREFORE, BE IT RESOLVED THAT**

- [City/ County/ Organization] supports the creation of a Zero Waste Plan in order to eliminate waste and pollution in the manufacture, use, storage, and recycling of materials.



**TESTIMONY OF ANDREW MORRISON,
NYPIRG CAMPAIGNS DIRECTOR,
BEFORE THE NEW YORK CITY COUNCIL COMMITTEE ON SANITATION AND
SOLID WASTE MANAGEMENT
ON SANITATION POLICY IN NYC: IDEAS FOR THE NEXT FOUR YEARS**

February 24, 2014

Good afternoon, Chairman Reynoso, and other members of the Committee. Thank you very much for providing us this opportunity to present our vision and ideas for the City's sanitation and solid waste management over the next four years.

My name is Andrew Morrison. I am the Campaigns Director at NYPIRG, the New York Public Interest Research Group. NYPIRG is New York's largest nonprofit environmental and consumer advocacy organization, with headquarters in New York City and offices across the state, including college campus chapters in all five boroughs.

NYPIRG has a long history of working on solid waste issues in New York City. NYPIRG was instrumental in closing the Fresh Kills landfill on Staten Island and blocking construction of the proposed Brooklyn Navy Yard incinerator. We also vigorously defended the City's recycling program when Mayor Bloomberg proposed to eliminate it in 2002. At the state level, we led the campaign to pass the original Bottle Bill in 1982 and to expand it twenty years later, and played an active role in passage of the state's e-waste law, plastic bag recycling law, and the recently-enacted mercury thermostat collection law, to name a few.

Overview

As we begin a new Mayoral administration, new City Council leadership, and new leadership of this committee, this is an ideal time to be looking at the big picture with regard to the City's waste management.

The State of New York places prevention, reuse, and recycling at the top of its waste management hierarchy, far ahead of either landfilling or incineration. According to the State's solid waste management plan, nearly 90% of municipal solid waste (MSW) can be reduced,

recycled, composted or reused.¹ But New York City is still sending most of its waste for disposal to incinerators and landfills, as far away as Virginia and Ohio, at an enormous cost to tax-payers and the environment.

In the spirit of the “Four Rs” (reduce, reuse, recycle, and the fourth “R” – rot – for composting), we offer our four recommendations for New York’s solid waste management in the next four years.

- 1) **Raise** NYC’s recycling goals
- 2) **Reduce** the waste stream
- 3) **Reform** NYC’s commercial waste system
- 4) **Reject** garbage incineration

1) **Raise NYC’s Recycling Goals**

Currently, New York City’s recycling rate is around 15%, far behind many other major cities in the U.S.² Despite recent advances, such as the expansion of the curbside collection program for plastic, the City’s recycling program has still not recovered to the levels prior to 2002 when the City suspended portions of its curbside collection program for two years (an ostensible austerity measure which later proved not to have yielded any cost savings for the City).

The City needs to commit itself to a goal of maximizing waste prevention, reuse, recycling, and composting. In 2010, the State of New York set a new goal to reduce the amount of MSW disposed of per capita by 86% by 2030.³ But New York City’s solid waste goal, as set forth in 2011 by the Bloomberg Administration in PlaNYC, is to divert 75% of its waste from landfills.⁴ This is woefully inadequate. “Diverting waste from landfills” is not the same as committing to recycling, waste reduction or composting – in fact this goal could be achieved by burning 75% of our trash, which is exactly the wrong direction to be heading in.

San Francisco – which has committed to a **zero waste goal by 2020** – is already diverting 80% of its waste stream from solid waste disposal facilities.⁵ **This is the sustainability goal that New York City should be striving for.** Maximizing waste prevention, reuse, recycling, and composting would save money in export and disposal costs, reduce adverse environmental impacts, help advance our greenhouse gas emissions reduction goals, and foster new green jobs in and around the City.⁶

2) **Reduce the Waste Stream**

Last December, the City Council passed two progressive pieces of legislation. Intro 1060A will prohibit food service establishments from using polystyrene foam take-out containers and other disposable food service ware upon a determination by the Sanitation Commissioner that they are

¹ N.Y.S. Department of Environmental Conservation, “*Beyond Waste: A Sustainable Materials Management Strategy for New York State*,” Dec. 27, 2010.

² Mireya Navarro, “Lunch, Landfills and What I Tossed,” *The New York Times*, Oct. 23, 2011.

³ N.Y.S. Department of Environmental Conservation, *Beyond Waste: A Sustainable Materials Management Strategy for New York State* (December 27, 2010), p. 5.

⁴ PlaNYC: A Greener, Greater New York, Update April 2011, p. 136.

⁵ <http://www.sfenvironment.org/zero-waste/overview/zero-waste-faq>, as of 2/24/14. In fact, none of San Francisco’s waste is incinerated.

⁶ Recycling generates ten times more jobs than either landfilling or incineration. See “*Beyond Waste*,” *supra* note 2, at p. 21.

not feasible for the City to recycle. Intro 1062 requires food service establishments in New York City to separate out organic waste for composting or anaerobic digestion.

These are examples of measures the City Council can take to address problematic components of the waste stream, such as materials that cannot be recycled or composted, and for which more environmentally-sustainable alternatives are readily available.

Another measure the City Council should move forward with is passage of Intro 1135, to reduce the use of disposable bags in New York City. This has proven very effective in other areas. In Ireland, for instance, plastic bag use declined by over 90% after they imposed a 33-cent per bag fee. In Washington, DC, disposable bag use dropped by over 50% after they imposed a 5-cent per bag fee.

In some cases, products are recyclable, but need to be collected and handled separately. In these cases, “extended producer responsibility” (EPR) measures, in which manufacturers are held responsible for the end-of-life collection and disposal of their products, can be very effective. Paint, carpets, and mattresses are all good examples of where the City could advance EPR legislation.

3) Reform NYC’s Commercial Waste System

While most of our collective focus has been on New York City’s residential recycling program, until recently the City’s commercial waste collection system has been long overlooked. Each year more than three million tons of solid waste are produced through the commercial sector in New York City, most of which is not recycled. In addition, the system has many inefficiencies, with multiple companies making pick-ups in the same areas, resulting in increased traffic congestion, vehicle emissions, and wear and tear on our pavement.

A coalition of labor, environmental justice, and health groups is advancing a proposal to reform the City’s commercial waste hauling system, similar to what is being done in cities like Seattle and Los Angeles. This ambitious proposal could yield significant environmental benefits, such as reduced truck traffic and emissions and increased recycling, while also generating new “green jobs” here in New York.

4) Reject Garbage Incineration

NYPIRG, along with dozens of other environmental, environmental justice, public health and citizens groups, unions, and thousands of citizens, expressed serious concerns over Mayor Bloomberg’s plan to pilot experimental garbage incineration technologies for New York City’s solid waste. Over our strenuous objections, the City issued an RFP for “new and emerging waste-to-energy technologies” in 2012. Fortunately, the City did not enter into a contract prior to Mayor Bloomberg’s departure from office.

Many of the waste-to-energy processes the City was considering are incineration technologies, including gasification, pyrolysis, and plasma arc incineration. When used to burn mixed MSW, they pose many of the same environmental and public health hazards as conventional mass-burn garbage incinerators. They are significant sources of dangerous air emissions (including mercury, dioxin, fine particles, and other air pollutants), toxic residues (such as ash, slag, and wastewater), and greenhouse gas emissions. And while industry-generated research and public

relations campaigns tout them as "clean" and "renewable" sources of energy, such claims have been determined to be unfounded and false.

This issue is of particular concern to environmental justice groups because most of the potential industrial sites for incinerators in and around New York City are located in, or adjacent to, low-income communities of color that are already disproportionately burdened by other sources of harmful pollution. Incinerator emissions would adversely impact public health in these communities, adding to the already elevated rates of asthma and other respiratory ailments, heart disease, and premature deaths.

Furthermore, despite the hype, the new incineration technologies have not been proven to work on MSW. Here and in other countries, test facilities have been plagued with operational problems, including malfunctions, explosions, shutdowns, and accidental releases of toxic gases. They have also been extremely expensive to build and operate. As a result, many of these pilots never made it past the design stage or have had to be permanently shut down.

We are glad that the Bloomberg Administration chose not to proceed down the treacherous path of trash incineration, and urge the City Council to reject these technologies as well. Rather than gambling on risky and unproven incineration technologies, New York City should emphasize waste reduction, reuse, recycling, and composting.

In conclusion, we look forward to working with the City Council to advance sensible solid waste solutions for New York City that are environmentally sustainable, fiscally sound, and socially equitable. Thank you again for this opportunity to testify today.

Testimony of Tanya Bley

New York City Council Committee on Sanitation and Solid Waste Management

Hon. Antonio Reynoso

February 24, 2014

Hearing in relation to Ideas for the Next Four Years

Good Afternoon, Chairman Reynoso and Committee Members. I am very pleased to see Councilman Reynoso as the new Chairman of this Committee and I thank the Committee for providing the opportunity to bring some ideas about solid waste management before it here today.

My name is Tanya Bley and I have in the past testified before the Sanitation Committee on two occasions – last year at the hearing on the collection of compostable waste and in 2012 at the hearing on community-based composting efforts in New York City. I am a certified Master Composter and volunteer with and support a number of community based composting operations. Among those are the North Brooklyn Compost Project in McCarren Park and the small compost operations at the Southside Community Garden in Williamsburg, at the Olive Street Garden in Greenpoint, and at the North Brooklyn Boat Club on the Newtown Creek. Some of these groups are members of the Organization United for Trash Reduction & Garbage Equity (OUTRAGE), which is an environmental justice coalition active in Greenpoint and Williamsburg. I am also a regular observer at the Brooklyn Solid Waste Advisory Board meetings and at the meetings of the Newtown Creek Monitoring Committee. My professional background is in Financial Risk Management.

The next four years will pass by and it is very important that at the end of this period some significant steps will have been taken that advance our city's waste management in a direction that is more sustainable, equitable and better suited for the 21st century. It appears that since the closure of the Fresh Kills Landfill, solid waste management was an area of city administration and government that was rather 'muddled through' than fully managed. The Solid Waste Management Plan (SWMP) and PlaNYC seem to have been the first comprehensive efforts to get a handle on the situation. And a situation in which 8 million residents, millions of businesses, numerous construction sites and visitors produce 14 million tons of waste annually to be disposed of at a cost of in excess of two billion USD indeed poses a formidable problem. Other cities have found the right solutions for their waste problems. New York City could adopt some of those cities' practices and has already done so by introducing recycling and a composting pilot program. But we all know that New York City is really unlike other cities – what distinguished New York City are its density, its diversity, but also the drive of its residents. The drive to be frontrunners, innovators, to play at the top of the game. And solid waste is a multi billion dollar game. So instead of proposing just more

recycling and more composting – all of which do in fact need to happen – I would like to propose that the City Council helps create a level playing field. A level playing field for entrepreneurs, small organizations, community groups and individuals who have the drive to create something out of what others discard. Solid waste handling is an industry with very high barriers to entry. Some of these barriers are certainly justified. Others perhaps not so much. It appears that there could be a true potential for small businesses, entrepreneurial New Yorkers and community groups to play a role in the collection and processing of particularly the organic component of the solid waste stream. We should not let the next four years slip us by and in our fight for environmental justice and equity forget that there is also the potential to create economic justice in the field of solid waste management. We should seize the opportunity and look into the advantages that could be afforded by opening up the carting industry to small-scale organics haulers and by developing small and medium sized compost and anaerobic digestion facilities. With their smaller sizes, these operators and facilities could be clean, green, environmentally friendly and provide economic benefits.

In order to get somewhat closer to these goals, I would like to make some specific suggestions in five distinct areas:

1) Siting Task Force:

The SWMP had established a Compost Facility Siting Task Force that was required to submit a report by July 1, 2008. This report has never been produced. According to the DSNY's 2013 Annual Report "The Bureau participated in the Composting and Alternative Waste Management Technology Task Force established through the SWMP".

Idea: Set a new date when the report ought to be submitted. Make transparent who serves on this task force and establish a Community Advisory Committee for this task force that can provide advice among other things as to the siting of decentralized small and medium scale composting and anaerobic digestion facilities.

2) Business Integrity Commission (BIC):

I agree with ideas brought before this committee here today by David Buckel and Greg Todd among others, who suggest that there ought to be a review of the City's code that governs BIC and that BIC ought to create a separate license type for small scale community-based carters.

3) Solid Waste Advisory Boards (SWABs):

SWABs were created in each borough with Local Law 19 to ensure community input on important waste management issues. At the time when the SWABs were first created, those issues revolved mainly around recycling. Now that we face new waste management issues with the advent of composting and anaerobic digestion in NYC, the SWABs are again greatly needed and should be working in full force.

Idea: Re-establish SWABs in those boroughs, in which they have lapsed. Encourage support for the SWABs from Borough Presidents, local community groups, local councilpersons, community boards, and other stakeholder groups. Establish regular roundtable meetings of each SWAB's Chairpersons ('Inter-Borough SWAB Summits').

4) Annual Organics Conference

Just as the Million Trees Initiative holds their annual 'Grow Our Grassroots Summit' in order to engender enthusiasm for tree stewardship among NYC residents, the local community composting initiative in NYC should hold an annual 'Organics Summit' in order to engender enthusiasm for compost stewardship.

Ideas: Encourage collaboration with the SWABs, the Borough Presidents, the NYC Compost Project, and other stakeholder groups to make such regular summits possible and find funding for them.

5) DEP Oversight over Food Waste Pilot at the Newtown Creek Wastewater Treatment Facility

New York City's prime anaerobic digestion facility, the Newtown Creek Wastewater Treatment Facility, is supposed to be managed by DEP. However, DEP is currently not in the driver seat as concerns the food waste pilot that takes place at this facility. It appears that directives from DSNY take precedent. This is of concern, because it calls into question whether DEP can still properly fulfill its management role.

Ideas: Consult with high-ranking executives at DEP and DSNY and clarify what capacities at the facility are projected to be taken up by the food waste pilot over the next four years. Clarify how the food waste pilot is going to be evaluated and in how far the expansion of DSNY's organics collection pilot hinges on its control of the wastewater treatment facility.

Thank you.



**TESTIMONY OF THE
NATIONAL WASTE & RECYCLING ASSOCIATION
CITY COUNCIL COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT**

February 24, 2014

Chairman Reynoso, members of the Committee and distinguished guests, my name is Tom Toscano, and I am the Chief Financial Officer for Mr. T Carting, a medium-sized carting company headquartered in Brooklyn. I serve as the Chair of the National Waste & Recycling Association's New York City chapter, which represents numerous carters, recyclers, transfer station owners, equipment manufacturers and distributors and others who operate in New York City. The Association is a non-profit trade organization that represents waste and recycling companies that operate in all fifty states.

We appreciate the opportunity to testify today and share our views. Our industry has a very important role to play in the important conversation about how solid waste and recycling policy should change over the next four years in New York City. We have worked closely with the Council and City agencies to ensure that New York businesses get cost-effective and environmentally protective waste and recycling services, and look forward to working with this Committee, the Council, and the Administration to preserve those achievements and make changes that benefit carters, their customers, and the City.

The industry is rapidly changing. Elected officials and policymakers want more material recycled and less waste disposed at landfills and incinerators. Our members are eager to continue to provide those services and provide alternative disposal options. However, City officials should recognize that diverting material from transfer stations may mean more trucks on City streets, and potentially, more waste-related facilities at which material of different types is processed. For example, as a result of the organics legislation enacted late last year, thousands of tons of waste currently disposed at transfer stations each week will be transported longer distances and processed at facilities both in and near New York City. This will substantially reduce the number of trucks going to and leaving transfer stations in

Brooklyn, Queens and the Bronx, but increase truck traffic elsewhere. If a competitive disposal market for organics develops that encourages carters to bring food waste from restaurants and other smaller food waste generators to new anaerobic digestion or composting facilities, the amount of waste disposed at those transfer stations will decrease even further.

It is essential for City officials to create an environment that encourages investment in this new 21st Century waste and recycling infrastructure. The Business Integrity Commission's (BIC) rate cap historically did not encourage innovation among carters as it interferes with the competitive free market for waste services. We are hopeful that the new BIC rules governing the rate cap will reduce its adverse impact, and look forward to working with you and others on the Council on BIC-related issues.

Some interest groups have suggested that the City's waste collection system would be more efficient if a franchise system for commercial customers was put in place. There are a variety of reasons why virtually all major cities in the United States prefer a free market approach over franchises, and it is a particularly bad idea for New York City. First, establishing local monopolies means higher prices as competition is eliminated. In addition, some of the conditions being discussed for winning a franchise will mean radically higher costs for businesses in the City. For example, if franchisees are forced to bring their waste to the East 91st Street Marine Transfer Station (MTS) and other MTS's, we estimate, based on the Pledge to Protect study issued earlier this month and a 2012 Independent Budget Office letter, that disposal costs will more than double. The net result will be at least a \$250 million annual increase that restaurants, bodegas, office buildings, small retail stores, and other customers will be forced to pay for waste services. Second, customers have a wide variety of waste collection needs. They have different types of waste, different sized containers and put their waste out at different hours. It is naïve to think that a single truck will be able to go down a commercial street and pick up all the waste generated on that street at one time. Third, there is no evidence that franchised collection systems have higher recycling rates than open market systems. In fact, the evidence in New York City is to the contrary. According to PlaNYC, nearly 40% of commercial waste is recycled, while only 15% of residential waste is recycled. Fourth, franchises could force hundreds of licensed carters currently operating in New York City to shut down. Most of these small, family-owned companies would go out of business if they do not win franchises. This means thousands of lost blue collar jobs, many of which are currently held by men and women of color. Fifth, companies will be very hesitant to invest in innovative and environmentally friendly equipment or new recycling facilities if the City can unilaterally take away a

carter's business through a franchise system. As mentioned above, the City should be encouraging private sector investment, not discouraging it.

Finally, and perhaps most importantly, City officials should remember that less than 20 years ago, there was an informal franchising system in New York City. It was called the cartel. City officials and the waste industry helped eliminate the cartel and establish a competitive market for waste collection here, where customers choose their carter, based on cost, service, and other factors. A franchise system would eliminate the freedom to make that choice, and would make the City the new cartel, telling customers who their carter will be, and the terms of service. In addition to being anti-competitive, unfair, imposing higher costs, and shutting down numerous small businesses, it ignores the history of waste collection in New York City. It will also cost the City millions annually in lost licensing fees and other revenue collected by the BIC.

Finally, we ask that the Council and others recall the essential role that private sector disposal facilities played in helping the City get back on its feet in the dark days after Superstorm Sandy. These facilities processed tens of thousands of tons of sodden waste, and are part of the essential infrastructure of New York City; closing them down or significantly reducing their throughput, in a growing City that is threatened by increased extreme weather events caused, in part, by climate change, would be short-sighted.

We look forward to working with this Committee, the Council, the Administration and our customers in developing smart waste and recycling policies. Thank you.



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February 24, 2014

NYC City Council
Committee on Sanitation & Solid Waste Management

Regarding: Recycling in the Commercial Sector

Good Afternoon Chairperson Antonio and Members of the Committee:

Thank you for the opportunity to testify today. My name is Maite Quinn and I am the Business Development and Marketing Manager for Sims Municipal Recycling. We have a long term contract with the NYC Department of Sanitation (DSNY) to receive, process and market all of the Metal, Glass and Plastic collected by DSNY through its residential curbside recycling program. Some of you may know we recently completed construction of a major new processing facility in Sunset Park, Brooklyn that will serve the City's recycling program for decades to come. While our recycling activities focus on residential material, my testimony today is about recycling in the commercial sector.

In 1992, the NY City Council passed Local Law 87 which requires commercial establishments to recycle. Commercial office buildings are required to recycle paper, cardboard, textiles, bulk metals, and construction waste, but not plastic and glass. Food and beverage service establishments are required to recycle cardboard, bulk metal, metal, glass, plastic, and construction waste.

The regulations address what must happen at the commercial establishment, in terms of source-separation of designated recyclables. The regulations also address the issue of recyclables collection and subsequent recycling. There appears to be different interpretations as to what is allowed with regard to collection of metal, glass and plastic, with the principal distinction being whether source-separated recyclables must be collected in a separate truck, or whether bags of recyclables can be collected in the same truck as bags of refuse, and then subsequently separated for recycling at the transfer station.

There are no official studies we are aware of that report the level of recycling that is occurring among commercial establishments. However, based on our experience and what we know of the recycling industry in NYC, we believe there is a significant amount of recycling occurring at commercial office buildings, through separate collections and/or post-collection separation. These recycling efforts focus on paper, which makes up the majority of the waste stream in office buildings. In addition, there is a substantial amount of cardboard recycling occurring at a wide range of establishments, including office buildings, supermarkets and other stores. However, to our knowledge there is very little to no metal, glass and plastic recycling occurring at food and beverage service establishments, as required by law.

To be specific, many food and beverage service establishments have established recycling bins and programs to keep recyclables separated on site. But few if any establishments have separate metal, glass and plastic collection of designated recyclables. And for establishments that are set up for "post-collection separation," to our knowledge, the post-collection separation hardly occurs, and metal, glass and plastic that may have been carefully separated by the restaurant or bar, are simply landfilled with putrescible waste.

Sims Metal Management

What is happening with metal, glass and plastic produced by the food and beverage service sector is not only against the law, it is also a disservice to the establishments that have gone to the effort to set up recycling bins and educate their staff and customers on separation requirements. Therefore, we recommend this Committee look into commercial recycling in general, and metal, glass and plastic recycling in particular, in order to determine if the current laws and enforcement are working. If, as we suspect, these programs are not working, we recommend that you work with the relevant parties and take the necessary steps to bring NYC' commercial recycling into the 21st Century. As a major processor and marketer of recyclable materials in the NYC metropolitan area, we would be please to work with you in this effort.

My thanks again to this Committee. We have enjoyed working with the City Council in the past and look forward to a continued constructive relationship in improving solid waste management and recycling practices here in NYC.

TESTIMONY OF THE MANHATTAN SOLID WASTE ADVISORY BOARD

***NYC City Council Committee on Sanitation and Solid Waste Management
Monday, February 24, 2014 at 1:00pm, 16th Floor Hearing Room, 250 Broadway
Oversight of Sanitation Policy in NYC – Ideas for the Next Four Years***

Thanks greatly for this opportunity to speak to the Committee on behalf of the Manhattan Solid Waste Advisory Board, or SWAB as it is informally called. My name is Brendan Sexton, and I serve as Chair.

The SWAB is a non-profit, non-governmental organization – a joint creation of the City Council and the Borough President, dedicated to increasing recycling, reducing solid waste, and advancing solid waste policy in New York City. The Board is composed of waste and recycling industry experts and concerned citizens, nominated by sitting Board members or Councilmembers and appointed by the Manhattan Borough President's Office. The full Board meets once per month to hear speakers in various areas related to our mission and to provide a forum for advancing solid waste policy. We host several events and fundraisers annually and collaborate on many other worthwhile programs with partners.

Waste Reduction, Recycling, Landfill Diversion

The Manhattan SWAB has been focused intensely on promoting the overall goal of reducing or recycling residential and commercial waste and on helping rationalize waste management. We have supported policies and programs or developed our own to encourage residential and commercial recycling, to expand composting and other low-carbon methods for handling organic waste, to educate the public about ways each of us can help, to support government, commercial, or community efforts to increase recycling or reduce waste, and to improve the impact of waste management on our citizens. In many of these cases the Department of Sanitation is proposing or pursuing programs to achieve these goals, or the Council is considering legislation to help achieve them, and our function has been to serve as a sounding board and support mechanism for these efforts. In other cases, we have been the advocates for approaches not yet tried or not yet fully implemented, or have developed our own efforts to promote the overall goals.

In the past few years, some of our accomplishments include:

Community Composting: Annual Grant Program and Other Support

The SWAB has an annual Community Composting Grant Program, which has been run in collaboration with the Office of Manhattan Borough President and the Citizens Committee for New York City. The program, partially funded by the SWAB, has awarded grants to 66 organizations in NYC wishing to start, upgrade, or expand their neighborhood composting programs. It is our goal to build on DSNY's BWPRR and NYCCCC's efforts to help foster community based compost programs.

The SWAB also initiated discussions with the Business Integrity Commission (BIC) about the needs of community composters, and those discussions will be continued through the NYCCCC.

Polystyrene Ban and Commercial Composting

Over the past year, the SWAB supported these two legislative initiatives, which both recently were approved by City Council. The SWAB wrote letters bringing these issues to public attention and supporting the Councilmembers working on the bill. We met with the Committee Chair and Council staff, and submitted testimony at Council hearings.

Hypodermic Needle Study

In 2010, the SWAB worked with staff from Manhattan Borough President's office to assess how hospitals were disposing of used hypodermic needles brought to their facilities. Each hospital in NYC is required to have a program in place for handling and disposing of these hazardous needles. The study found that 40% of

Transform Don't Trash NYC

The SWAB has endorsed this campaign, led by ALIGN and NYCEJA. A system of geographic franchises for commercial waste management is an important step to foster recycling, composting, waste reduction, a large reduction in our carbon footprint, and in general bring New York's commercial waste stream into the 21st Century.

This year we will be continuing our annual events as well as staying engaged in legislative changes, such as:

Plastic Bag Fee or Ban – an issue we know the Council is interested in. We would be very glad to lend whatever support you and the rest of the Council thinks will be useful on this issue.

Recycling Enforcement - This may require new or amended legislation and we are keenly aware of the City's need for public support and strong law in this area.

Improving Recycling Rates at NYCHA – This may require some legislative amendments to encourage or allow rules or policies and programs especially tailored to this part of the City's housing stock. We are aware that hundreds of thousands of New Yorkers live in complexes where the recycling rate is effectively zero. The overall NYC residential recycling rate will never reach its potential as long as this is so.

Green Behavior Placement – Similar to a “product placement” marketing concept used in entertainment and media. The SWAB has been proposing City support for non-traditional recycling messaging. In order to boost public appeal of composting and recycling, one new strategy is to offer incentives to the film and media industry in exchange for portraying performers engaged in environmentally positive behavior. By utilizing the existing “Made in NY” advertising opportunities, there is potential to influence behavioral change of the City's diverse population by showing popular actors engaged in positive action, rather than telling people what to do. Any substantial incentives for film or other media to promote City goals may require legislation empowering the City to provide these incentives, or at the least would benefit from official support.

The SWAB of course has pursued other priorities over the last few years, almost always with the cooperation or even the urging of the Department, the Borough President, or the Council. We have enjoyed a happy and productive relationship with the Council and the Solid Waste Committee in particular. We have met with and testified before the Committee and its Chair and were able to support key legislative or programmatic changes in the City's Solid Waste plans and programs. Speaking for the whole Board, I know we look forward to continuing to play a helpful role and hope you will welcome this form of citizen input. We are indeed happy to play this role and look forward to continued productive cooperation and exchanges.

Thank you for your time.

Brendan Sexton
Chair, Manhattan Solid Waste Advisory Board

New York City Council
Committee on Sanitation and Solid Waste Management

HEARING RE:

Oversight of Sanitation Policy in NYC – Ideas for the Next Four Years
Monday, February 24, 2014 at 1:00 p.m. in the 16th Floor Hearing Room
250 Broadway, New York, NY

TESTIMONY of SHERRY SHOWELL
Compost Squad Coordinator, Park Slope Food Coop
Participant, New York City Community Compost Council

Hello. Thank you for convening this hearing.

My name is Sherry Showell and I have been the coordinator of the Compost Squad for the Park Slope Food Coop since 1999 and it is in this capacity that I present this testimony. I'm here to for two reasons: 1) To encourage this committee to advocate for the development of community composting and 2) to express concern about how the Business Integrity Commission may prevent this development.

The Park Slope Food Coop is a Not-for-profit, member-owned and operated grocery store. Our mission includes being a responsible and ethical neighbor and reducing the negative impact we have on the environment. We have over 16,000 members from all over the City. In exchange for shopping privileges these members provide 36 hours of labor a year at the Coop or in the community.

Shortly after the Food Coop opened in 1973, a community garden just down the street inquired about obtaining our food scraps for composting. At the time this garden was a rubble strewn, vacant lot. For many years all of the Food Coop's organics went to the garden for composting. Today that garden, the Garden of Union, is one of the most beautiful gardens in the City. This relationship

proved beneficial for the Coop, for the garden, and for the neighborhood.

For over forty years now the Food Coop has nurtured similar relationships with several gardens in Brooklyn. These gardens range in size from small to large. We moved slowly, ensuring that each garden had the members and expertise to process organics responsibly. I have roughly 80 Coop members who do their work shifts on my compost squad. These shifts include coordinators managing the system at each garden, teams delivering buckets of scraps to the gardens, teams turning piles, and teams collecting and delivering to the gardens the necessary brown material such as woodshavings from local carpentry shops to add to the piles. We are proud of our part in contributing to these green oases in the City.

The Food Coop's system of responsibly donating a sizeable amount of organics to the community serves as a model for other communities and other businesses. I get several requests each year to do tours of our operation with some visitors coming from as far away as Japan. I'm sure there are hundreds of businesses in the city that would also appreciate this option as they market themselves as green and stress their commitment to sound local practices. These businesses, which do not have a labor pool to draw on like the coop, will not be able to replicate our system. They will have to turn to dedicated community composting operations. However, there has not been enough development in community composting to remotely meet the need of these other businesses and as a result we miss out on the greater potential for greening the City's neighborhoods.

The value of this resource presents an enormous opportunity for small, green businesses and budding entrepreneurs to collect and process these organics. These activities should be encouraged and

supported. Community composting benefits everyone and to the extent that we can maximize it we maximize the benefits.

Unfortunately, the development of community composting will not happen under the cloud of the Business Integrity Commission.

We've been informed that our 40 year legacy of helping to green Brooklyn's gardens and neighborhoods with our compostables and member labor and funding may conflict with the Business Integrity Commission's regulations on commercial waste. Just recently the Commission gave a citation to one of our members for delivering organics to one of the gardens. This is very discouraging given all the efforts by so many New Yorkers to help our City's gardens grow and thrive. And it creates an atmosphere of fear and the need to hide what we are doing when we should be showing it off and sharing our expertise.

Please consider ways to develop community composting to the maximum extent possible in the City. And please fix the Business Integrity Commission's regulations, so the greening of our City's gardens and other public spaces can continue and businesses like the Food Coop can provide support.

Thank you very much.



**TESTIMONY OF
ACTION ENVIRONMENTAL GROUP
RONALD S. BERGAMINI, CEO**

**NEW YORK CITY COUNCIL
COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT
COUNCILMEMBER ANTONIO REYNOSO, CHAIRMAN**

FEBRUARY 24, 2014

Good afternoon. My name is Ron Bergamini; I am the CEO of Action Environmental Group, Inc. First let me congratulate Committee Chair Reynoso and Councilmembers King, Gibson, Constantinides and Matteo for being part of this very important committee. Action Environmental is the largest private hauler operating in New York City. Our subsidiaries include a hauling company, transfer stations and recycling facilities.

2013 ushered in a period of great change in how we deal with our refuse. While the recycling markets go through a fundamental shift in global buying patterns, we look to expand recycling to compostable materials. A state of the art recycling facility is coming online in Sunset Park and the 91st Street transfer station may open soon. However, at the same time, there are efforts to close existing permitted transfer stations and change the fundamental nature of private commercial waste disposal in New York City by replacing the word "private" with "franchise". I don't even know what that looks like, but I worry that it looks like the days of limited choice and higher prices for commercial waste disposal. All these changes involve significant investment, and, as we all know, uncertainty does not encourage investment, nor does working under a restrictive rate cap environment.

The simple truth is that we all have to work together to address these challenges. Government, residents, businesses and private haulers all have to pitch in and realize that collaboration and compromise are the only way to achieve sustainable success.

Despite the political climate in Washington where compromise and understanding the needs of others are clearly absent, we reject such an approach. We have consistently demonstrated the need for a different narrative. The public and private sector engaging in dialogue and combining resources is something we have always practiced and look forward to continuing that practice.

We embrace a good neighbor policy and are keenly aware of our responsibility to the greater community. In the six plus years we have been in the business we now employ 200 people in the south Bronx. Many of those people live in the neighborhood. Several people come from reentry programs for formerly incarcerated people through our work with Center for Employment Opportunities and the Manhattan Midtown Community Court. Recently we increased our investment in our south Bronx facility by installing a state of the art optical sorting recycling system which added about 40 jobs. We did this with our institutional investors and lenders, a partnership with Sustainable South Bronx and a grant from New York State Empire State Development.

So over the next several years I advise caution and deliberation before tinkering with this marketplace. Ideas warrant debate and I know today franchising has been mentioned. To say this is complicated would be a dramatic understatement. The intended and unintended consequences are potentially dire – prices for the City's businesses will certainly skyrocket and many small businesses – perhaps not ours – but dozens of others will go out of business. Some may call this destructive capitalism that looks palatable on paper, but when implemented real people lose their jobs.

Again, we look forward to working with you. Please do not hesitate to reach out if we may be of service. Thank you.



Testimony on Sanitation Policy in NYC: Ideas for the Next Four Years

Presented on February 24, 2014

Thank you to Chairperson Reynoso and the members of the Sanitation Committee for the opportunity to provide testimony today. My name is Austin Shafran, New York State Legislative Director of the Working Families Party (WFP).

The WFP is an independent, progressive party that fights for every day New Yorkers. As part of our long-standing advocacy for environmental justice, the WFP supports an equitable distribution of waste facilities in a manner that is efficient, sustainable, and fair to all New York City communities.

The Working Families Party recognizes that New York City's commercial waste system has created a race to the bottom that is bad for communities, bad for workers and bad for the environment. Waste facilities are over-concentrated in low-income communities and communities of color, a problem particularly prevalent in the overburdened communities of the

South Bronx, North Brooklyn, and in Southeastern Queens. Thousands of collection trucks drive millions of needless miles each year because of overlapping inefficient routes. Worker standards are sacrificed as haulers cut corners to provide the cheapest service and waste work is among the most dangerous occupations in New York.

Over the last two decades, the Working Families Party has been committed to a vision of New York where our economy can benefit working people, respect communities, and promote long term environmental sustainability. We are very proud of our legislative victory to create the Green Jobs Green New York program, a statewide initiative to promote energy efficiency and the installation of clean technologies to reduce energy costs and reduce greenhouse gas emissions. The program supports sustainable community development and create opportunities for green jobs.

Right now, millions of tons of waste that could be recycled or composted is buried in landfills and burned in incinerators. We need to find solutions, like with energy efficiency, that take an environmental problem and create broad benefit for our environment and economy.

The Working Families Party supports the Transform Don't Trash NYC coalition's call from for an exclusive franchise system for commercial waste

where New York City can address all of these problems in the commercial waste industry issues. An exclusive franchise system can incentivize fair siting standards, give haulers a dense customer base that will allow them to drive the most efficient collection routes, require a safe workplace and reward haulers that treat their workers well, and mandate a base level of recycling and composting and create incentives for haulers to perform above standards.

Also, franchising is consistent with the current Solid Waste Management Plan. The Working Families Party strongly supports borough equity and believes that, under a franchising system, the marine and rail transfer stations will remain vital to handling waste that still needs to be disposed.

It will build upon the relief that capacity reduction legislation, which we support, will provide to overburdened communities by reducing the amount of commercial waste that needs to be trucked from private transfer stations to landfills.

Bringing relief to overburdened communities that have long handled the vast majority of waste generated in New York City while ensuring the City's ability to meet its waste management needs is a matter of both economic and environmental justice that the WFP looks forward to working hand-in-hand with the Council and de Blasio administration to achieve.



**Testimony of Annietje Montross
Volunteer
Pledge 2 Protect
before
The Council of the City of New York
Committee on Sanitation**

Oversight - Sanitation Policy in NYC: Ideas for the Next Four Years

February 24, 2014

Good afternoon. My name is Annetje Montross. I live in the Stanley Isaacs Houses and I am a volunteer with Pledge 2 Protect.

I want to thank Chair Antonio Reynoso and the members of the Committee on Sanitation for holding this hearing on sanitation policy over the next four years and providing me with this opportunity for to express my views.

I would like to talk about the fast increasing financial tolls that Mayor Bloomberg's 2006 Solid Waste Management Plan (SWMP) are taking on our city.

Costs for implementation of the SWMP have ballooned far beyond the original estimates. According to the Independent Budget Office (IBO), the construction and operation costs of the East 91st Street MTS are now projected *to exceed more than \$1 billion* over the next two decades, which is more than \$600 million above the cost to manage the same waste using the current system (referred to by Department of Sanitation (DSNY) as the "interim plan").

Recent construction delays, permits and zoning issues and necessary retrofitting to protect the facility from future Sandy-like superstorms will only increase cost estimates even further.

The projected capital costs for the MTSs have grown dramatically since the SWMP was adopted in 2006. For example, the original projection of the capital construction costs to

build the East 91st Street Marine Transfer Station (MTS) was \$43.9 million. In 2009, that amount was revised to \$121.8 million. Today, the City's contracts show that it will cost \$181.6 million and counting. In 2006, the capital budget for the four MTSs was \$194 million. That number has grown dramatically to *\$708 million*, according to the most recent DSNY budget – an *astounding 265% increase*. This, by the way, is a *conservative* estimate, as project delays continue and contracts still need to be finalized. This estimate also does not include any future costs for debt service or contingencies.

In addition to capital costs, each facility must maintain operating and debt service costs. The IBO estimated that the East 91st Street MTS' annual bill would exceed \$22 million in operating costs and debt service. As this is a burden carried at each facility, we can reasonably assume that the City would pay nearly \$90 million every year (in current dollars) to merely keep the lights on at the four MTSs. More important, this adds a new cost to the City's budget, as the MTSs are not yet in operation.

Every ton of garbage that is transported through a new MTS will increase the City's solid waste disposal costs beyond the current levels. According to the IBO, in its first fiscal year (scheduled to be 2016), the cost to the City of operating the East 91st Street MTS will increase from \$15.7 million to \$41.5 million, equating to nearly \$26 million more than to continue to transport the trash out of the City the same way it is now. Over four years, this will be *an extra \$106 million in taxpayer dollars*.

Presumably, the extra costs at the East 91st Street facility will be mirrored at the similarly designed (and delayed) Southwest Brooklyn MTS and in other SWMP components that have not yet been studied by the IBO.

Increasing the throughput at the East 91st Street MTS will only make an expensive project even more costly to our City's residents. If the East 91st Street MTS is operated at its permitted residential refuse capacity of 720 tons per day rather than the 577 tons per day modeled in the IBO memo, projected first year costs of operating the MTS would increase by another \$1 million. This would bring the total to nearly \$27 million to operate compared to the current interim plan.

By suspending this project now and maintaining the interim plan while a more progressive and sustainable alternative is produced, the City would free up substantial, critically needed operating budget dollars immediately.

What could be done with savings?

Most important, the savings from the East 91st Street MTS and potentially other SWMP amendments to provide effective and timely solutions to communities in need of relief from pollution from the current waste management system. One excellent approach would be to expedite the cleaning and greening of commercial garbage trucks.

Portions of the savings could be allocated toward critical housing, social services, educational and other programs. These could range from creating new afterschool programs to improving, preserving or creating affordable housing for poor and working-class residents, to preserving and expanding open space like parks and playgrounds, and to expanding NYC's police force.

Savings could also be used to give waterfront access for East Harlem and Yorkville residents, expanding the services offered to NYC for physical activity. Other than the small strip of parkland between the FDR Drive and the East River, these densely populated, residential neighborhoods have no open space or access to the waterfront. Over the past decade, formerly industrial waterfronts throughout the City have been reclaimed for park and open space, and have created jobs, economic opportunities and revitalized neighborhoods in every borough. It's time to consider improvements to this overlooked stretch of waterfront.

In closing, I call on Mayor de Blasio to hit the pause button on implementing the 2006 SWMP and conduct an audit assessing the overall cost and the SWMP's progress to date—including goals not met and the new and changed conditions that affect its ability to achieve its intended objectives. I believe this will necessitate a revised SWMP that addresses the City's burgeoning waste management needs in a way that also respects and protects the health and wellbeing of our City's residents.

I again want to thank Chair Reynoso and the Committee on Sanitation for holding this hearing.



of the record

Testimony on Sanitation Policy in NYC: Ideas for the Next Four Years

Presented on February 24, 2014

Thank you to Chairperson Reynoso and the members of the Sanitation Committee for the opportunity to provide testimony today.

Lenore Friedlaender, Assistant to the President of SEIU Local 32BJ represents 75,000 building service workers in New York City.

32BJ recognizes the profound impact commercial office buildings and build service practices have on the environment. As noted by Mayor Bloomberg's PlaNYC initiative, energy used by buildings account for 75 percent of our city's greenhouse gas emissions and 85 percent of our water use. Commercial buildings also general 3.2 million tons of solid waste each year. 32BJ launched the Green Supers Program in response to the critical energy issues and the challenge to reduce building greenhouse gas emissions by 30 percent over the next ten years. This program is a cooperative effort between property managers, 32BJ members, union staff, and our city's greenest superintendents. Property managers send their supers to a rigorous 40-hour core course that covers all aspects of green building operations and maintenance.

In the first year, the Fund will provide 100 green building classes and provide 4,500 total hours of instruction, resulting in 1,000 green supers in New York City. We will provide NYC with a professional building service workforce capable of reducing energy use, conserving water, saving money, improving our health, and cleaning our environment.

Build efficiency is one piece of the puzzle to make New York City more sustainable. We are excited to see the City begin to focus on more impact of waste and sanitation policy. Just as with building efficiency, 32BJ members play in important role in collecting waste from commercial and residential buildings across the five boroughs. And just with the Green Supers program, we believe there is a path forward to make commercial sanitation more environmentally sustainable that can also benefit workers, community, and business.

Commercial waste, in particular, is a troubling problem for the environment, workers, communities, and small businesses. The commercial recycling rate is around 25 percent, much lower than many other large US cities, and dumps over 2 million tons of trash into regional landfills each year. Much of this commercial waste is carted from commercial buildings to waste transfer stations disproportionately cited in low income neighborhoods and communities of color. Thousands of commercial waste carters and sorters face some of the most dangerous conditions of any New York worker, low wages, and lack of rights on the job.

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We need bold change. In the past, building service work could have also been described as low wage, dangerous, and exploitive. 32BJ members lead the way to organize and create a building service industry with living wages, professional training, and dignity on the job. We are committed to see the same change in the commercial waste sector and that is why we joined the Transform Don't Trash NYC coalition alongside ALIGN, Teamsters, the NYC Environmental Justice Alliance, NY Lawyers for the Public Interest, and others.

Transform Don't Trash proposes New York City adopt smart policy to promote greater recycling, more efficient truck routing, good jobs, and environmental justice. Doing so can further the goals of the Solid Waste Management Plan, advance borough equity, and create new economic development opportunity. We encourage the Sanitation Committee to work with our coalition to address the problems in the commercial waste industry and find solutions that meet a "triple bottom line" and benefit the economy, community, and the environment.

Thank you for your attention,

A handwritten signature in cursive script, reading "Lenore Friedlaender".

Lenore Friedlaender
Assistant to the President
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Testimony on Sanitation Policy in NYC: Ideas for the Next Four Years

Presented on February 24, 2014

Thank you to Chairperson Reynoso and the members of the Sanitation Committee for the opportunity to provide testimony today. ALIGN: the Alliance for a Greater New York is a long-term alliance of worker and community organizations united for a just and sustainable New York.

Firstly, I would like to commend Council Member Reynoso and the members of the Sanitation Committee for calling this hearing to explore long-term policy ideas for sanitation. As most are aware, sanitation, particularly commercial waste, is a troubling problem for our city. New York City's commercial establishments generate a staggering 3.2 million tons of non-construction waste each year. This waste creates problems every step of the way from the trash bin to the landfill.

Our commercial waste leaves most buildings in a single stream that mixes paper, plastic, metal, and food waste. According to a 2012 City study, the commercial recycling rate for paper, glass, plastic and metal is just 16%. Commercial waste is collected by over 4,000 mostly old and dirty waste trucks operating in a "wild west" environment of cut-throat competition and few effective regulations. As a result, waste workers face some of the most dangerous workplace conditions in New York, low wages, and few opportunities for training and advancement. Carting trucks dump trash in transfer facilities primarily sited in low income neighborhoods and communities of color. From there, well over 2 million tons of waste is trucked to landfills and incinerators across the region, generating massive amounts of harmful greenhouse gas emissions.

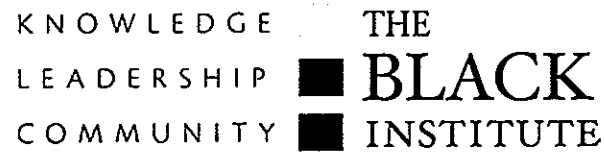
It doesn't have to be this way. ALIGN and our coalition partners launched the Transform Don't Trash NYC coalition in October 2014 to propose a new path forward through an exclusive franchising system of commercial waste collection. In our coalition report, we demonstrate how this policy approach is a smart way to promote a "race to the top" that will increase diversion from landfills and incinerators, boost recycling and composting, improve truck routing efficiency, and promote safer, living wage jobs. Moreover, by increasing diversion, exclusive franchising is an economic development strategy. According to a recent study by the Tellus Institute, every 25 percent increase in landfill diversion can create up to 5,000 new jobs in recycling-reliant manufacturing. Achieving an 80% commercial diversion rate would eliminate 5 to 7 million tons of greenhouse gas emissions in a single year, the functional equivalent of taking one to 1.5 million cars off the road.

The city of San Jose tripled its commercial recycling rate within six months from 22 to 70 percent after adopting a franchising model. Seattle witnessed similar results and Los Angeles is in the process now of also graduating to an exclusive franchise model.

We believe this is the kind of big, bold policy idea that New York City should pursue alongside leaders in community, labor, and business.

It is very important to note that franchising is consistent with the current Solid Waste Management Plan. Indeed, marine and rail transfer stations will remain vital to handling waste that still needs to be disposed. A franchise system will build upon the relief that capacity reduction legislation, which we support, will provide to overburdened communities by increasing recycling and reducing the amount of commercial waste that needs to be trucked from private transfer stations to landfills and incinerators. Today, almost 75% of the City's solid waste is still processed in the South Bronx, North Brooklyn, and Southeast Queens. We believe that that the City must not lose focus and should keep moving forward on the long-term goals of borough equity in waste handling and sustainable waste management through completing the Manhattan marine and rail facilities and ensuring capacity reduction.

Thank you and we look forward to working productively with the Sanitation Committee, Council, and administration on these important issues.



www.TheBlackInstitute.org

**Testimony of Bertha Lewis
President**

before

**The Council of the City of New York
Committee on Sanitation**

Oversight - Sanitation Policy in NYC: Ideas for the Next Four Years

February 24, 2014

Good afternoon. My name is Bertha Lewis. I am the President of The Black Institute.

The mission of The Black Institute is to shape intellectual discourse and dialogue to impact public policy uniquely from a Black perspective (a perspective which includes all people of color in the United States and throughout the Diaspora). The Black Institute (TBI) is an "Action Tank" – A think tank that takes action. By imploring a three-part strategy: Knowledge (research, data gathering, polling and academic partnerships); Leadership (civic education, training and development); and Community (ground organizing and issue based campaigns), TBI changes the direction of public debate, trains and educates new leadership and develops initiatives to build wealth, build power and deliver justice to Black people and people of color. Our four areas of focus are Economic Fairness, Education, *Environmental Justice*, and Immigration.

I want to thank Chair Antonio Reynoso and the Members of the Committee on Sanitation for holding this oversight hearing on Sanitation Policy in NYC: Ideas for the Next Four Years.

My advocacy on environmental justice issues and, specifically, with regard to sanitation and solid waste policy, spans decades. My previous organization ACORN was the lead plaintiff in a lawsuit against the Bloomberg Administration's Solid Waste Management Plan (SWMP), in great part, due to its environmental justice impacts.

While some have vocally proclaimed that SWMP will help correct a century or more of environmental injustice, the reality is that it attempts to shift the burden to another large population of black and brown people. That is why I have again focused my current organization, TBI, on the SWMP and why I am calling for a new, modern solid waste management plan that will actually reduce pollution in communities of color.

MTSs DO NOT belong in ANY residential neighborhood ANYWHERE in the City. In fact, regulations exist today, that prohibit MTSs from being built close to public housing, parks, playgrounds and schools. Unfortunately, the Bloomberg Administration successfully sought a waiver from these laws. I urge you to read the Talking Trash Report, which explains the flaws in Bloomberg's Solid Waste Management Plan and proposes modern, progressive solutions that will fairly address the sanitation burdens in our City.

What Should the Next Four Years of Sanitation Policy Look Like?

Source Reduction and Reuse

Source reduction and reuse are the most proactive and preferred strategies of the waste management. Source reduction, also known as waste prevention, means reducing waste at the source and can include reusing or donating items, buying in bulk, reducing packaging, redesigning products, and reducing toxicity.

Source reduction also involves the reduction of waste in the design, manufacture, purchase, or use of materials. Many major retailers have undertaken initiatives to

focus on reducing packaging waste, which help minimize wasted space and maximize cost-effectiveness in transport. Reusing goods and materials reduces the need for landfill space and the environmental impacts associated with a landfill-based disposal system. In many cases, reuse supports local community and social programs while providing donating businesses with tax benefits and reduced disposal fees.

Recycling and Composting

New York City should be a national and global leader in recycling. In the 2006 SWMP, New York City committed "to achieving a 25% diversion of recyclables through its curbside program by 2007." Since then, the City has taken several additional steps to modernize and improve its solid waste disposal. In 2010, the New York City Council passed 11 laws to update the New York City Recycling Law.

These laws include designating all rigid plastic containers as recyclable materials and setting a 2020 goal of 33% recycling rate for DSNY-managed solid waste. In 2011, then-Mayor Michael Bloomberg updated the solid waste provisions of PlaNYC, the City's sustainability plan to set an interim goal to double the DSNY-managed waste diversion rate from 15 to 30% by 2017. Despite these goals, NYC's recycling rate for residential and municipal solid waste (MSW) *is still just 15%*.³⁸ The national average MSW recycling rate in American cities is 35%, and Los Angeles recycles nearly 45% of their MSW. That's why *New York City ranks 16 out of 27 in large US and Canadian cities in recycling*. Even more, New York City's recycling rate pales in comparison to that of European leaders like Austria (63%), Germany (62%) and Belgium (58%).

The potential cost savings of a higher recycling rate could be substantial. If the City were to improve its recycling rate to the national average or to match the 45% rate reported by Los Angeles, it could save *up to \$93 million per year*. There is even more potential to increasing recycling in New York City: adding more recycling bins on City streets would help increase recycling rates. The City should strive for higher recycling rates to be one of the nation's leaders.

Recycling also is smart job policy. According to the EPA, every 10,000 tons of solid waste sent to a landfill creates one job. However, that same waste diverted from landfills can create 10 recycling jobs or 75 materials reuse jobs. Increasing the City's recycling rate to that of Los Angeles would create nearly 1,000 new recycling jobs.

Composting is another way that the City can reduce its waste stream, save money, and contribute to a more sustainable, more progressive future. While PlaNYC committed the City to delivering 50% of its food waste from landfills, that commitment remains unfulfilled. Portland, San Francisco, Seattle and Boulder all have impressive curbside compost pickup programs that should be considered for adaptation to NYC. During his campaign, Mayor de Blasio called for the creation of similarly successful programs in the City within five years.

The City should lead by example and launch an aggressive recycling and composting program for all NYCHA developments, City schools and public

agencies. This will greatly reduce the amount of solid waste that the City needs to transport to landfills.

Energy Recovery

“Waste-to-energy” is the term used for energy recovery processes that convert trash into consumable energy via combustion, digestion, fermentation or hydrolysis. The output of the conversion process is the dramatic reduction in the amount of waste destined for landfill. It also generates electricity, steam, or biogas that can be used to reduce the overall energy profile of the original waste stream. Currently, the City diverts less than 10% of its residential and governmental garbage to waste-to-energy facilities.

In response, former Mayor Bloomberg announced in March 2012 a redoubled effort to focus on energy recovery, specifically targeting waste-to-energy technologies.

The City has conducted a three-phased study to outline potential technologies, establish priority locations for construction, and develop a list of recommended providers.

Although combustion (incineration) is the most widely used method, both in the U.S. and Europe, it is also fraught with the most environmental concerns due to emissions. As such, New York City mandated that combustion-based technologies would not be funded.

The City evaluated several different new and emerging waste-to-energy technologies, identifying those most likely to succeed for the City. The City has yet

to deliver any plans to take advantage of the safest, most sustainable waste-to-energy technologies. This delay is limiting the City from reaping the benefits of this technology. Benefits would include: reducing the costs of exporting waste, creating jobs in the environmental sector and creating a truly sustainable solid waste management system. We encourage the Committee to support Mayor de Blasio and to continue the process of finding new proven waste-to-energy technologies that support the Mayor's zero waste policy goal.

Cleaning Up Commercial Trucks

Much has changed in the air pollution world since the SWMP was approved in 2006. New federal rules have come into effect that require new truck engines to emit 90% less particulate matter (PM) than pre-2007 engines. Today, highly effective diesel particulate filters (DPFs) that enable diesel engines to meet this goal are standard equipment on new truck engines. A New York City local law accelerated the adoption of this technology in the DSNY fleet, but not in the fleet of private trucks that collect and transport the City's commercial waste.

An immediate and key short-term objective that the Committee can take is to urge Mayor de Blasio to make the cleanup of the private trucks that carry commercial waste. Unlike the 97% of DSNY trucks that are equipped with DPFs (the other 3% operate on Compressed Natural Gas (CNG) the commercial garbage trucks are older and 90% of them pre-date 2007. As a result, they are not equipped with particulate filters and are subsequently responsible for 93% of the overall pollution from solid waste removal in NYC.

At the end of 2013, the City adopted Local Law 145 that requires private trucks to reduce emissions by using the best available emission-control technologies by 2020. This will require the use of particulate filters or comparably effective technologies. The emissions benefits of this step will be dramatic. If Local Law 145 is implemented as written, fleet-wide particulate emissions will drop by 70%, compared to today's baseline of dirty trucks. This will reduce pollution in every neighborhood that produces or receives commercial waste in the City, including the low-income communities and communities of color that house many of the transfer stations today. It would provide greater, faster and more cost-effective air pollution relief than anything proposed in the SWMP, including the current plans to build and operate the MTSs.

Based on a DSNY estimate, at a cost of \$20,000 per truck, the overall cost of retrofitting the older, dirtier trucks with DPFs would be \$77.4 million. Providing low-cost financing (rather than a direct subsidy) can get this job done. In fact, this approach was successfully used by the Port Authority of New York and New Jersey to accelerate the cleanup of dirty trucks at the Ports of Newark and Elizabeth, and is currently being used by the City at the Hunts Point market.

Unfortunately, cleaning up private trucks that carry commercial waste will not eliminate the concerns of communities that live with trucks rumbling through their neighborhoods. Unlike the City's system of residential waste removal, New York's commercial waste removal is an uncoordinated array of carting companies and routes, where a single block with five restaurants could have five different haulers, each with its own truck, picking up waste nightly and taking it to five different

transfer stations. To minimize the impact of collecting the City's commercial waste, truck routes through residential neighborhoods should be limited and streamlined.

These strategies will provide benefits to all New Yorkers; especially the communities that currently house the City's transfer stations and truck routes. In addition, NYC will see a reduction in the overall cost of removing garbage that should not exist in the first place.

I again want to thank Chair Reynoso and the Committee on Sanitation for holding this hearing. I look forward working with you to create a sanitation policy that successfully addresses environmental racism during the next 4 years and beyond.



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**Testimony of
GAVIN KEARNEY,
NEW YORK LAWYERS FOR THE PUBLIC INTEREST
on
Sanitation Policy Ideas for the Next Four Years
February 24, 2014**

Good afternoon Chairperson Reynoso and Members of the Council, thank you for the opportunity to provide testimony today. My name is Gavin Kearney, and I direct the Environmental Justice Program at New York Lawyers for the Public Interest (NYLPI). NYLPI has been working for over a decade with the Organization of Waterfront Neighborhoods coalition, as well as with other stakeholders, to advance responsible and equitable solid waste management practices for New York City. We are also a member of Transform Don't Trash NYC.

There are two main policy priorities around solid waste management that I strongly recommend for this Committee and the broader Council for the next four years. The first is to ensure the full and expedient implementation of the City's Solid Waste Management Plan. The second is to deal with the myriad problems and lost opportunities that plague commercial waste handling in New York City through the adoption of an exclusive franchising system.

Full and expedient implementation of the Solid Waste Management Plan

For far too long, a small number of low-income communities and communities of color have been burdened with handling the great majority of waste generated by all New Yorkers. Three-fourths of all waste handled in New York City is trucked to and from waste transfer stations in just three communities – North Brooklyn, the South Bronx, and Southeast Queens. Not surprisingly, in these communities rates of asthma, cardiovascular disease and other ailments associated with diesel emissions and other pollution exceed local and national averages. This is grossly unfair and fundamentally unacceptable. Moreover, the system harms all New Yorkers with its excessive reliance on trucks driving unnecessarily long and overlapping routes to collect waste and transport it to and from these clusters of transfer stations.

In 2006, the City Council and the Mayor passed a landmark Solid Waste Management Plan whose fundamental goals include dramatically reducing the traffic, air, and noise pollution caused by this over-reliance on trucks and fairly allocating throughout the five boroughs responsibility for managing the waste that we all generate. (SWMP p. ES-2). When fully implemented, the SWMP will eliminate millions of truck miles travelled in New York City each year.

Significant progress has been made toward the implementation of the Plan - most pieces are in place or in the process of being put into place. We urge the Council to take an active role

in ensuring that this progress continues – to ensure that all marine transfer stations are completed as quickly as possible and to help move forward an additional piece of critical infrastructure – the Gansevoort recycling facility in Manhattan, which awaits a Memorandum of Understanding between New York City and New York State.

I also strongly urge the Council to move forward with legislation to reduce the amount of waste handled in overburdened communities, a measure envisioned in the SWMP. As the City moves to a barge and rail system, the SWMP directs the City to achieve a “meaningful” reduction in the amount of waste sent to the South Bronx, North Brooklyn, and Southeast Queens. (SWMP p.4-10, 4-11).

In 2013, a bill was introduced to accomplish this, Intro. 1170. Intro. 1170 would make modest, but meaningful impacts on real-world conditions in the three overburdened communities. Although these communities would continue to handle most of the City’s waste, the legislation would take several hundred trucks off their streets each day. And by timing reductions to coincide with the opening of the City’s marine transfer stations, it will contribute to the goal of eliminating long-haul truck traffic in New York City generally.

The bill garnered broad support from the Council but the 2013 session ended before it could be enacted. We strongly urge this Committee and the Council to pass legislation addressing overburdening in 2014. Relief for these communities is long overdue and it is important that these measures be implemented in time to take advantage of the opening of the City’s marine transfer stations.

An exclusive franchising system for New York City’s Commercial Putrescible Waste

Each year, New York City’s restaurants, offices and businesses generate over 4 million tons of commercial putrescible waste, more than any other City in the country. How we deal with this staggering amount of commercial waste has tremendous environmental, health, social and economic implications. Despite this, the City has allowed a “race to the bottom” system to proliferate in which many waste haulers sacrifice the environment, public health and worker well-being, in order to offer their services at the cheapest possible price.

The problems with this system are numerous:

- While over 90 percent of commercial waste is capable of being recycled or composted, best estimates are that in New York City only 26% is. This recycling rate lags behind most American cities and lags far behind national leaders.
- The system is also grossly inefficient. In New York City, over 250,000 commercial establishments are individually responsible for contracting with a private waste hauler. Over 200 licensed haulers with more than 4,000 trucks service the city’s businesses. On any given City block, trucks from ten or more hauling companies might service businesses. This leads to millions of avoidable truck miles travelled each year, and unnecessary air pollution, noise pollution, traffic congestion and costly road damage.

- Unlike the rail and barge-based facilities the City will use, many of the private transfer stations handling commercial waste, clustered in only a few neighborhoods, are poorly operated, rely on long-haul trucks for removing waste, and are a significant source of odor, noise, and air pollution.
- In the current system, responsible transfer station operators lose business to bad actors that undercut them on cost, including by jeopardizing workers' health and well-being. Most workers in New York City's waste industry don't earn a living wage, and workers of color and immigrant workers are particularly likely to earn low wages. Waste workers often face hazardous working conditions. The injury rate for waste workers in New York is nearly twice that of all occupations and the fatal injury rate for waste workers is eight times the rate for all occupations.

With an efficient, ambitious franchising system, New York City can dramatically improve upon these conditions and establish itself as a national and global leader on commercial waste management. Under such a system, the City would use its regulatory powers to divide the City into zones, i.e. franchises, and solicit competitive bids from haulers for the exclusive right to collect commercial waste within each zone over a set number of years.

Such a system will pay significant benefits to high-road haulers and facility operators. It will give haulers a dense customer base that remains stable over a significant period of time. This in turn will incentivize haulers to chart collection routes with maximum efficiency, thereby minimizing transportation costs and truck-related impacts. Industry will also be able to invest in the most advanced recycling and composting technologies knowing that there will be a stable, dedicated stream of materials to justify the initial investment.

Through a combination of mandates and incentives, and because of the stability and efficiencies inherent in such a system, the City will also be able to address many of the problems present in the current system such as the prevalence of poverty wages and unsafe working conditions, excessive reliance on landfilling and incinerations, and unfair siting. Some of these improvements will be cost-effective; others will have cost impacts that are offset by increased efficiencies and economies of scale. Moreover, there will be flexibility in the system to ensure that the cost to businesses and other considerations are properly balanced. Businesses can be rewarded with lower collection rates for separated recyclables and organic material and the bidding process can be structured to prioritize haulers that can maximize recycling and composting without increasing costs to customers.

A number of American cities have chosen to franchise commercial waste and achieved dramatically positive results, for example:

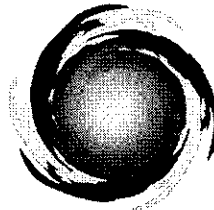
- **San Jose, CA** initiated its exclusive franchise system in July of 2012 in response to low commercial waste diversion rates; excessive, inefficient truck traffic, and wide variations in the collection prices paid by businesses. The new franchise system requires a living wage and employee retention in the event that the franchisee changes. It requires clean trucks and separation of wet and dry waste to maximize recycling and composting.

A year after implementation, the city found that most businesses experienced rate decreases and businesses were able to control cost impacts because of incentives to dispose less and separate out more. San Jose also experienced a tremendous increase in waste diversion – within 6 months of implementation, commercial recycling rates increased from 22% to 70%.

- **Seattle, WA** has long had an exclusive franchising system, but in the last several years has made modifications to achieve better results across several measures. Better recycling and organics collection requirements have been implemented. Among other things, commercial customers get free collection of two recycling carts per week and businesses pay a lower rate for collection of compostable material than they do for waste. Franchisees are also required to pay a living wage with benefits.

Seattle has experienced very modest increases in collection costs over the recent past while commercial recycling rate have increased from 37% to 61%.

It is clear that New York City needs a new approach to commercial waste management. Implementing a successful exclusive franchise system will require thoughtful planning and a progressive, flexible approach to commercial waste management. It is a step that should be taken for the health and sustainability of our City, our communities and our workers. Thank you.



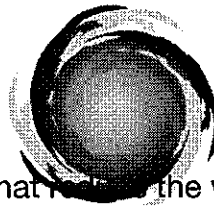
EL PUENTE
GREEN LIGHT DISTRICT

Written Testimony Submitted to the **New York City Council Sanitation Committee**
Hearing on Sanitation Policy in NYC: Ideas for the Next Four Years
September 30, 2013

Submitted by Anusha Venkataraman
Director of El Puente's Green Light District Initiative

I respectfully submit this testimony to the City Council's Sanitation Committee regarding sanitation policy over the next four years on behalf of El Puente, a member of the New York City Environmental Justice Alliance (NYC-EJA). El Puente is a thirty-old community human rights institution in North Brooklyn that promotes leadership for peace and justice through the engagement of youth and community members in the arts, education, health & wellness and environmental action. We have three youth leadership centers in Williamsburg, one in Bushwick, and a public high school founded by El Puente twenty years ago. I am the Director of the El Puente Green Light District, a ten-year initiative launched in 2011 to lead the Southside, or "Los Sures," from one of the most economically and environmentally challenged neighborhoods in New York City into an equitable, sustainable, safe, healthy, and civically engaged community.

Our community is heavily impacted by the policies discussed here today. North Brooklyn has the highest concentration of waste transfer stations in the city – 15 at last count – which process over 7,000 tons of garbage each day. This garbage is trucked through residential streets of Williamsburg, Bushwick, and Greenpoint, affecting the air quality and overall quality of life. Every morning, hundreds of trucks on their way to waste transfer stations pass by children on their way to school. On some streets, such as Metropolitan Avenue, so many trucks pass by that it is impossible to hold a conversation. We have one of highest asthma rates in the city, causing school absences for children with asthma and lost work hours for their parents. Beyond asthma, particulate matter, ozone, and other pollutants also cause cardiovascular disease, and noise pollution causes stress and anxiety, lost sleep, and even high blood pressure. Furthermore, we have very little green infrastructure to clean up the air – North Brooklyn has 90% less open space per person than the NYC average, and the neighborhoods most affected are where low-income residents and communities of color are concentrated. These families should not have to trade affordable housing for poor health.



EL PUENTE **GREEN LIGHT** DISTRICT

We are in support of all policy initiatives that reduce the waste burden on our community and others that are overburdened, and redistribute waste management in a more equitable manner. The New York City Environmental Justice Alliance has worked to support **capacity reduction** legislation. Capacity reduction would ensure that the 3 communities already handling the bulk of the city's waste are not forced to handle even more, and will take hundred of garbage trucks off the streets. This bill goes a long way in ensuring fairness, by capping the total amount of waste any one community should have to take, and making sure that that excess waste is redistributed to other locations in NYC in a fair and modest way. Specifically for North Brooklyn, this bill would target the waste transfer stations that operate without regard for community safety and well-being. Even after legislation is passed, we would still handle more waste than any other single community, but it would prevent conditions from worsening.

El Puente is also a member of the Transform Don't Trash NYC coalition, which builds upon the success of the Solid Waste Management Plan to deal with the commercial waste sector. This is the next frontier: commercial waste facilities are even more concentrated in the communities of the South Bronx and North Brooklyn than municipal facilities are, and our community sees a criss-cross of trucks from a variety of companies on haphazard routes. Many community members work for these commercial haulers, and oftentimes work under poor conditions. Implementing a franchise system to handle commercial waste would:

- Incentivize fair siting standards, ensuring communities are not further overburdened
- Give haulers a dense customer base will allow them to drive the most efficient collection routes – one truck will collect on a street rather than 9 or 10 different haulers.
- Ensure a safe workplace and reward haulers that treat their workers well.
- Boost recycling and composting through mandates and incentives.

Together, commercial waste franchising and capacity reduction would take the SWMP and the City's waste policies to the next level, introducing equity to our boroughs and creative handling of one of toughest issues to tackle. Nobody likes garbage on their streets or in their backyards, so let's not sweep this issue under the rug—or into other communities to deal with. I thank you for your time and consideration, and please feel free to contact me for additional information on the above points.



**Testimony of Kelly Nimmo-Guenther
President
Pledge 2 Protect
before
The Council of the City of New York
Committee on Sanitation**

Oversight - Sanitation Policy in NYC: Ideas for the Next Four Years

February 24, 2014

Good afternoon. My name is Kelly Nimmo-Guenther. I am President of Pledge 2 Protect (P2P). P2P is a growing coalition of residents, organizations, businesses, educators and parents working together to protect the health and safety of tens of thousands of New Yorkers by calling for the City to stop, pause and re-evaluate the 2006 Solid Waste Management Plan (SWMP). Although Pledge 2 Protect was initially founded to alert the City's elected officials about the risks of building the East 91st Street Marine Transfer Station, our purpose and mission have expanded. We have always said that transfer stations do not belong in residential neighborhoods—anywhere. Many communities have borne disproportionate loads in handling New York City's waste, and the goal should be to reduce those impacts across the board, not add new ones to new communities. New Yorkers deserve a plan driven by modern solid waste solutions that are more sustainable and cost-effective for the long run. Currently, P2P has over 29,000 members.

I want to thank Chair Antonio Reynoso and the Committee on Sanitation and Solid Waste Management for calling this hearing and bringing us together this afternoon.

The goals 2006 SWMP are laudable. However, the implementation of the SWMP, in its current form, has not and will not meet these goals. For example, the SWMP called for the City to increase recycling to 25% by 2007 – 7 years ago. Currently, New York City's recycling rate is 15% - abysmally low for an urban leader- particularly when the national average for recycling is 25%.

Although I could easily spend this time looking back at the many ways the SWMP has failed – escalating costs, lack of progress, no relief to overburdened communities or increase in borough equity, I, along with Bertha Lewis and other P2P supporters and concerned residents, are here to provide recommendations for the City's Sanitation Solid Waste Management system for the next four years and beyond.

Here are some ideas for sanitation policy for the next 4 years:

- Create a new long-term solid waste plan that reduces dependency on Garbage Transfer Stations through reducing the tonnage of the City's waste, increasing the amount of recycling and composting, and taking advantage of emerging, sustainable waste-to-energy projects.
- Stop relying on polluting trucks to remove waste. The City needs to review the current commercial truck routes and suggest alternatives that reduce the impacts of waste trucking on residential communities.
- Help private carters retrofit or replace their trucks to ensure they comply with the new Local Law 145. We can reduce citywide truck emissions from solid waste removal by 70% which will bring far greater air pollution relief to communities with truck garages, transfer stations, and truck routes than anything in the Bloomberg plan.
- Implement a modernized new, sustainable solid waste plan that accounts for the needs of over-burdened communities and sensitive populations like children and seniors. The 2006 Bloomberg plan just brings the pain to new communities and does little to nothing to provide relief for the ones currently suffering.

- The City should lead by example and launch an aggressive recycling and composting program for all City schools and public agencies.
- Review, re-evaluate and suspend the plans to build all of the new MTSs starting with East 91st Street MTS and Southwest Brooklyn MTS. By suspending these projects now and maintaining the interim plan, we can develop a more sustainable solid waste plan.

Finally, contrary to what has become the conventional wisdom, we believe that eliminating the MTS and environmental justice are inclusive goals.

I again want to thank Chair Reynoso and the Committee on Sanitation for holding this hearing.



**Testimony of Lorraine Johnson
Volunteer
Pledge 2 Protect
before
The Council of the City of New York
Committee on Sanitation**

Oversight - Sanitation Policy in NYC: Ideas for the Next Four Years

February 24, 2014

Good afternoon. My name is Lorraine Johnson. I am a volunteer with Pledge 2 Protect (P2P). Pledge 2 Protect is a growing coalition of diverse citizens of the City who are working together to protect the health and safety of New Yorkers by raising awareness of the fiscal, environmental and community impacts of the City's current solid waste management system and plan. Since 1979, I have been a tenant of the NYCHA Stanley Isaacs Houses, which together with its neighboring building the Holmes Tower are home to more than 2,200 residents. This five-building community is located one block from the proposed East 91st Street MTS.

I want to thank Chair Antonio Reynoso and the members of the Committee on Sanitation for holding this hearing on sanitation policy over the next four years and providing me with this opportunity for to express my views.

Since 1979, I have been a tenant of the NYCHA Stanley Isaacs Houses, which together with its neighboring building the Holmes Tower are home to more than 2,200 residents. This five-building community is located one block from the proposed East 91st Street MTS.

When the old East 91st Street MTS was running, I suffered greatly from asthma and I needed to be taken to the hospital several times for treatment. Since it closed in 1999, I have not needed nebulizer pumps, steroids, or other treatments.

I fear that with the opening of the new MTS, I will get sick again. I have nightmares. The situation before the old MTS closed was awful, because of the horrible smell, the rats,

and the traffic. Now the City wants to build a new MTS will be much larger and even closer to my building!

I want to make the point clear that I am NOT here to insist that the East 91st Street MTS get put someplace else, in another community of New Yorkers. Instead of putting a new mega-MTS next to my building or a new MTS in ANY other location, I believe the City should consider other options.

I would like to discuss the many problems with the Bloomberg 2006 Solid Waste Management Plan (SWMP), so we can learn from them and improve on it.

Managing garbage in New York City (NYC) is the huge, complex task. Every single minute, residents, tourists, commuters and businesses produce more than 25 tons of waste. This adds up to 14 million tons of trash each year. As the City expands and develops further, the amount of waste generated in the City will only increase.

In 2006, the City finalized a SWMP. The SWMP's main objective was to establish a "cost-effective, reliable, and environmentally sound system for managing the City's waste over the next 20 years." The SWMP had a number of laudable principles, including recognizing the environmental issues surrounding waste and treating each borough fairly, thereby reducing the harm to those communities who have borne the significant load of handling waste.

Unfortunately however, the SWMP fundamentally did not place sufficient emphasis on reducing the amount of waste packaging being processed by the system (via reduction in packaging, increased recycling, and other waste reduction strategies) and placed most emphasis on the export of waste by building costly infrastructure in the form of transfer stations to transport waste out of the City.

All communities would benefit from an aggressive recycling program and efforts to reduce the City's volume of garbage at the source. In addition, the implementation of the SWMP and other changed condition since 2006 have resulted in many of the original goals not being achieved. This failure has occurred despite enormous increased cost to the City both in capital dollars and operating expenses.

Sadly, several studies show that the implementation of the SWMP fails to effectively reduce the harm to overburdened communities, imposes unnecessary new burdens on other communities, exceeds all initial budgets both in capital and operating costs and fails to reduce the amount of waste NYC generates through source reduction, reuse and recycling efforts. Specifically:

- **The SWMP does not help the Brooklyn, Queens and Bronx communities that currently bear a significant portion of today's waste disposal.** Manhattan's residential waste does not get tipped in any New York City borough. It goes to disposal sites in New Jersey or Yonkers. As for commercial waste, Manhattan's commercial waste is transported to New Jersey (roughly 50%), the Bronx (25%), and Brooklyn and Queens (25% combined). A key feature of the

SWMP was to divert a portion of that commercial waste to the proposed East 91st Street MTS. However, *even at its maximum permitted capacity, only 1.6% of the City's commercial garbage—and only 1.3% of the in-City truck miles—will be diverted to the East 91st Street MTS.* This is not enough to significantly relieve waste-related traffic or pollution in the communities that currently house many of the private transfer stations that handle commercial waste. Thus, a new marine transfer station (MTS) to be built at East 91st Street in Manhattan will provide no relief to the overburdened communities in Brooklyn, Queens, or the Bronx. In addition, unlike the NYC Department of Sanitation (DSNY) trucks that use the latest pollution control technologies, 90% of the private trucks that carry commercial waste do not use this equipment, which is why they account for 93% of the pollution from waste collection and export.

- **The SWMP is antiquated and focuses merely on waste transport rather than on reducing and recycling waste.** Reducing tonnage will reduce the need for transfer stations. New York City lags behind other major United States cities in recycling rates. In the 2006 SWMP, the City committed “to achieving a 25% diversion of recyclables through its curbside program by 2007.” Since then, a Local Law was adopted that increased the long-term recycling goal for residential waste to 33%. In 2012, PlaNYC set an interim goal to double the DSNY-managed waste diversion rate from 15% to 30% by 2017, further enhancing the prior year's local laws. Nevertheless, NYC's recycling rate for residential and municipal solid waste is still just 15%. According to the Green City Index, New

York City ranks 16 out of 27 U.S. and Canadian cities in recycling practice, leaving significant room for improvement.

- **The national average municipal solid waste recycling rate is 35% and Los Angeles boasts a 45% rate** from its curbside recycling program. Rates in Europe are even higher—Austria and Germany both recycle more than 60% of their solid waste.
- **If NYC recycled at the same rate as Los Angeles, it would save at least \$93 million annually in disposal costs and create new jobs in an important green industry. Increasing the City's recycling rate to that of Los Angeles would create 1,000 new recycling jobs.** Not only does NYC have the opportunity to save money and lighten the environmental burden of waste management, but it can also create jobs in the process!
- **By adding the East 91st Street MTS, the SWMP hurts tens of thousands of children and seniors.** The East 91st Street MTS in Manhattan has been promoted as a key step toward giving much-needed relief to communities in Brooklyn, Queens and the Bronx that have borne disproportionate portions of the City's current system of solid waste disposal. In reality, the East 91st Street MTS will not meaningfully reduce congestion or pollution in those overburdened communities. Additionally, it will exacerbate existing air-quality issues in East Harlem and Yorkville, communities already fraught with childhood asthma.

P2P and its many supporters call on Mayor de Blasio and the Council to hit the pause button on implementing the 2006 SWMP and conduct an audit assessing the overall

cost and the SWMP's progress to date—including goals not met and the new and changed conditions that affect its ability to achieve its intended objectives. We believe this will necessitate a revised SWMP that addresses the City's burgeoning waste management needs in a way that also respects and protects the health and wellbeing of our City's residents.

I am very concerned about the children, families and senior citizens who are my neighbors. Moving from the neighborhood is not a choice we can afford. Forty-five percent of our residents are senior citizens, and their health is more vulnerable to the effects of the trucks. The Stanley Isaacs & Holmes Houses have received designation from the City as being a Naturally Occurring Retirement Community and as one of those senior citizens; I want to ensure that my voice is heard. You cannot call building the East 91st Street MTS 'environmental justice' when Stanley Isaacs & Holmes are just a few hundred feet from away from the site.

I again want to thank Chair Reynoso and the Committee on Sanitation for holding this hearing.



Teamsters Local Union No. 210

Service, Production, Merchandising and Allied Products, Wholesale, Distribution, Textile Household Products and Industrial and Allied Trades Workers; Clerical & Health Related Services Union; Drug, Chemical, Cosmetic, Plastics and Affiliated Industries Warehouse; Service Industry; Automotive Transporters & Inland Warehouse; Airline, Airport and Aerospace Employees, New York City and Vicinity

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RUSSELL REED
GABRIEL GUZMAN
RALPH SALZANO
Business Agents

CYNTHIA RIVERA
Organizer

Pedro Cardi Jr. **Trustee Local 210 Teamsters**

Teamsters Local 210 represents over 11,000 workers in New York City including SIMMS Metal Management.

There are tremendous gains to be made if we transform the way commercial waste is handled in New York City by establishing a franchise system. My Teamsters 100% in support of the efforts of "Transform Don't Trash" and in standing up for workers and for the communities that have been disproportionately shouldered with the city's garbage.

We can drastically improve wages and working conditions for thousands of waste haulers and recycling workers. Our local is proud to have a contractual relationship with SIMMS Metal Recycling, one of the good employers in the sanitation industry.

We don't want to burn and bury. We want to recycle and create jobs while protecting the environment.

New York City only recycles 25% of commercial waste. Our reliance on landfilling and burning garbage is not only disastrous to the environment, but ignores the possibility of thousands of local, working class jobs in the recycling industry.

New York City is a challenging place to make sweeping changes especially in an industry that is so resistant to regulation and standards. But it can be done.



In San Jose, California, recycling rates tripled in commercial carting after the establishment of a franchise system. Like New York, the commercial recycling rate was only 22% and is now over 77%. The franchise system provides all businesses with simple recycling guidelines and consistent services, in addition to cleaning up garbage trucks and raising wages for workers.

A greener commercial waste management system can support over thousands of good jobs in recycling. Over 4,000 recycling processing jobs could be supported in New York City if commercial recycling is maximized and over 10,000 recycling-reliant manufacturing jobs can be created in utilizing recyclable commercial material.

Right now, non-union recycling sorter wages have remained extremely low, below \$25,000, during the last decade. The median annual wage for a recycling sorter is just \$24,320.43 which is below the self-sufficiency standard for a single adult living almost anywhere in New York City, and far below the standard for a family.

And even with a union contract, these are tough jobs. But with sufficient wages, safety programs, job stability and a voice on the job, these jobs can help anchor working class neighborhoods. At SIMMS Metal recycling our members earn a middle class standard of living, medical and pension benefits and a voice on the job.

Our members are a testament of the possibilities when the city is committed to recycling.

We are proud to be part of the next wave of change in this industry by creating a standard in New York City's recycling sector.

JOINT COUNCIL No. 16

INTERNATIONAL BROTHERHOOD OF TEAMSTERS



265 WEST 14TH STREET - SUITE 1201

NEW YORK, NEW YORK 10011

(212) 924-0002

Fax (212) 691-7074

Bernadette Kelly
International Representative
Statement on behalf of George Miranda, President
New York City Committee on Sanitation & Solid Waste Management

Teamsters Joint Council 16 represents over 8,000 men and women that collect New York City's residential, commercial and recyclable garbage. We are proud of the work that we do and strive to see a cleaner, healthier New York City.

We can make New York City a cleaner, better place to live and work -- for everyone.

We believe the Mayor's Office and the City Council must change the way commercial waste is handled in New York.

The prior administration improved the quality of life for thousands of New Yorkers by expanded residential recycling, designating more green space and plans to distribute waste facilities more fairly throughout all five boroughs.

We at Teamsters Joint Council 16 have supported the mayor's push to increase recycling at private residences. We represent 8,000 men and women who collect the city's garbage. We're proud of our contribution to public health, and we've been a big part of the pilot organic program to keep 30 percent of New York's waste out of transfer stations and landfills.

It's time to do more.

We are witnessing a race to the bottom in the commercial waste industry. Bad actors undercut the good companies on wages, benefits, safety and the environment. A handful of commercial waste carters that Teamsters Local 813 represents try their best to maintain high labor and environmental standards. They're worn down, though, by competitors who put profit before safety and health.

For years, the wages paid to the thousands of waste industry workers have steadily declined. In 2011, new hires for waste companies in the Bronx, Brooklyn and Staten Island earned less than

\$20,000. Often they work 12-hour days in dangerous conditions with little to no safety precautions.

The scope of their work is staggering. Each year they collect 2 million tons of commercial waste generated by thousands of restaurants, offices and businesses in New York City. Many commercial waste workers live in communities forced to endure the massive placement of transfer stations and truck depots in their neighborhoods. Our friends in the environmental justice community have been fighting that injustice for years.

Together, we believe the size of these problems suggest the size of the solutions. We formed an alliance called Transform Don't Trash NYC to change the way commercial waste is handled in New York City.

A report by the coalition points the way: New York must increase recycling rates for commercial waste. It must introduce labor standards that raise the floor for workers. We must administer a plan that cleans up our neighborhoods facing the most refuse.

Recycling programs will create 20 times more jobs than burning and landfilling waste. By increasing recycling we can create thousands safe, good-paying jobs, clean up our air and lift the burden of dirty transfer stations and truck depots from our neighborhoods. This is an attainable goal. According to the report, an estimated 90 percent of all commercial waste in the city could be recycled or composted.

Increased recycling will create a better, cleaner, greener New York City. It will provide good jobs with good wages for thousands of New Yorkers who are looking for work. The benefits are limitless, and it is time we transform – not trash – our City.

Thank you Chairman Reynoso, we look forward to working with you and the committee on these important issues for our members and the communities where they live.



kitchen waste solution

Committee on Sanitation and Solid Waste Management

“Sanitation Policy in NYC – Ideas for the Next 4 Years”

250 Broadway, 14th Floor: 10:00 AM

February 24, 2014

Good Afternoon:

My name is Vandra Thorburn and I am the founder of Vokashi – kitchen waste solution - a unique composting service in NYC. Using the Japanese method of fermenting food waste called bokashi, we provide the necessary buckets and fermenting bran to help our subscribers manage all of their food scraps, including scraps generally not accepted at traditional composting sites like meats, dairy and processed foods. Our service model is to collect fermented food waste and process at community gardens, private and public green spaces creating a rich humus and valuable natural soil amendment for these spaces.

In the past I have testified about the Sanitation Committee about the need to develop and encourage decentralized, community-based, medium-sized composting facilities. I welcome opportunity again to share ideas that I am pursuing and hope the Committee might do the same.

As demonstrated by the New York Compost Project, hundreds of people are willing to participate in composting activities. Through this Project a number of community-based composting sites are using equipment to help manage ever larger volumes of food scraps. Introducing these advances demonstrates the possibility for more and more medium-sized and community based enterprises. Here are some ideas for Sanitation to consider.

1. There are hundreds of community gardens which could be the locus for training community-based composters and providing dozens of GreenJobs. We have piloted in a

couple of gardens with ReConnect a youth enrichment program. But for a robust Green Jobs training program we need more local Sanitation support.

2. Allow for development in M-1 zones indoor compost facilities capable of handling between 50 – 75 tons of material monthly. There are medium sized in-vessel and anaerobic digesters that could be housed in warehouse facilities. We need reasonable rules and regulations, licenses to help bring such facilities into existence.
3. Allow and encourage the use of organic wastes to be used as natural soil amendments in brownfields and toxic sites.

Secondly: I wish Sanitation would take a much closer look at the advantages of fermenting food scraps and even support some neighborhood pilots.

One need hardly comment on the conditions of the streets in NYC following three weeks of snow. In the mountains of black bags are rotting foods. Imagine if all that food waste was fermenting?

The process of fermentation is the simplest and healthiest way of managing food scraps. We could be fermenting material in buckets from 5 gallon to 55 gallon drums to 96 gallon totes. Once in airtight safety, food scraps are no treats for pests and animals, nor are they any threat to human health and safety.

Not to mention limiting the use of plastic garbage bags – the so-called biodegradable ones and the ones that will last in landfills for eternity!

And fermented material can be added with other carbon products to windrows or traditional compost bins, but most dramatically, fermented material can be used as a natural soil amendment. In a city with such depleted and even contaminated soils, there is a huge possibility for using our food scraps as bioremediation agent. I believe that having such material available for soil remediation projects will be much more cost effective product than waste to energy conversions.

Rather than waiting for the big box solutions to manage this local waste, I'm requesting that Sanitation learn more about the advantages of fermenting food scraps and support community enterprises to manage and compost such material.

Finally, it is my understanding that this Committee is reviewing bill (1170) that significantly reduces the capacity of city Transfer Stations and some fear this will discourage source separated compost material as an input. If there is no room for such "green" material it could really hinder the growth of handling organics and encouraging composting within the city. I request that you amend the bill to exclude compostable materials from the capacity calculations as an incentive for them to accept this waste stream and divert it from landfills.

Thank you for your consideration.

Vandra Thorburn

Friends of LaGuardia Airport **FOR THE RECORD**

Good afternoon Mr. Chairman and Committee members. My name is Ken Paskar and I am President of Friends of LaGuardia Airport. Thank you for the opportunity to testify before you regarding the North Shore Marine Transfer Station (NSMTS), part of the City's SWMP program currently under construction in College Point, Queens. Friends of LaGuardia Airport is a not for profit formed to promote safety, efficiency and air travel at LaGuardia Airport and the surrounding airspace.

Friends of LaGuardia Airport support the City's SWMP program but are opposed to the siting of the North Shore Marine Transfer Station due to safety, economic, and environmental reasons and its impact on wildlife. Here's why...

1. Both the FAA in an August 2010 study and in a Determination of Presumed Hazard issued by them effective at the time the Council voted to approve the siting of the NSMTS and the Port Authority in their lawsuit opposing the NSMTS have concluded that the NSMTS is a hazard to aviation.
 - a. Facility is a bird magnet and will attract birds to LGA Airport increasing risk exponentially for bird strikes. Consequently, FAA requires strong and very expensive mitigation measures which will have only a minor effect on risk.
 - b. Prevents installation of a low visibility precision approach for runway 31 which is 7 times safer than the current non-precision approach.
2. Prevents integration with FAA's new NextGen technology which will allow increased safety, efficiency and more flights into and out of LGA at the same time lowering noise and carbon footprint to our communities.
3. There are many sites that were available to the DSNY including the Gansevoort Marine Transfer Station in former Speaker Quinn's district. My understanding that members of the State Legislature representing that district in Manhattan's West Side are holding up the required studies necessary for licensure.
4. The economic and job loss to The City of NY and the borough of Queens as a direct result of the NSMTS's impact on operations at LGA is staggering based on an Economic Impact Study we commissioned.
5. Members of Congress, the State Legislature, City Council, the Aviation Community, Chamber of Commerce, Community Boards and civic organizations throughout Queens, Capt. Sully Sullenberger and former Chairman of the NTSB, Jim Hall overwhelmingly oppose the NSMTS.

Thank you again Mr. Chairman. I am happy to answer your questions at this time.

Ken Paskar, President
Friends of LaGuardia Airport
51 Mac Dougal St – Suite 320
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212-226-3748
kpaskar@avteam.us

Hello! My name is Laura Hofmann. I'm a co-founder of Barge Park Pals, a member organization of OUTRAGE (Organizations United for Trash Reduction and Garbage Equity). I'm also a lifelong resident of Greenpoint. The communities of Greenpoint & Williamsburg have received no relief from waste related truck traffic since the Solid Waste Management Plan was approved in 2006. Rather, it's clear to Greenpoint & Williamsburg residents that the community's solid waste issues have become even worse since the community study was done. We see more and more garbage trucks. O.U.T.R.A.G.E.'s 2004 & 2009 comparative truck and air quality study showed sharp increases in truck traffic and an increase of particulate matter on the days that waste transfer stations are open. Even the New York City Business Integrity website Trade Waste listings of waste related licensing is telling of our community's issues and the lack of citywide garbage equity.

Since asthma and other environmentally linked diseases are still rampant and not clearly studied in Brooklyn Community Board One, given the cumulative nature of our environmental problems, it's even more urgent that the Solid Waste Management Plan moves forward and that citywide garbage equity is achieved. And now that developers are preparing to move forward on their waterfront plans related to the Greenpoint-Williamsburg rezoning, we can expect to process the garbage that will be generated by all those developments, thousands of residential units. The mere thought of even one garbage bag coming from each one of those units is frightening unless the rest of the city does its fair share and each borough processes its own garbage.

Our community has not yet experienced a remediation of all its brownfields, Superfund sites, oil & chemical plumes, and so on. The community is only prettied up by new buildings and amenities. Folks who have been displaced have brought their medical health histories with them and their Greenpoint Williamsburg related environmental health statistic is recorded elsewhere. But newcomers to the community are also vulnerable to a cycle of health issues surely to develop from environmental health threats such as an overburdening of garbage. Therefore, garbage equity will not only protect longtime residents, but our future residents as well.

Thank you so much for the opportunity to testify.

February 24, 2014

The Honorable Antonio Reynoso, Chair
New York City Council Committee on Sanitation & Solid Waste Management
250 Broadway, Committee Room 16th Floor
New York, NY 10007

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Re: Sanitation Policy in NYC: Ideas for the Next Four Years

Good morning Chairman Reynoso, and members of the Sanitation and Solid Waste Management Committee. Thank you for the opportunity to testify today. I would also like to congratulate Councilman Reynoso on his appointment as chair of this committee.

My name is Eric Bruzaitis. I am the Chair of the Organizations United for Trash Reduction And Garbage Equity (OUTRAGE) and Former Council Member Diana Reyna's Truck Enforcement Task Force. In this role, I have worked with my neighbors, Brooklyn's Community Board 1, the New York City Police Department's Traffic Enforcement Division, 94th & 90th Precincts, the Department of Transportation, New York State Department of Environmental Conservation NYC Department of Environmental Protection to address the impacts of high volume truck traffic on the streets of North Brooklyn.

According to OUTRAGE's 2009 Truck Study, North Brooklyn endures over 5000 truck trips per day, with as many as 80 trucks per hour at major intersections. At least half of those trucks have been observed to be waste haul carters. This volume of industrial traffic makes for hazardous conditions for regular motorists, but especially for pedestrians, many of whom are elderly or small children, and the growing number of cyclists in our community. In addition, diesel exhaust emitted by these vehicles, contributes to increased health risks.

The 2006 Solid Waste Management Plan (SWMP) should have been fully implemented on schedule by 2012. Unfortunately, delays in implementation have increased North Brooklyn's burden of industrial traffic associated with the 16 waste transfer stations (WTS) in Brooklyn's Community District 1. OUTRAGE hopes to see full implementation before the end to Mayor De Blasio's first term. In the interim, the Truck Enforcement Task Force has identified a number of recommendations which the city can employ to improve enforcement of carting businesses, commercial drivers and WTS that regularly ignore or are not compliant with existing regulations.

1. **Truck & WTS enforcement:** In Brooklyn Community District 1, one of our most persistent problems is commercial vehicles, trucks, using residential streets to shortcut to DOT Truck Routes. The DSNY is responsible for the enforcement of carting regulations for private companies, as well as its own fleet of trucks. The DSNY budget for enforcement does not allow for a more aggressive targeting of private carting companies that

flaunt commercial traffic restrictions. The NYPD can be helpful city-wide, as they have been in the 94th Precinct, in enforcement on roads. However additional budget measures will be necessary to facilitate this.

DSNY, DEP and State DEC have enforcement power of WTS. Overnight queuing of truck, constantly open bays, putrescible runoff and excessive dust are only some of the problems associated with careless operational standards. Enforcement of these WTS is hampered by inadequate resources dedicated to enforcement divisions of these agencies.

We recommend that the city council work with DSNY, NYPD, DOT and DEP, all agencies with enforcement powers, to coordinate a more responsive approach to reigning in those drivers who flaunt the law, and penalizing those companies with a history of excessive violations.

2. **Communication:** Agencies must update each other on efforts of shared jurisdiction. The Task Force has been successful in providing guidance to the 94th Precinct in particular by clarifying existing regulations over which individual precincts have jurisdiction. We are also able to get feedback directly from the officers responsible for traffic enforcement to identify hot spots where we know violations are taking place regularly.

Last fall by Chairman Vacca & Valone held a joint hearing of the Transportation and Public Safety Committees to address traffic accident response times by NYPD. Going forward, we encourage the chairs of Sanitation, Transportation, Environmental Protection, Health, Small Business, and Public Safety to hold joint hearings to bring agencies together to work collaboratively to improve enforcement across the city.

The dialog the Task Force has establish with the NYPD and DOT in 2013 has been encouraging. However, despite numerous invitations to the DSNY to attend our meetings, they have yet to engage with the Task Force. We want the DSNY to understand that we want to work *with* them to help them do their job, not work in opposition. Dialog between city agencies and communities is essential to better operation overall. We hope the DSNY will work more closely with this committee and our Task Force to enforce the bad actors in the waste industry in NYC.

3. **Strategic deployment of enforcement agency resources:** The I-Watch For Clean Air Campaign, sponsored by the State DEC, is one example of communities working with agencies to identify commercial vehicles regularly in violation of traffic regulations. This allows agencies with enforcement powers, particularly NYPD, DSNY, DEP and State DEC to target 'hot spot' areas to increase summons on bad operators and drivers. This type of strategic solution at the command level, will allow agencies with resource challenges to better enforce existing regulations. However, budgeting for additional enforcement officers, dedicated specifically to enforcing commercial traffic regulations and WTS operation is essential. Only the city council can pass legislation that funds additional enforcement.

4. **Education:** Because ignorance of the law is not a defense, private carters, WTS and commercial drivers must not only be kept aware of new regulations which govern their business, but also be reminded of existing regulations. Many truck drivers and businesses are simply ignorant of the many regulations in effect in NYC.

WTS operators, over months and years of not being fined for specific violations, have established a culture of non-compliance with impunity. Reinforcing proper procedure, including more stringent licensure and increased summonses are necessary to bring WTS in line.

Additional resources should be provided to the DSNY, DOT and NYPD to regularly educate business, not only to the regulations in place, but also the fines they are subject to when their drivers are in violation.

OUTRAGE's goal is to see the full implementation of the SWMP. As we crawl toward that reality, we believe the points listed here are necessary to improve enforcement of existing regulations of WTS and commercial waste haulers. Innovations in waste processing, and changing the behavior of both the public and businesses must be exploited. But as we realize innovations, we must not forget the good regulations in place that need enforcement. Enforcement ensure the best possible health and safety for all NYC residents.

Thank you.

Good Afternoon! My name is Joan Levine and I am co-chair of the Sanitation Coalition, a grassroots, environmental justice group in the West Harlem and Morningside Heights area of Manhattan. I want to thank the Sanitation Committee of the NYC Council for giving us this opportunity to speak.

We are from Manhattan but unlike some others believe strongly in the NYC Charter's provision of "fair share". Furthermore, our members have been to Metropolitan Avenue in North Brooklyn and seen the steady stream of noisy trucks belching pollutants into the air on their way to or from the nearby land transfer stations. Obviously for the sake of our brothers and sisters who live in North Brooklyn, the South Bronx and SE Queens, capacity reduction is long overdue as is putting the Solid Waste Management Plan into full effect.

However, even we, in the borough of Manhattan, feel the effects of this dysfunctional sanitation system. Look at the stickers on the front door of every commercial store in our neighborhood and you'll see a sticker indicating a different commercial carter. Thus instead of one garbage truck coming to the block, perhaps as many as a dozen arrive each night. Each truck spews out pollutant as it idles. Commercial haulers cut corners to provide the cheapest service so they can get more customers. Many such trucks rattle through every neighborhood in New York City, polluting the air, disturbing the sleep of those living over the businesses and jeopardizing the workers who man these trucks. Millions of tons of waste that could be recycled or composted is instead buried in landfills or burned in incinerators. This chaotic system must be fixed. The group **Transform Don't Trash** to which we proudly belong, strongly recommends a franchise system for commercial waste. Other members of this group will discuss franchising in more detail.

Let me say in closing that we look forward to the new Sanitation Committee's being willing and able to solve some of sanitation's unfair and vexing problems. Thank you.

Joan S. Levine, Co-Chair
The Morningside Heights/West Harlem Sanitation Coalition, Inc.
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February 24, 2014

FOR THE RECORD

TESTIMONY OF HARRY NESPOLI

**PRESIDENT UNIFORMED SANITATIONMEN'S ASSOCIATION,
LOCAL 831, INTERNATIONAL BROTHERHOOD OF TEAMSTERS
BEFORE**

**NEW YORK CITY COUNCIL SANITATION AND SOLID WASTE
MANAGEMENT COMMITTEE OVERSIGHT HEARING
CONCERNING SANITATION POLICY IN NYC:
IDEAS FOR THE NEXT FOUR YEARS**

**HON. ANTONIO REYNOSO
CHAIRPERSON**

FEBRUARY 24, 2014

davery@council.nyc.gov

GOOD AFTERNOON, LET ME BEGIN BY OFFERING MY CONGRATULATIONS TO ALL OF THE NEWLY ELECTED MEMBERS OF THE CITY COUNCIL. I WOULD ALSO LIKE TO THANK YOU FOR YOUR INTEREST AND PARTICIPATION IN THIS IMPORTANT AND VITAL COMMITTEE.

I AM WELL AWARE WE ARE HERE TODAY TO LOOK FORWARD AND DISCUSS THE NEXT FOUR YEARS. I WILL GET TO THAT, BUT AS THIS IS THE FIRST TIME WE ARE MEETING, I WANT TO PROVIDE YOU WITH SOME CONTEXT AND HISTORY.

BELIEVE ME THERE IS NOTHING GLAMOROUS IN GARBAGE PICK-UPS, RECYCLING, STREET SWEEPING, AND SNOW REMOVAL. EVERY DAY THERE ARE MORE THAN 6,000 MEN AND WOMEN WHO ARE OUT THERE NO MATTER THE CONDITIONS WORKING TO CREATE A SAFER, CLEANER, AND BETTER NEW YORK FOR ALL NEW YORKERS AND THE MORE THAN 50 MILLION TOURISTS WHO VISIT OUR CITY EACH YEAR.

AND, GIVEN THE RIGHT EQUIPMENT AND A FULLY RESTORED HEADCOUNT OF 6,700 WE CAN DO THE JOB!

THAT NUMBER IS NOT PULLED FROM OUT OF THE THIN AIR. THE YEAR MICHAEL BLOOMBERG WAS ELECTED MAYOR OUR HEADCOUNT WAS 6,713. AFTER MORE THAN EIGHT YEARS OF ATTRITION, AND DESPITE REPEATED WARNINGS THAT OUR NUMBERS WERE DANGEROUSLY LOW, AND THAT AT A MINIMUM WE WOULD NEED 6,300 MEN AND WOMEN, WHEN THE INFAMOUS CHRISTMAS STORM OF 2010 HIT OUR HEADCOUNT HAD BEEN REDUCED TO 5,700!

I'M NOT A MATHEMATICAN BUT THAT IS MORE THAN 1,000 FEWER SANITATION WORKERS THAN WE HAD WHEN BLOOMBERG TOOK OFFICE AND 500 LESS THAN THE 6,200 BARE MINIMUM ESTIMATES EXPRESSED BY THE COMMISSIONER FOR DEALING WITH A MAJOR STORM.

THE STORM PROVED TO BE A NIGHTMARE FOR THE BLOOMBERG ADMINISTRATION. THE STORM HIT THE DAY AFTER CHRISTMAS AND BOTH BLOOMBERG AND THE DEPUTY HE LEFT IN CHARGE WERE OUT OF TOWN. STREETS WERE BLOCKED BY BUSES AND CARS HINDERING THE CLEAN-UP, AND THE TERTIARY STREETS WEREN'T CLEARED FOR DAYS.

IN RESPONSE TO THE PUBLIC OUTRAGE, THE CITY WITHOUT ANY REAL ANALYSIS AND A LOVE FOR OUTSIDE CONTRACTORS DEVISED A PLAN BUILT ON PRIVATIZATION.

UNDER AGREEMENTS REACHED WITH PRIVATE CONTRACTORS TO REMOVE SNOW ON THE TERTIARY STREETS. CONTRACTORS WERE PAID "STANDBY FEES" IN ADVANCE OF ANY WORK. FOR EXAMPLE, ONE FIRM WITH CONTRACTS FOR THE BRONX, STATEN ISLAND, AND PORTIONS OF BROOKLYN HAS RECEIVED \$684,000 IN 'STAND-BY' MONEY OVER THE PAST TWO YEARS.

CITYWIDE THAT TRANSLATED TO A \$1 MILLION DOLLAR GIFT IN 2012 WHEN LESS THAN 8-INCHES OF SNOW FELL AND THOSE COMPANIES WERE NEVER CALLED.

AND, DESPITE POCKETING MILLIONS OF UP-FRONT DOLLARS, WHEN THEY HAVE BEEN CALLED UPON THEIR PERFORMANCE HAS BEEN DISMAL.

LAST WINTER MANY OF THOSE COMPANIES HIRED TO CLEAR THE TERTIARY STREETS IN THE BRONX, BROOKLYN, QUEENS AND STATEN ISLAND AND PAID FOR THEIR PROMISES PROVED TO BE UNPREPARED; FAILED TO HAVE PROPER INSURANCE; RESPONDED WITH THE WRONG EQUIPMENT, OR, IN SOME CASES FAILED TO SHOW UP AT ALL.

AT THE END OF THE DAY IT WAS MY MEMBERS WHO WERE CALLED IN TO CLEAN UP THE MESS. AND TO THIS DAY, MY MEMBERS ARE RESPONSIBLE TO INSPECT AND SAND THE TERTIARY STREETS TO ENSURE THEY ARE CLEAR. JUST LAST MONTH, RESIDENTS IN STATEN ISLAND FOUND THEIR STREETS INADEQUATELY CLEANED AND LEFT WITHOUT SAND.

THAT'S RIGHT, ONE MILLION DOLLARS UP FRONT AND NO RESPONSIBILITY TO SAND THE STREETS.

THREE YEARS AT A COST OF MORE THAN ONE MILLION DOLLARS A YEAR! THIS "PLAN" HAS TURNED OUT TO BE NOTHING MORE THAN A GET-RICH QUICK PROGRAM FOR ANYONE WITH A TRUCK AND A PLOW.

I URGE THIS COMMITTEE TO LOOK AT THE NUMBERS. IT SIMPLY DOES NOT MAKE ANY SENSE TO SPEND A MILLION BUCKS -- FOR NO WORK.

THAT MONEY IS FAR BETTER SPENT TOWARD HIRING 400 MORE SANITATION WORKERS TO DO THE WORK AND PROVIDE CLEANING SERVICES AND PREPARED FOR EMERGENCY RESPONSE 365-DAYS A YEAR.

THE MEN AND WOMEN OF THIS DEPARTMENT HAVE NEVER FAILED TO RESPOND TO A CHALLENGE. AS WE HAVE SEEN IN THE PAST MONTH ALONE THEY HAVE BEEN OUT THERE MAKING COLLECTIONS IN RECORD LOW TEMPERATURES AND WHILE DEALING WITH REPEATED SNOWFALLS.

THEY HAVE BEEN WORKING 12-HOUR SHIFTS, WITH NO DAYS OFF ALL WITHOUT COMPLAINT. THAT IS OUR JOB AND WE DO IT WELL.

OUR JOB GOES WELL BEYOND COLLECTIONS, RECYCLING AND SNOW REMOVAL. WE ARE ALSO RESPONSIBLE FOR THE CLEAN UP IN THE WAKE OF DISASTERS LIKE SUPER-STORM SANDY AND THE TORNADOES THAT RIPPED THROUGH QUEENS IN 2012.

NOT UNLIKE THE NATIONAL GUARD, WE ARE READY TO RESPOND CLEAN-UP AFTER WHATEVER DISASTER COMES OUR WAY. ONLY AFTER OUR WORK IS DONE CAN WE BEGIN TO REBUILD.

DEVASTATING EVENTS LIKE THOSE I JUST MENTIONED NOT ONLY STRAIN THE STRENGTH AND STAMINA OF OUR WORK FORCE, THEY WEAR ON OUR TRUCKS AND EQUIPMENT. LET ME TELL YOU AFTER SANDY OUR TRUCKS WERE WORKING 24-HOURS-A-DAY, 7 DAYS-A-WEEK FOR MORE THAN SIX WINTER MONTHS.

OUR FLEET WAS AGING BEFORE THE STORM. AND AFTER THAT STORM, AND OUR SEVERE WINTERS THAT FLEET IS BURNED OUT. ALONG WITH 400 NEW SANITATION WORKERS WE ARE GOING TO NEED NEW AND BETTER EQUIPMENT.

THAT EQUIPMENT IS OUT THERE. FOR EXAMPLE IN RECENT YEARS THE CITY HAS PURCHASED WHAT WE CALL "HAULSTERS." THESE ARE SMALLER TRUCKS THAT HAUL SAND AND CAN MANEUVER AROUND STREET CORNERS REMOVING SNOW MAKING IT EASIER FOR PEDESTRIANS TO CROSS AND TO ENSURE THE SEWERS ARE CLEAR.

ALONG WITH NEW TRUCKS, BACK LOADERS AND PLOWS WE NEED TO ADD MORE VEHICLES LIKE THESE HAULERS TO OUR FLEET.

AS I HAVE SAID THOUSAND TIMES GIVE US THE PEOPLE AND THE EQUIPMENT AND WE WILL GET THE JOB DONE AND GET IT DONE RIGHT. RIGHT NOW, THAT MEANS A HEADCOUNT OF 6,700 AND NEW AND BETTER EQUIPMENT.

WE KNOW THESE THINGS AREN'T DONE WITH THE WAVE OF A HAND. IT TAKES HARD WORK AND HARD BARGAINING. WHILE WE HAVE BEEN DOING THE HARD WORK THE PREVIOUS ADMINISTRATION HAS FAILED TO ENGAGE IN ANY BARGAINING. OUR MEMBERS, LIKE THOSE OF ALL CITY WORKERS HAVE THEIR EXPENSES GO UP WITH NO INCREASE IN SALARY.

WE NEED TO GET TO THE TABLE AND NEGOTIATE A NEW CONTRACT!

ONCE WE SIT DOWN I AM SURE WE CAN HAMMER OUT AN AGREEMENT THAT WORKS FOR ALL. AS FAR BACK AS 1980 OUR UNION AGREED TO PRODUCTIVITY PROGRAM THAT HAS SAVED THE CITY THE EQUIVALENT OF 1.5 WORKERS FOR EACH TRUCK THAT ROLLS OUT OF THE GARAGE.

WE ARE ALWAYS READY TO LISTEN. AND WORK OUT SOLUTIONS.

ONE ISSUE WHICH WE'VE HEARD TALKED ABOUT IS CONTRACTING IN OUR DEPARTMENT TO COLLECT COMMERCIAL REFUSE FROM MIXED USE/RESIDENTIAL BUILDINGS.

WHILE THERE HAS BEEN NO FORMAL STUDIES OR DISCUSSIONS I WANT TO BE CLEAR JUST AS WE WOULD NOT WANT UNIONIZED COMMERCIAL CARTERS DOING OUR WORK, WE WOULD NEVER CONSIDER TAKING ANOTHER UNION MAN'S JOB!

WHAT WE WANT, WHAT WE'VE ALWAYS WANTED AND ALL WE'VE EVER ASKED FOR IS THIS: PROVIDE US WITH THE MANPOWER AND THE TOOLS AND MY MEMBERS, NEW YORK'S STRONGEST; THE MEN AND WOMEN, WHO HAVE BEEN DOING IT FOR 100 YEARS, CAN, WITH YOUR HELP AND SUPPORT FROM CITY HALL WILL MAKE THIS CITY SHINE.

WE'LL BE READY TO BUILD ON OUR RECORD OF SUCCESS.

ONCE AGAIN, ALLOW ME TO CONGRATULATE YOU ON YOUR ELECTION TO THE CITY COUNCIL. AND, I LOOK FORWARD TO WORKING WITH YOU IN THE FUTURE.

THANK YOU.



**Oversight Hearing - Sanitation Policy in NYC: Ideas for the Next Four Years – 2.24.14
Testimony from Angela Tovar, Director of Policy and Research, SSBX**

My name is Angela Tovar; I am the Director of Policy and Research at Sustainable South Bronx, a nonprofit and environmental justice organization located on the Hunts Point Peninsula.

I want to begin by thanking Chairperson Reynoso and the Sanitation Committee for the opportunity to testify. I am here to offer my opinion on how sanitation policy can equitably address the needs of all boroughs and prioritize the immediate needs of overburden communities in the next 4 years.

The South Bronx has a long history of being overburdened with unfavorable land uses that have resulted in health and quality of life issues for community residents. It's well known that South Bronx residents suffer from overwhelmingly high rates of asthma, diabetes and obesity stemming from pollution-producing industrial facilities and most significantly, from the truck traffic passing through the local streets. In Hunts Points alone, it is estimated that approximately 15,000 trucks that pass through local streets on a daily basis. The high concentration of waste transfer stations in the neighborhood contributes significantly to the challenges that residents face on the peninsula. Hunts Point and our neighbors to the South, Port Morris and Mott Haven host 9 waste transfer stations and are permitted to handle nearly 12,000 tons of waste each day. On a typical day, nearly 6,000 tons is hauled in and out of the community requiring about 1400 diesel truck trips. Even worse, because of the current configuration of the transportation network, trucks travel locally to enter the Peninsula meaning that they have to travel by schools, parks and senior centers along the way.

I believe that there are plans that are both in motion and ideas proposed that will allow Sanitation Policy to move forward in the next four years. This begins with the full implementation of the solid waste management plan. It is critical that the city move forward with a plan that holds each borough accountable for waste handling and a plan that utilizes marine and rail instead of relying on truck based trips.

The next step is the passage of Capacity Reduction Legislation which would eliminate several hundred truck trips in the South Bronx every day. We would still handle more waste than most communities, but it would be a significant reduction. This legislation is especially essential in undoing years of overburdening in low-income communities like the South Bronx by ensuring a more equitable system by which no community in future is over-concentrated and overwhelmed with waste issues. Furthermore, this legislation would tie directly in to the use of the Marine Transfer Stations which would advance the SWMP.

Finally, I urge you to look at the city-wide "Transform Don't Trash" campaign for guidance moving forward, which build on the success of the SWMP and deals with problems that remain in the commercial waste sector. The ideas outline in this campaign:

- Addresses inefficient commercial waste collection, which is costly and polluting, by calling for a franchising system similar to Los Angeles
- Advocates for higher wages and better working conditions of private sector waste workers



- Focuses on boosting recycling and composting through mandates and incentives



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Monday February 24, 2014

**Sanitation Committee Hearing:
“Sanitation Policy in NYC: Ideas for the Next Four Years.”**

Comments prepared by
ACTIVISTS COMING TO INFORM OUR NEIGHBORHOOD (A.C.T.I.O.N.)

This statement is on behalf of all members of our teen group A.C.T.I.O.N. (Activists Coming To Inform Our Neighborhood). A.C.T.I.O.N. is a group of youth from the South Bronx who meet three times a week after-school as part of a program at THE POINT CDC. We work to identify social and environmental justice issues facing the Hunts Point section of the South Bronx with the goal of creating and implementing ongoing youth-led solutions. The POINT is a member of the New York City Environmental Justice Alliance,

As representatives of the Hunts Point community we feel compelled to explain the burden that handling waste has on our community:

- There are 9 waste transfer stations in the South Bronx permitted to handle nearly 12,000 tons of waste each day.
- On a typical day, nearly 6,000 tons is hauled in and out of the South Bronx requiring about 1400 diesel truck trips.
- Not surprisingly, asthma rates in the South Bronx are sky high – eight times the national average. So are rates of other diseases and illnesses tied to air pollution.

In our role as youth community organizers, we strive to represent the voices of our communities and communicate needs and solutions that will improve the overall quality of life of our neighbors. We are here today on behalf of our community and communities like ours that do not have the privilege of hiring high priced lobbyist or pour tons of money into media campaigns to win empathy for what we have been living with for generations. We are here on behalf of our community that has been in the shadows, dealing with the disproportionate impact of handling the majority of City’s waste for decades. Capacity reduction provides long overdue relief to the 3 communities that handled three-fourths of the City’s waste; it will take hundreds of garbage trucks off the streets in these overburdened communities.

mothers in New York City at 16.1%. The NYC Department of Health and Mental Hygiene reported in 2006 that the Hunts Point and neighboring Mott Haven communities have disproportionately high rates of HIV diagnoses and people living with HIV/AIDS - nearly twice the overall rate of NYC.

THE POINT believes these numbers do not accurately reflect the potential and talent embodied in the Hunts Point community. Urban communities of color have the inherent capacity to challenge the marginalizing perceptions and socio-economic disparity affecting their neighborhoods if we have elected officials who will stand up and fight along with us.

It is because of these staggering facts that we are here today on behalf of truly disproportionately impacted communities like ours calling on the City Council to do what is right and just in the face of privilege and support the City's Solid Waste Management Plan and furthermore, to pass a capacity reduction bill that will go a long way in providing some overdue relief to the children and families that have been suffering for far too long.

We also see this moment as an opportunity to create a new and improved approach to how we handle our City's commercial waste industry. Transform Don't Trash NYC builds upon the successes of the SWMP and deals with problems that remain in the commercial waste sector. New York City has created a race to the bottom for commercial waste handling. Facilities are over-concentrated in just a few communities like ours. Collection trucks drive millions of needless miles each year because of overlapping inefficient routes. Worker standards are sacrificed as haulers cut corners to provide the cheapest service. Millions of tons of waste that could be recycled or composted is buried in landfills and burned in incinerators.

Through an exclusive franchise system for commercial waste, New York City can address all of these issues.

- The City can incentivize fair siting standards.
- Giving haulers a dense customer base will allow them to drive the most efficient collection routes – one truck will collect on a street rather than 9 or 10.
- The City can require a safe workplace and reward haulers that treat their workers well.
- The City can boost recycling and composting through mandates and incentives.
- Potential cost can be offset by the benefits of having a dense, stable customer base.

When fully implemented, the marine- and rail-based system will be complimented by a franchising system. Marine and rail transfer stations will remain vital to handling waste that still needs to be disposed.

When this is all said and done, we are not here today to advocate about waste but about people. How we as a City operate currently reinforces the tail of two cities that our new Mayor and City Council was elected to change. We ask that The Sanitation Committee utilize their power to ensure that policies such as fair share, capacity reduction and a innovative commercial waste system be adopted for a new path to be forged and for justice to be served.

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Trustee

John Zuilkowski
Trustee

The New York City Council
Committee on Sanitation and Solid Waste Management
February 24, 2014

My name is Sean Campbell, President of Teamsters Local 813. I commend you, Councilman Reynoso for scheduling this important hearing so that we can begin to move forward with the next stages of handling New York City's garbage issues.

The city made important and strategic steps when the SWAMP was agreed upon in 2006. On behalf of my membership; I commend you for your leadership in finishing what I see as the final frontier in a very broken system----the cleanup of the private carting industry.

I am from Red Hook Brooklyn, a neighborhood that has experienced firsthand the effects of an unfair waste structure that systematically carts its garbage to poor and working class neighborhoods.

As President of Local 813 and a sanitation worker by trade, I know firsthand that most of the families I represent both work and live in these harsh environments that pollute our air and wreak havoc on our streets.

Growing up, jobs in the private sanitation industry were good paying jobs with benefits and the security of a good pension plan. In fact, the working standards were in many cases on par with the New York City Department of Sanitation.

This is not the case today.

In the 1990s, the Business Integrity Commission was created to rid the industry of corruption, to license carters and set maximum rates for commercial waste collection to prevent extortion.

The BIC has been successful on its focus of eliminating organized crime, however the rate cap and the absence of a rate floor, stagnates wages and benefits, has led to a race to the bottom depressing labor and environmental standards. My members and the non-union workers are on the receiving end of this system.

Today we have highly trained and valued personnel from DSNY working alongside commercial garbage men that are under paid, with little to no benefits and terrible safety and health training.

Today, the majority of private carters pay low wages, little in benefits and no job security. An entry level job on Staten Island earned \$20,000 in 2011.

Even worse, non-union companies do not invest in safety programs in an industry that is cited as the most dangerous in the country.

These same companies seek out the most vulnerable to work for them, for example, the undocumented and those with criminal records so that they can undermine legitimate union organizing drives.

At Local 813 we also know that there are thousands of workers who do not have the protection of a good union contract and go to work day after day fearful of raising their voices in opposition to unsafe workplace practices at privately operated transfer stations and private carting companies.

Local 813 has been in the trenches, trying to raise the floor and at the same time protect the good contracts we have in the private sanitation industry. But we cannot do it alone.

Transform Don't Trash is a partnership of Labor, the Environmental Justice Alliance, ALIGN and New York Lawyers for the Public Interest in order to analyze and respond to the worker and community issues we are facing.

We are fighting for better working conditions in the private carting industry to build communities; create good recycling jobs; and ensure a cleaner and healthier environment for our children.

Introducing a rational franchise system that will allow private carting companies to compete for business will solve many environment and worker issues.

Rather than hurting good employers, many of which we have collective bargaining relationships with, it will bring the bad actors out into the light. High road businesses can be rewarded, businesses that want to continue the downward spiral, will have to either clean up their act or move on.

This is a good move for workers. Under your leadership Councilman Reynoso, we can make dramatic and permanent changes in working people's lives. Together we can ensure that these jobs can support working families once again in a system that is transparent, safe and armed with rigorous environmental standards.

And with this, on behalf of the 2500 men and women I represent in the private sanitation industry, we wholeheartedly thank you for your time and look forward to working with you in the future.



**GLADSTEIN,
NEANDROSS
& ASSOCIATES**

Building an Environmentally & Socially Responsible Future

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**Testimony of Richard Kassel
Senior Vice President
Gladstein, Neandross & Associates
New York City Council
Committee on Sanitation and Solid Waste Management
Oversight: Sanitation Policy – Ideas for the Next 4 Years
February 24, 2014**

My name is Richard Kassel, and I am pleased to testify on the topic of “Sanitation Policy – Ideas for the Next 4 Years.”

Thank you, Mr. Chairman and the members of the Committee on Sanitation and Solid Waste Management, for holding this hearing, and for providing GNA with the opportunity to testify today.

I am a Senior Vice President with the environmental consulting firm of Gladstein, Neandross & Associates (GNA). Founded in 1993, GNA’s team of more than 40 engineers, economists, technology experts, and policy analysts work with private and public fleets, environmental organizations, and government agencies and authorities around the nation on projects and programs to reduce transportation emissions, fuel costs, and other environmental impacts of transportation.

Our specialty is developing and implementing approaches that reduce emissions, while reducing overall costs. Examples of our local work in New York include our work with the Port Authority of New York and New Jersey to implement the Truck Replacement Program at their container facilities, and our work with the NYC Department of Transportation to implement programs to reduce truck emissions at Hunts Point. Most pertinent to today’s hearing, we have undertaken a number of technical analyses related to the implementation of the Solid Waste Management Plan of 2006 (SWMP) on behalf of two clients, Asphalt Green and Pledge 2 Protect, both of whom are testifying today.

When our clients first asked us to review the air impacts of the proposed East 91st Street Marine Transfer Station (MTS), we were well aware that many GNA friends supported the SWMP when it was adopted, and continue to do so. Personally, I was reluctant to raise questions about a plan that had gone through such a long period of debate before it was finalized. Our clients asked us to simply review the data, and give them an independent opinion on the potential health impacts of building a large MTS next to Asphalt Green, several NYCHA housing buildings, and a dense residential neighborhood.

Ultimately, the project grew, and we have now published a comprehensive review of a number of critical environmental, transportation, and cost elements of the SWMP.ⁱ Copies of our technical report have been provided to the Committee, and are the topic of our testimony today.

Before I begin, I want to stress that GNA strongly supports the objectives of the SWMP, as I do personally. We strongly support the main objective of the SWMP,ⁱⁱ which was to establish a “cost-effective, reliable, and environmentally sound system for managing the City’s waste over the next 20 years.”ⁱⁱⁱ

We strongly support other objectives of the SWMP, as well, which were summarized in the SWMP documents as the need to recognize the environmental issues surrounding waste; treat each borough fairly; rely on sound business principles to increase efficiency and reduce cost; be realistic and be able to be implemented quickly; look forward, allowing for future innovation; be reliable; be built collaboratively; and to maintain service standards.^{iv}

For far too long, communities in Brooklyn, Queens, and the Bronx have carried a disproportionate burden of the city’s solid waste. GNA wants to work with the City and all stakeholders to find ways to reduce truck miles and pollution in the communities that are disproportionately impacted and citywide.

Unfortunately, our analysis shows that implementing the SWMP, as currently constituted, will not meet these objectives. We are now eight years into the SWMP’s 20-year life. With a new Mayor and a new City Council, it seems appropriate to take stock of where we are. We welcome the opportunity to consider new ideas that can be implemented in the next four years.

Thus, please allow me to use the rest of my time to share key conclusions of our analysis. For each finding, we will suggest an idea for consideration by the Committee as it maps out key steps for the next four years. We offer this technical information in the hope that this Committee, the City Council, the de Blasio administration, and all of the key stakeholders can move forward with new ideas that will help ensure that the SWMP’s objectives are ultimately met.

- 1) Without taking further steps, implementing the SWMP will not sufficiently reduce truck miles or pollution in the communities that are currently disproportionately impacted by commercial waste management. This was our most surprising finding. By using the most up-to-date information about truck mileage in the City, we were able to model truck mileage currently versus under a “SWMP Scenario” that included full implementation of the marine transfer stations and other key elements of the SWMP. We found that trucks travel 72,433,448 miles annually to remove the City’s residential,

commercial and municipal waste currently. With the SWMP fully implemented, trucks will still drive 69,752,008 miles—a reduction of under 4%.

90% of the truck miles under the current approach are unaffected by the implementation of the SWMP. There are two main reasons for this—first, the basic concept of relying on distant disposal is largely unchanged by the SWMP and second, the SWMP did not tackle the complex issue of reforming the City's commercial truck routes to make them more efficient and less burdensome on communities.

Looking ahead, we encourage the Committee, the Council and the administration to consider changes to commercial truck routes and other steps that would significantly reduce truck miles, and to consider sustainable approaches that would reduce the overall tonnage of the City's trash that needs to travel to distant landfills or other disposal sites.

- 2) Implementing the SWMP, without further action, will not significantly reduce air pollution. Cleaning up the trucks that carry commercial waste will provide the fastest, greatest environmental benefit. We modeled emissions from the current waste collection and export system, using truck mileage, model years, and other data provided by the city and other sources (including the recent EDF/BIC study) and EPA emission factors. To be conservative in our approach, our modeling included an assumption that the City would require tugs to meet EPA's Tier 3 emission standards, despite an absence of any such requirement in the DEC operating permits for the marine transfer stations we reviewed. These tugs are much cleaner than most tugs currently in operation.

Under the current approach, we estimate that 1290.6 tons of nitrogen oxides and 62.2 tons of particulate matter are emitted by solid waste-hauling trucks annually. With the SWMP fully implemented, we found that nitrogen oxides will be reduced by less than 1% and particulate matter will be reduced by less than 2%.

Old, pre-2007 diesel trucks are the culprit here. These trucks emit large quantities of smog-forming nitrogen oxides and cancer-causing diesel particulate matter. These emissions also exacerbate child and other forms of asthma. New trucks that meet the 2007 or later emission standards are more than 90% cleaner, from the perspective of both nitrogen oxides and particulate matter.

97% of the DSNY collection trucks use diesel particulate filters that meet these standards, or use compressed natural gas (CNG) to do so. As a result, our analysis concluded that 93% of the pollution associated with disposing of the city's residential and commercial trash comes from the private trucks that cart commercial waste. If these trucks met the same low emissions levels of the DSNY fleet, citywide emissions related to solid waste collection and export would be reduced by 79%, compared to

today's emissions. For this reason, we testified in support of the bill that became Local Law 145 of 2013 at its hearing last November.

Accelerating the implementation of Local Law 145 would reduce particulate matter emissions in every neighborhood that generates commercial waste throughout the city. In addition, it would reduce air pollution in the low-income neighborhoods and communities of color that bear a disproportionate burden of housing most of the City's waste transfer stations. Looking ahead, we encourage the Council to consider ways to accelerate the clean-up of these trucks by using financial or other incentives. There are many case studies of how to do this from ports and other cities around the nation.

- 3) Without taking further steps, implementing the SWMP will not yield recycling rates that will meet post-2006 goals, or that will maximize the revenue stream that would be possible from an aggressive recycling program. Currently, the City recycles about 15% of its residential and municipal solid waste. The national average is roughly 35%, and cities like Los Angeles recycle 45%.

Low recycling rates cost the City revenue that it can use for higher priority items. By recycling at the rate of Los Angeles, we estimate that the City would save more than \$93 million annually and create new jobs in a growing green industry.

Looking ahead, we encourage the City to adopt new requirements and incentives to increase recycling rates.

- 4) Building the East 91st Street MTS will not significantly benefit overburdened communities, but will hundreds of millions of dollars to the City's solid waste bill. Our analysis of Independent Budget Office, DSNY, Citizens Budget Commission and other financial documents related to this project show that the City would save more than \$100 million over the next four years, and more than \$600 million over the next two decades by finding an alternative to the East 91st Street MTS. If the facility had been built before Superstorm Sandy, a DDC report found that flood levels would have crested above the pier level, causing as much as \$25 million in damage and months of delay in reopening the facility.^v

While we recognize the symbolic importance of including this facility in the SWMP, it is also important to recognize our finding that building this facility will only divert, at its maximum permitted capacity, up to 1.3% of the city's truck miles related to commercial waste from transfer stations. Further, building this facility will create new exposure risks for the tens of thousands of children who use Asphalt Green for sports and recreation, as well as the residents of the NYCHA housing that is within 400 feet of the proposed MTS.

Our research on the East 91st Street MTS has received a great deal of attention recently. However, it would be unfortunate if the debate about East 91st Street obscured the larger issue: New York City is on a path that continues to rely on too many high-emitting trucks and tugs to move its trash through too many overburdened communities to too many landfills in distant locations. The City is not taking advantage of best practices in waste management or emissions reduction that are in place elsewhere. Building the East 91st Street MTS—or the Southwest Brooklyn MTS, for that matter—will not change this basic situation.

By taking steps to reduce the city's overall waste tonnage, to reduce the overall number of truck miles, to accelerate the clean-up of the private trucks carrying commercial waste, to revise commercial truck routes to reduce the burden on communities that live along the routes, to increase recycling rates, to update all of the MTS designs (not just East 91st Street) to reflect soon-to-be adopted post-Sandy FEMA and other guidelines and best practices, and to adopt rules that protect all residential neighborhoods from large transfer stations, the City can move further along the path to a "cost-effective, reliable, and environmentally sound system for managing the City's waste" that treats all communities and boroughs fairly.

Thank you for the opportunity to testify today.

ⁱ Gladstein, Neandross & Associates, "Cost and Environmental Issues at the East 91st Street Marine Transfer Station: Implications for the Solid Waste Management Plan and New York City, January 31, 2014.

ⁱⁱ The Solid Waste Management Plan (hereafter, "SWMP") and related documents are available at <http://www.nyc.gov/html/dsny/html/swmp/swmp-4oct.shtml>.

ⁱⁱⁱ SWMP at ES-1.

^{iv} SWMP, p. ES-2.

^v DSNY Memo May 2013, p. 32.

**COST AND
ENVIRONMENTAL
ISSUES AT THE EAST
91st STREET MARINE
TRANSFER STATION:
IMPLICATIONS FOR
THE SOLID WASTE
MANAGEMENT PLAN
AND NEW YORK CITY**

A Report to Pledge 2 Protect, Inc.

**Prepared by
Gladstein, Neandross & Associates**

January 31, 2014

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Glossary of Acronyms

Companies & Organizations

- CBC: Citizens Budget Commission
- CD: Community District
- DOE: United States Department of Energy
- DOT: United States Department of Transportation
- DSNY: The City of New York Department of Sanitation
- EPA: United States Environmental Protection Agency
- FEMA: Federal Emergency Management Agency
- HEI: Health Effects Institute
- IBO: Independent Budget Office
- IPCC: Intergovernmental Panel on Climate Change
- NYC: New York City
- NYCHA: New York City Housing Authority
- NYC DDC: New York City Department of Design and Construction
- NYS DEC: New York State Department of Environmental Conservation

Emissions

- CO: Carbon Monoxide
- CO₂: Carbon Dioxide
- PM_{2.5}: Particulate matter that is 2.5 micrometers in diameter and smaller
- PM₁₀: Particulate matter that is 10 micrometers in diameter and smaller
- NO_x: Oxides of Nitrogen
- SO_x: Oxides of Sulfur

Equipment, Facilities, & Technologies

- C&D: Construction and Demolition Waste
- DPF: Diesel Particulate Filter
- HP: Horsepower
- HVAC: Heating, Ventilation, and Air Conditioning
- LNG: Liquefied Natural Gas
- MTS: Marine Transfer Station
- SWCV: Solid Waste Collection Vehicle
- TPD: Tons Per Day
- TPY: Tons Per Year

Laws, Regulations, & Reports

- ABFE: Advisory Baseline Flood Elevation
- BFE: Baseline Flood Elevation
- CPR: Citywide Performance Reports for New York City
- FIRMs: Flood Insurance Rate Maps
- SWMP: Solid Waste Management Plan

I. Setting the Stage for a New Approach to Solid Waste

From its earliest days, New York City has struggled to effectively manage and dispose of its solid waste. The nation's first waste incinerator was built on Governor's Island in 1885. By the early 20th century, plumes of black smoke from incinerators could be seen throughout the city.

By mid-century, the city needed large landfills to handle all of its waste. In 1947, the Fresh Kills landfill was created to receive waste from all over the city. By 1955, it was the largest landfill in the world. Fresh Kills dominated the west shore of Staten Island, eventually inundating tidal creeks and coastal marsh, and holding an estimated 150 million tons of solid waste.¹ By 1991, the city's other landfills had been shuttered, and Fresh Kills was the city's only operating landfill to receive residential waste.

The closing of Fresh Kills in 2001 created a new era in solid waste management in New York City. In the absence of a comprehensive solid waste management plan, a new, predominantly truck-based system removed the city's residential and commercial trash through a decentralized array of private transfer stations and long-distance transport to landfills and other disposal options in neighboring states.

Even before Fresh Kills was closed, the disposal of the city's commercial waste had become a serious problem. Unlike the city's system of residential and municipal waste removal, New York's commercial waste removal is a hodge-podge of carting operations, where a single block with five restaurants can have five different trucks, operated by five different carting operations, picking up waste nightly and taking it to five different transfer stations. This waste is then shipped the waste to distant landfills, mostly in other states. In the race for customers, labor and environmental standards have fallen by the wayside as carting companies looked for ways to minimize operating costs to maintain profit margins as they compete to attract and maintain their customers.²

In September 2006, the Bloomberg administration finalized the Solid Waste Management Plan (SWMP).³ The SWMP's main objective was to establish a "cost-effective, reliable, and environmentally sound system for managing the City's waste over the next 20 years."⁴ Among the SWMP's guiding principles were:

- Recognize the environmental issues surrounding waste
- Treat each borough fairly
- Rely on sound business principles to increase efficiency and reduce cost
- Be realistic and be able to be implemented quickly
- Look forward, allowing for future innovation
- Be reliable
- Be built collaboratively
- Maintain service standards⁵

The SWMP did not emphasize the reduction of overall tonnage that is processed by the City's waste management system (e.g., via reduction in packing, increased recycling, and other waste reduction

strategies). Instead, it emphasized the export of waste by building new or converted marine transfer stations to transport waste out of the city.

Today, DSNY's fleet of 2,230 collection vehicles and an estimated 4,200 privately operated trucks drive 72 million miles annually to move more than 7 million tons of residential and commercial waste to recycling facilities or tipping stations located throughout the five boroughs and surrounding regions.⁶ Most of these facilities are located in or near low-income communities or communities of color in Brooklyn, Queens, or the Bronx, and are concentrated near the neighborhoods of Port Morris and Hunts Point in the Bronx, Greenpoint and, Williamsburg in Brooklyn, and Jamaica, Queens.⁷ Even when they are located in industrial, non-residential zones, nearby neighborhoods suffer with the congestion, emissions and noise of trucks rumbling through their streets to the transfer stations. Once the waste reaches these facilities, it is then shipped by rail, barge, or long-distance trucks to landfills, incinerators, or other processing facilities.

The East 91st Street Marine Transfer Station (MTS) has been promoted as a key step towards establishing a sense of borough fairness and a way to resolve community concerns about the disproportionate transfer of commercial waste in low-income communities and communities of color in Brooklyn, Queens, and the Bronx. However, as this report will outline, this facility will not actually reduce congestion or pollution in those communities in any meaningful way.

The debate about the East 91st Street MTS has also obscured a larger issue—that, despite years of effort to implement the SWMP, many facets of the SWMP are outdated, have been scrapped, or are behind schedule. Costs have escalated, and the program no longer presents a series of best practices in waste management or emissions reduction. Plus, New York City still lacks a truly sustainable solid waste disposal system that will cost-effectively reduce its dependence on truck, rail, and marine transport of trash over time.

This report takes a fresh look at the cost and environmental issues surrounding the East 91st Street MTS. In the process, it is hoped that the de Blasio administration, elected officials, policy makers, fiscal experts, environmental leaders, community organizations, and all other interested stakeholders will use the information provided herein to help make smarter, more cost-effective, and more environmentally sustainable decisions on the East 91st Street MTS, as well as on the city's overall approach to its long-term solid waste planning.

A. New Realities and Changed Conditions Since the SWMP Was Adopted

Much has changed since the SWMP was adopted, such as:

- Key assumptions about the costs of transporting solid waste have failed to come to fruition. This has resulted in dramatically increased costs for the proposed East 91st Street MTS and other facets of the plan.
- Environmental concerns about how the City disposes of its solid waste are still critical. However, the adoption of clean diesel and natural gas technologies throughout the DSNY refuse fleet highlights the need to reduce emissions from the high-emitting trucks that cart commercial

waste, as well as the high emissions of the tugs that are central to the MTS approach. 93 percent of the diesel pollution associated with disposing of the city's residential and commercial trash comes from the private trucks that cart commercial waste.

- The New York City Community Air Survey has vastly increased the City's understanding of critical air pollution levels from neighborhood to neighborhood. The number of nickel and sulfur dioxide hotspots has been reduced dramatically. A small number of hotspots remain and need to be addressed. In fact, one of the four remaining sulfur dioxide hotspots includes the area surrounding the East 91st Street MTS.
- Recycling rates have not grown as expected. The 2006 SWMP set of goal of diverting 25 percent of the DSNY waste stream to recycling, which was increased to 30 percent in the Bloomberg Administration's 2011 update to PlaNYC.¹⁰ Nevertheless, only 15 percent of the DSNY-managed waste is currently diverted for recycling.¹¹ Low recycling rates cost the City millions in lost revenue, and create unnecessary burdens and environmental impacts on communities near the transfer stations.
- Hurricane Sandy exposed the risks inherent in building large facilities in flood-prone zones. If the East 91st Street MTS had been built before this storm hit New York City, it is likely that flood waters would have breached the pier on which it was built. Soon-to-be-finalized FEMA guidelines and current best practices suggest that the MTS design should be reconsidered.
- The neighborhoods that fought for relief from dirty diesel trucks hauling commercial waste still deserve relief, and the SWMP has not—and will not—provide it in its current form.

Building the East 91st Street MTS will not provide relief for Brooklyn, Bronx, or Queens neighborhoods because (a) residential waste from the four Manhattan community districts served by this facility do not currently travel on neighborhood streets in these boroughs and (b) even if it reaches its daily permitted allotment of commercial waste, it will only divert 1.6% of the City's commercial waste and 1.3% of the in-city truck miles associated with this waste, which is not nearly enough to significantly benefit the many communities that house the City's transfer stations or line its commercial truck routes.

In the end, these changed conditions and unmet assumptions provide a new opportunity for the de Blasio administration to take another look at the City's current solid waste plan. Doing so would enable the City to take advantage of the best approaches to long-term, sustainable solid waste management, including approaches that were not available or that were not cost-effective when the SWMP was finalized in 2006. Instead of relying on trucks and tugs for waste disposal for the long run, the City can develop a truly long-term, sustainable, cost-effective plan that focuses more on source reduction, recycling and composting, and sustainably creating energy from our waste stream than the City's current approach.

II. Building the East 91st Street MTS: Health and Air Quality Implications

In the 1930s, long before Yorkville and East Harlem developed into dense residential neighborhoods, the city built a small marine transfer station at East 91st Street, next to today's Asphalt Green. That facility

was shuttered in 1999, enabling the growth of Asphalt Green into one of the city's oases of sports and recreation. Today, Asphalt Green provides critically-needed services to more than 34,000 children every year. 52 percent of the people who use its gym, swimming pool, soccer field, playground, and other services are low- to middle-income families who access the facility and its programs for free.¹²

The 2006 SWMP included a plan to demolish the old building, and to replace it with a much larger structure. This new structure would be as tall as a ten-story building and would cover the size of three city blocks on a new pier structure in the East River. The new facility would be directly adjacent to Asphalt Green, as well as two NYCHA housing developments¹³ and the now-dense residential neighborhoods of Yorkville and East Harlem. In fact, the truck ramp into the MTS would cut Asphalt Green in half, bringing trucks within 11 feet of Asphalt Green's playground, soccer field, and front door. As shown in Table 1, 22,000 New Yorkers live within a quarter-mile of the proposed location—more residents than live within a quarter-mile of all of the City's MTSs combined.

Table 1: Socio-Demographic and Land-Use data in the ¼-Mile Circle around the Marine Transfer Facilities in New York City

Marine Transfer Facility	Residents	Children	Minority Residents	Schools	Religious Establishments	Recreational Establishments	Acres Parks, Recreational Areas and Bike/Ped Paths	Public Housing Units
East 91st Street	22,056	1,059	6,755	6	3	4	10.64	1,173
Southwest Brooklyn	2,778	148	1,432	2	3	2	2.19	0
North Shore Queens	661	38	477	1	0	2	0.16	0
Hamilton Ave Brooklyn	2,312	86	1,408	0	1	3	1.92	0
Gansevoort, Chelsea	4,677	176	828	1	0	1	3.88	0
West 59 th Street, Manhattan	6,873	335	4,164	3	0	1	5.23	33
Review Avenue, Brooklyn	360	17	297	0	0	0	0.00	0

Source: United States Census- 2010

New York City PLUTO (The Primary Land Use Tax Lot Output) data files- 2012

A. The Health Impacts of Diesel Pollution

To better understand the problem of siting a large MTS next to Asphalt Green and amidst a dense residential neighborhood, it is important to understand the potential health impacts of the diesel trucks and tugboats that would operate there.

Diesel engines emit large quantities of particulate matter (PM), polycyclic aromatic hydrocarbons (PAHs), nitrogen oxides (NO_x), black carbon, and dozens of toxic, cancer-causing chemicals. Almost all diesel particles are extremely fine (less than 1 micron in diameter, about 1/70th of the width of a human hair). Due to their toxicity and their size, public health experts have been unable to identify a risk threshold for diesel exhaust, i.e., an amount of diesel exhaust that is safe to breathe.

PM is regulated by size. PM_{2.5} refers to particles that are smaller than 2.5 microns in diameter, and PM₁₀ refers to particles that are smaller than 10 microns in diameter. Many public health experts believe that

smaller particles are more dangerous, because they are small enough to evade respiratory defenses and lodge in the deepest parts of our lungs.¹⁴

PM has been linked with many serious health impacts, including increased asthma emergencies, bronchitis, cancer, emphysema, birth impacts, and premature death. According to a recent MIT study, PM emissions from road transportation cause approximately 53,000 premature deaths in the United States every year.¹⁵

More specifically, diesel pollution has been linked with a wide range of serious health impacts, including:

- **Cancer:** According to the World Health Organization, diesel PM causes lung cancer.¹⁶
- **Premature deaths:** Diesel pollution has been linked with more than 50,000 premature deaths annually.^{17,18,19,20,21}
- **Aggravated heart and lung disease:** According to the American Lung Association, diesel and PM emissions are associated with increased respiratory and cardiovascular disease, chronic bronchitis, acute respiratory symptoms, aggravated asthma symptoms, decreased lung function, lung inflammation, and emphysema.²²
- **Asthma:** Elevated levels of black carbon and prenatal PAH exposure (both prevalent in diesel exhaust) have been linked to childhood development of asthma, especially in homes near high densities of truck routes and homes burning low-grade or “dirty” heating oil.^{23,24,25}
- **Respiratory symptoms in young inner-city children:** Exposure shortly after birth to ambient particles from diesel emissions has been associated with respiratory symptoms in young inner city children.^{26,27}
- **Behavior Development:** Studies have shown that prenatal exposure to PAHs from fossil fuels may lead to anxiety, depression and attention problems and other behavioral problems among children.^{28,29,30}
- **Childhood Obesity:** Children in the Bronx and northern Manhattan who had higher levels of prenatal exposure to PAHs have been shown to be more likely to have higher childhood body sizes.³¹
- **Genetics:** Prenatal exposure to combustion-related urban air pollutants can cause a modest but significant increase in chromosomal abnormalities in the fetal tissues. These same genetic alterations have been linked in other studies to increased risk of cancer in children and adults.³²
- **Intelligence:** Children exposed to high PAH levels before birth have scored lower on IQ and standardized tests than less-exposed children.^{33,34}

Children are at greater risk for adverse health effects from diesel and other forms of air pollution than most adults. This heightened risk exists because children have lungs that aren’t yet fully developed; they breathe faster than adults, taking in more air; and they generally spend more time outdoors. This is, of course, critically important to the question of whether a major new source of diesel PM emissions should be introduced immediately next to Asphalt Green. Many of these children already face a disproportionately high risk of asthma, especially the children from nearly East Harlem, where 18 percent of children were reported to have had asthma in 2003.³⁵ In addition, thousands of children that attend the 11 day care centers or 16 schools located within a half-mile of the MTS will also face much

greater exposure to harmful diesel exhaust from the trucks approaching or leaving the MTS, further increasing their potential risk of health impacts.

B. Black Carbon Makes Diesel Pollution a Climate and a Health Issue

In recent years, increasing attention has been paid to Black Carbon, a short-lived climate pollutant that comes from incomplete or inefficient combustion. Recently, the Intergovernmental Panel on Climate Change (IPCC) reported that Black Carbon was the second most potent climate pollutant after carbon dioxide (CO₂).³⁶ A 2005 study found that 52% of Black Carbon emissions in the United States came from mobile sources—and of these mobile source-related Black Carbon emissions, 93% came from diesel engines.³⁷

A 2012 study found that “elevated levels of black carbon inside New York City homes are likely to be in neighborhoods where more kids have asthma.”³⁸ The sources of this black carbon exposure were determined to be major truck routes and nearby buildings using lower quality fuel oil, such as No. 4 or No. 6. The research team studied 240 children from various New York City neighborhoods. This study is the first known study to make a link between black carbon exposure and nearby sources. According to the New York City Department of Health and Mental Hygiene, “emissions from traffic and buildings continue to cause higher Black Carbon concentrations in locations where these sources are most concentrated.”⁴⁰

C. The Enduring Pollution Problems of Yorkville and East Harlem

In recent years, there has been a great deal of attention on community levels of air pollution. Public health experts now recognize that regional measurements of air pollution obscure the wide range of pollution levels that exist within a city. They now recognize that pollution levels can vary from block to block, depending on traffic levels or other variables.

New York City has had chronically high PM levels for years. Manhattan has been designated a “nonattainment area” for PM₁₀ by the EPA since the 1990s, and the entire city is designated as a nonattainment area for PM_{2.5}.^{41,42} Diesel trucks and other diesel engines have long been at the heart of the problem. In 1995, the New York State Department of Environmental Conservation reported that roughly half of all of Manhattan’s PM₁₀ came from diesel engines.⁴³

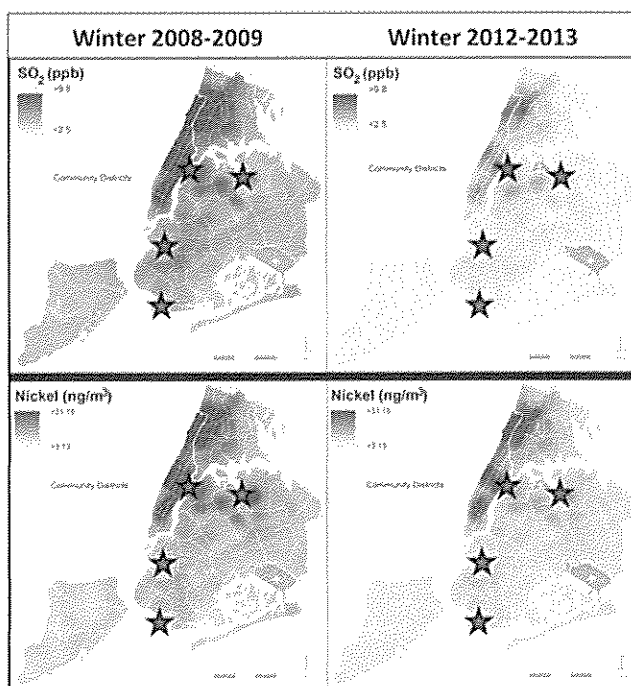


Figure 1: NYCCAS emissions data during the winter of 2008-09 and 2012-13 (red stars are the locations of the four MTS facilities in the SWMP)

In 2007, the New York City Community Air Survey (NYCCAS) was created by the New York City Department of Health and Mental Hygiene (DOH) and Queens College. The goal of the NYCCAS program was to provide a more detailed understanding of street-level concentrations of harmful air pollutants across the City's five boroughs.⁴⁴ NYCCAS data allowed analysts to determine the sources (e.g., traffic, heating oil, etc.) that created differences between air quality in different neighborhoods.

The first NYCCAS survey took place over the winter of 2008-2009. 150 air quality monitors were installed throughout the five boroughs and returned data on Nickel (Ni), a component of fine particulate matter (PM_{2.5}), and sulfur dioxide (SO₂).⁴⁵ The results, shown in Figure 1, showed a high correlation between high pollutant levels and areas of higher building densities.⁴⁶ At the time, many of these buildings used grades 4 and 6 oils, which are high-sulfur, residual fuel oils.

In the winter of 2012-2013, a second NYCCAS survey was done. As Figure 1 also shows, sulfur dioxide and nickel concentrations dropped dramatically city-wide. Wintertime SO₂ emissions were reduced by 69 percent, and nickel emissions dropped by 35 percent. In addition to the NYCCAS survey, routine regulatory air monitoring conducted by the State's Department of Environmental Conservation revealed that PM_{2.5} concentrations had dropped by 23 percent compared to the 2005-2007 period. This reduction was estimated to contribute to annually 780 fewer deaths, 1,600 fewer asthma-related emergency room visits, and 460 hospitalizations from respiratory and cardiovascular disease.⁴⁷ There are two main explanations for these emissions reductions—the introduction of the city's Clean Heating Oil program and the implementation of federal EPA emissions standards for new diesel trucks and buses.

Despite these dramatic citywide improvements, a few sulfur dioxide and nickel hotspots still exist in Manhattan and the Bronx. In fact, the area surrounding the proposed East 91st Street MTS is one of only four hotspots for wintertime SO₂ remaining in the city. None of the city's other existing or planned MTS locations are in these hotspots. Adding hundreds of diesel trucks, waste-handling equipment, and high-polluting tugboats to the Yorkville/East Harlem neighborhoods will only exacerbate one of the city's most enduring pollution problems.

D. Building the East 91st Street MTS will Increase Air Pollution at Asphalt Green

Building any transfer station will create local air pollution hotspots from the convergence of trucks, equipment, and tugs. However, placing a large MTS that will generate hundreds of truck trips daily next to Asphalt Green—and in a densely-packed residential neighborhood—will certainly increase personal exposure to diesel pollution among children and other sensitive populations who live and play there.

Emissions were modeled to compare the emissions that would be likely to result at the MTS's full design capacity to the levels that would accompany a typical day of operation at the limit of the existing DEC operating permit. The current DEC operating permit allows the MTS to operate at its full design capacity during days when the City designates an Upset or Emergency Condition (e.g., after snow storms or other events that disable all or part of the trash collection system). As shown in Figure 2, this analysis found

that, *when the MTS operates at full capacity, emissions of PM_{2.5} and PM₁₀ emissions at Asphalt Green would be 1.9 times and 4.1 times higher than permitted under the MTS's current operating permit.*

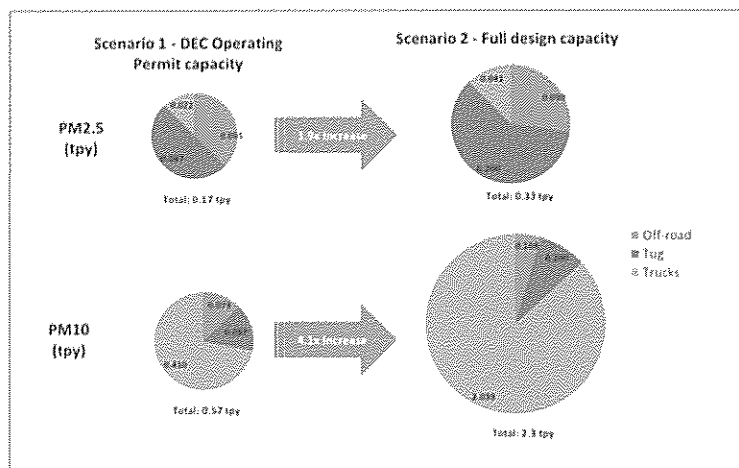


Figure 2: Comparing PM emissions between permitted and full design capacities.

To construct these emissions comparisons, the emissions models used by DSNY in the drafting of the 2005 EIS were reconstructed from documentation provided by DSNY. The models were then updated to reflect changes in assumptions related to equipment operation and emissions standards described in the City's 2012 Technical Memorandum Update (hereafter, the 2012 Technical Memorandum).⁴⁸ The most significant changes in the 2012 Technical Memorandum included modeling the daily waste throughput at the

permitted level rather than the design level, assuming the use of Tier 4 emissions compliant nonroad equipment, and reductions in the number of refuse trucks assumed to be in a queue outside the MTS or elsewhere in the neighborhood. Further, the emissions models used in this analysis assumed that tug boats would comply with Tier 3 emissions requirements, as per statements by DSNY. These assumptions defined Scenario 1 and are based on equipment activity for East 91st Street when handling 1,860 tons per day of waste, a peak day of normal operation. The daily emissions calculated by the model were then scaled up to annual emissions, which are based upon 302 operating days per year.

Scenario 2 is based on Scenario 1, changing only the daily throughput and the related equipment activity levels to reflect operation at the facility's design capacity of 4,290 tons per day. The equipment activity levels under this scenario are based on the equipment activity levels assumed in the 2005 EIS because that analysis also assumed that the MTS operated at design capacity. However, in the current analysis, the daily operating hours for the in-building nonroad equipment was reduced from 24 hours per day, as assumed in the 2005 EIS, to 19.5 hours per day. This change reflects assumptions in the 2012 Technical Memorandum that the equipment would only operate 19.5 hours per day, which is largely due to down time between shift changes and operator breaks.

E. Switching from Trucks to Tugs Will Increase NO_x Pollution Citywide

A central feature of the SWMP and the proposed East 91st Street MTS was the transport of refuse by tugs and barges instead of by trucks. In the 2005 Final Environmental Impact Statement and the 2012 Technical Memorandum, DSNY asserted that there would be significant reductions in annual miles travelled by trucks if the East 91st Street MTS is built. However these reductions will come at the expense of adding substantial new tug boat activity that will increase overall NO_x emissions in the City's air shed.

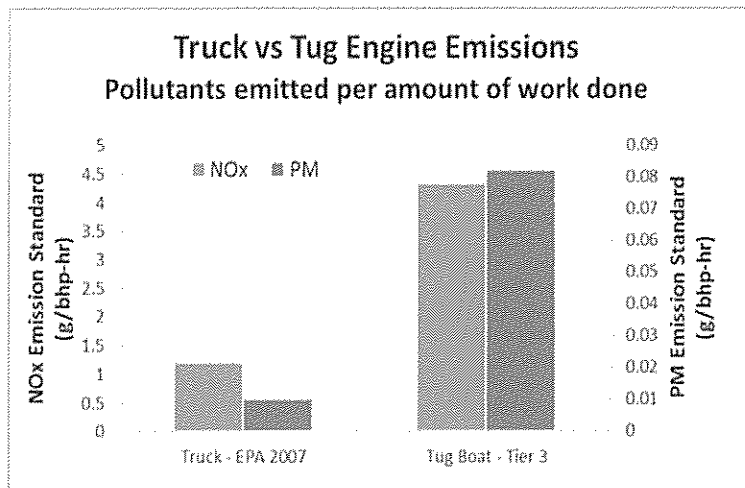


Figure 3: Emissions from trucks and tugs per equal amount of work performed

The relative emissions of tugs and trucks were overlooked in the SWMP debate over truck miles. Indeed, the SWMP documents contain no mention whatsoever of this issue. Given the debate about community-level diesel emissions at the time, this was reasonable. Moreover, when the SWMP was finalized, EPA's groundbreaking Highway Diesel Rule, which reduced emissions from new diesel trucks by more than 90 percent, had not been implemented.⁴⁹

Today, the situation is very different: thanks to ultra-low-sulfur diesel fuel and highly effective diesel particulate filters that became standard equipment with 2007 engines, diesel PM emissions have been reduced by more than 90 percent for new heavy-duty on-road trucks.

The result is that, for the same amount of work, tugs will emit 8 times more diesel PM and 3.6 times more NO_x (by mass) than 2007-compliant trucks, as shown in Figure 3. This may seem counterintuitive, given that using a tugboat and barge to move cargo can be more fuel efficient than using trucks to move the same cargo. However, new diesel trucks have sophisticated engine and emission control equipment that minimizes PM and NO_x emissions that do not exist for tug engines at present.

In other words, despite years of debate about the environmental benefits of the SWMP, the city never answered the question of whether shifting the transport of the city's trash from trucks to tugs and barges was advantageous from an air quality perspective.

To answer the question of whether trading trucks for tugs was a good idea for the city's air quality, the annual emissions of PM_{2.5} and NO_x from the East 91st Street MTS were modeled under three scenarios:

- **Baseline:** operations as they exist today where refuse is moved by collection vehicles and transfer trucks.
- **Likely MTS Operation:** assumes the MTS is constructed and uses tug boats (certified at EPA Tier 3 emission standards) to transport refuse barges.
- **Retrofitted Trucks:** the truck-based system continues for Manhattan, but assumes that the private trucks carting commercial waste have been retrofitted with diesel particulate filters, thereby meeting the same standard as all current DSNY residential waste trucks.

Emissions under each of these scenarios were calculated as a combination of emissions from waste collection and long haul trucks, tug boats, and MTS operations. The emissions associated with DSNY, commercial, and long haul trucks relied on annual mileage estimates for future conditions at the East

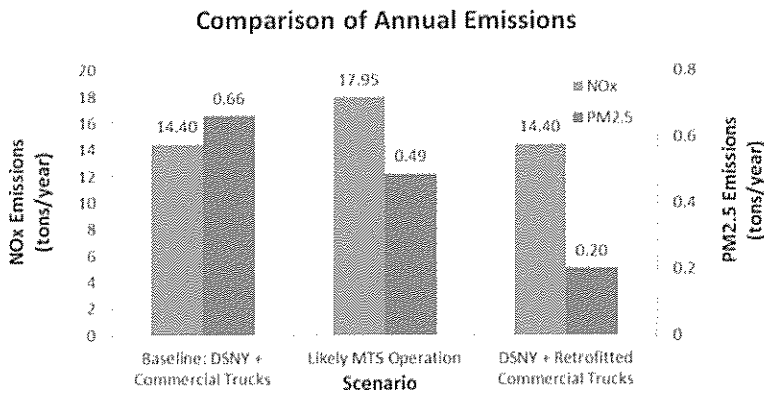


Figure 4: Comparison of Emissions between Baseline, Likely MTS Operation, and Clean DSNY and Commercial Trucks Scenarios

transport of the refuse barges between the MTS and a waste receiving facility (60 miles round trip).⁵⁰ Because the 2012 Technical Memorandum does not provide engine load factors for the tug boat during transport of the barge, annual engine activity was calculated from an estimated annual fuel usage of 62,500 diesel gallons per year based on the GHG emissions reported by DSNY using the World Resource Institute's GHG model. Assuming an average thermal efficiency for the tug boat engine of 35%, this approach yielded an estimate of the total annual tug boat engine activity in kilowatt-hours. This activity was then multiplied by EPA's Tier 3 marine engine emissions factors for Class 1 commercial marine engines.⁵¹ Emissions from MTS operations were calculated using the models described in section II.D. for the MTS operating at the permitted daily limit of 1,860 tons and using Tier 4 compliant non-road equipment. Emissions from retrofitted commercial trucks assumed a 94% reduction in engine-produced PM and no reduction in NO_x emissions while operating at the MTS. Emissions from on-road operations of retrofitted commercial trucks assumed that the trucks complied with 2007 EPA emissions standards for PM and no change in NO_x emissions, because the addition of a PM filter would change only the PM levels of the engine.

As shown in Figure 4, switching from truck export to tug-and-barge export is a mixed bag from the perspective of citywide air quality. Shifting to marine transport will increase emissions of NO_x related to the waste handled by the East 91st Street MTS by 25% and decrease PM_{2.5} by 26%, respectively. In contrast, continuing the truck-based system in Manhattan, but retrofitting the private trucks carting

91st Street MTS with and without the project (i.e. the build and no-build scenarios) as described in DSNY's 2012 Technical Memorandum. The same composite emissions factors described below were used to estimate emissions from each of these truck fleets.

Tug boat emissions were calculated assuming Tier 3 compliant marine engines and include tug boat operations at the MTS and

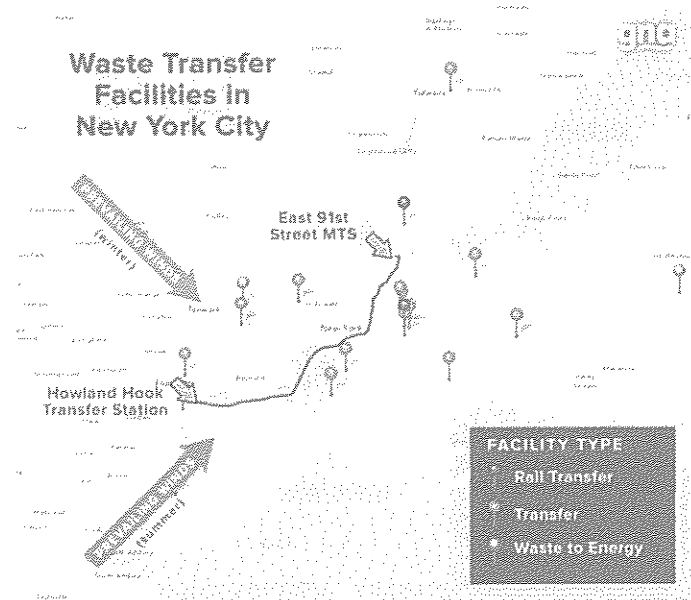


Figure 5: Anticipated refuse barge route and prevailing winds.

commercial waste will reduce PM_{2.5} emissions from these vehicles by 70 percent.

Tug pollution is a citywide issue, not a Yorkville or East Harlem issue. In fact, as the map in Figure 5 shows, due to prevailing westerly winds in the city, the waterfront communities of Queens, Brooklyn, and Staten Island will typically be downwind from the tugs removing waste from the proposed East 91st Street MTS along the East River and in through New York Harbor. Thus, they may often be exposed to additional emissions compared to current levels.⁵²

III. Commercial Waste Trucks: the Largest Source of Pollution in the City's Solid Waste System

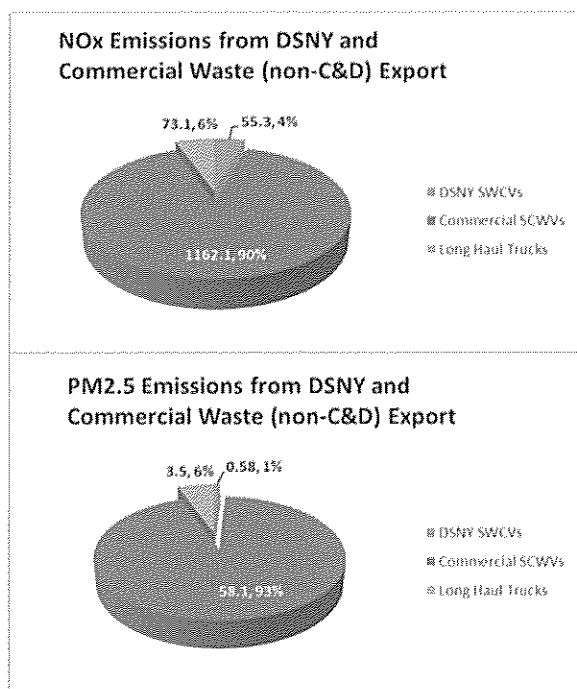


Figure 6: In-city emissions from solid waste transport trucks.

The SWMP focused primarily on reducing or eliminating long haul truck trips associated with the export of waste, which helps explain the decision to create a network of MTSs. However, long haul trucks contribute only 6% of the total PM_{2.5} emissions from solid waste transport. In contrast, the trucks that collect commercial waste emit 93% of the total PM_{2.5} emissions in the city related to waste collection and transport, as shown in Figure 6.

Unlike the DSNY trucks that are equipped with the latest PM filter technology, the average truck that carts commercial waste is much older and lacks PM filters altogether. A recent study reported that 90% of the commercial collection vehicle fleet is older than the 2007 model year, when the EPA implemented its current PM standard.⁵³ All new diesel trucks built since 2007 have been equipped with a diesel particulate filter. Because 90% of the commercial collection vehicle fleet predates the

2007 model year, these trucks are not equipped with particulate filters.

Using DSNY, EPA, and other data sources, the emissions impacts of the DSNY and private collection trucks were modeled. This analysis found that the private trucks that cart commercial waste are responsible for 93% of the PM_{2.5} and 90% of the NO_x emissions from solid waste removal in NYC.

It is worth noting that the East 91st Street MTS is permitted for only 780 tons per day (tpd), which is 7.4 percent of the city's commercial waste stream or 1.6% of the total waste stream, as shown in Figure 7.⁵⁴ As a result, even if the East 91st Street MTS attracts enough commercial trucks to reach its permitted

daily maximum, this small diversion of waste would not be large enough to have a significant impact on commercial truck traffic or emissions in specific communities in Brooklyn, Queens, or the Bronx.

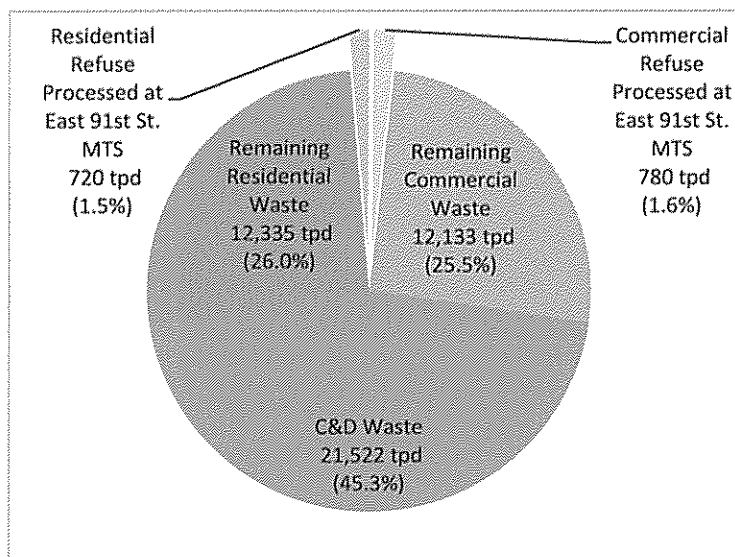


Figure 7: The East 91st Street MTS will process a very small portion of New York City's waste, yet cost in excess of \$1 billion over 20 years

One reason why building the East 91st Street MTS would not significantly reduce truck congestion or pollution outside of Manhattan is because most of the activity associated with commercial trucks occurs during collection and transport of the waste, rather than at the tipping station. Therefore, even if the East 91st Street MTS reached its daily permitted allotment of commercial waste, only a fraction of the truck miles—and therefore emissions—would be diverted from these communities.

Another reason is that the replacement of long-haul trucking with marine transport does not actually displace many truck miles, in the context of a solid waste program that involves almost 73 million miles per year. As shown in Table 2 below, exporting waste from the city via long-haul trucking constitutes only 5.5 percent of the in-city truck mileage associated with the city's solid waste—from all of the city's transfer stations, and all of the city's residential and commercial waste (i.e., not including construction and debris waste, which is handled separately and not the subject of this report).⁵⁵ A review of the DSNY Technical Memorandum Update suggests that building the East 91st Street MTS would eliminate only 1.3 percent of the overall in-city truck miles of the solid waste system (i.e., roughly 690,000 truck-miles per year out of almost 73 million truck-miles per year). The reduction in long haul mileage would be roughly 230,000 miles per year, less than one-third of one percent of the total in-city miles in the system. Moreover, the SWMP does not require the diversion of these truck-miles to the East 91st Street MTS, because the City cannot require commercial trucks to use particular transfer stations at this time. In other words, it is not even clear that building the East 91st Street MTS will divert even this small amount of truck traffic.

Table 2: Comparison of DSNY-Managed waste, non-C & D commercial waste, and long-haul exported waste

Fleet	Annual Waste Hauled (tons)	Truck Trips	Annual Mileage	% of Total Annual Mileage ⁵⁶
DSNY-Managed	3,800,000	437,000 ⁵⁷	17,100,000	24%
Commercial (non-C&D)	3,200,000	322,000	51,400,000	71%
Export via Trucks	5,000,000	200,000	4,000,000	5.5%
Total		959,000	72,500,000	100%

Summing up, the SWMP does not address the emissions from the private trucks that cart commercial waste in any meaningful way. This is unfortunate, because cleaning up these vehicles would provide a much larger environmental benefit than focusing on long haul trucks and hoping to shift a small fraction of the commercial truck activity by building the East 91st Street MTS.

A. Calculating the Emissions Benefits of Cleaning up the Trucks that Carry Commercial Waste—Methodology

Emissions from the current waste collection and export system were calculated based on the mileages presented in Table 2 and emissions factors from EPA's MOVES model. The emissions factors for each of the three sources (DSNY, Commercial, and long haul trucks) reflect a composite of emissions factors depending on the assumed model year distribution of the trucks in each source group. For example, trucks in the DSNY fleet are assumed to have an average age of 3.5 years and a maximum age of 7 years. Hence, the composite emissions factors for the DSNY fleet are based on equally weighted averages of MOVES emissions factors for 2007 through 2013 refuse trucks.⁵⁸

By contrast, the commercial fleet is significantly older than the DSNY fleet and is not assumed to have a flat distribution of truck model years. To calculate the composite emissions factors for the commercial fleet, the distribution of model year groups reported in the EDF/BIC commercial truck study were used. Each model year group covered several model years (e.g. 1990-1997, 1998-2002, etc.) that have variations in emissions factors within each group. The emissions factor for each model year group was calculated as the equally weighted average of the emissions factors for all model years within each group. The group emissions factors were then weighted by the percentage of the commercial fleet population contained in each group to create a single composite emissions factor for NO_x and for PM_{2.5}.

The long haul truck fleet composite emissions factors for NO_x and PM_{2.5} are based on a weighted average of the model year-specific emissions factors for the long haul truck sector reported in MOVES. Each model year's emissions factors were weighted based on that model year's annual mileage, relative to the combined annual mileage of all model years. This mileage-weighted approach accounts for the fact that while the oldest trucks are the most polluting, they also tend to travel the fewest miles and represent the smallest portion of the fleet's activity.

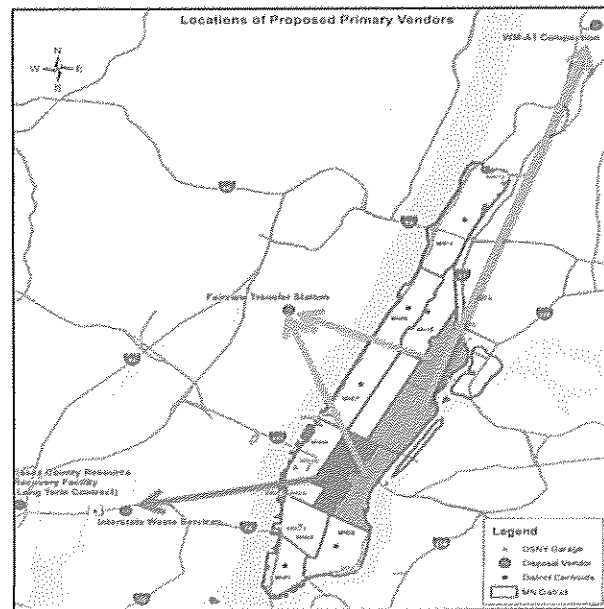


Figure 8: Figure 8: Approximate Routes of Trucks from Manhattan CD5, 6, 8, and 11 to NJ and Yonkers (2012)

According to a 2012 DSNY analysis, the four Manhattan community districts that are slated for the East 91st Street MTS (i.e., Community Districts 5, 6, 8, and 11) export approximately 673 tons of refuse per day to two facilities in New Jersey and one facility in Yonkers.⁵⁹ The trucks carrying this residential waste

do not travel on neighborhood streets in Brooklyn, the Bronx, or Queens to get to these facilities. They typically go through the Lincoln Tunnel or the George Washington Bridge to get to the New Jersey locations, and typically use the Major Deegan Expressway to get to the Yonkers facility. This direct-haul operation means that none of Manhattan's DSNY-managed waste is tipped in another borough, and the routing ensures that none of these trucks travel on neighborhood streets in non-Manhattan boroughs to get to Yonkers.

Originally, Districts 5, 6, 8, and 11 trucks hauled their refuse to the Essex County Resource Recovery Facility. Under the most recent contract, as mapped in , these Districts continue to send refuse to facilities outside of the City, but now use facilities located much closer to their collection routes. In fact, as shown in Table 3, DSNY estimates that the current export contracts will reduce trip distances by 30% to 70% depending on the districts. These reductions in truck miles do reduce overall truck activity, furthering a SWMP goal. However, this does not reduce truck miles related to the disposal of commercial waste at transfer stations in Brooklyn, Queens or the Bronx.

B. Results—Cleaning up Commercial Trucks Would Reduce Emissions Citywide

The key to reducing emissions in the neighborhoods that are overburdened with trucks carting commercial waste is to install diesel PM filters (DPFs) or comparable equipment (such as natural gas). These technologies eliminate more than 90 percent of the PM emissions, compared to trucks using older truck technologies.

Table 3: Comparison of pre- and post-SWMP truck mileage

District	Previous Trip Distance (miles)	New Trip Distance (miles)
5	No change	
6	11.9	7.3
8	20.1	5.9
11	15.7	11.1

As noted above, in 2007, one year after the SWMP was adopted, new EPA regulations went into effect that effectively reduce PM emissions from new diesel truck engines by more than 90 percent.⁶¹ Since then, the City has systematically cleaned up its own fleet of DSNY refuse collection vehicles. Today, 97 percent of the DSNY fleet is equipped with a diesel PM filter (DPF), which eliminates almost all diesel PM.⁶²

These new diesel engines have been shown to eliminate almost all of the toxic constituents of traditional diesel engines. In 2012, the Health Effects Institute (HEI) reported, after a comprehensive study, that there was an almost near-total elimination of many toxic compounds typically found in diesel exhaust.⁶³

The roughly 4,300 private trucks that haul commercial waste have not gone through the same clean-up as the DSNY trucks. Cleaning up these private waste hauling trucks would reduce PM emissions in every neighborhood that generates commercial waste throughout the city. Moreover it would provide air quality benefits to the low-income neighborhoods and communities of color that bear the burden of housing most of the City's waste transfer stations.

If the trucks carting commercial waste adopted the same level of emissions control technology (or if they used other fuels or technologies that provide comparable emissions reductions, such as natural gas) that is currently used by the DSNY fleet, PM_{2.5} emissions could be reduced by an estimated 49 tons per year, or 79% of the combined PM_{2.5} emissions from the DSNY, commercial, and long haul truck fleets. By comparison, as Table 4 shows and based on our analysis, we estimate that the SWMP will have negligible city-wide emissions reductions of less than 2% for PM_{2.5} and less than 1% for NO_x, compared to today's system of trucks and long-haul export.

Table 4: Comparing Mileage and Emissions under Interim Plan and the SWMP Scenarios.

Source	Interim Plan			SWMP Scenario		
	Annual Miles	NOx (tpy)	PM (tpy)	Annual Miles	NOx (tpy)	PM (tpy)
DSNY Trucks	17,083,639	55.3	0.58	16,727,669	54.2	0.57
Commercial Trucks	51,372,000	1,162.1	58.1	51,201,610	1,158.3	57.9
Long Haul Trucks	3,977,809	73.1	3.5	1,822,729	33.5	1.6
Tug Boats	0	0.0	0.0	108,360	31.6	0.6
Facility Operations	0	0.0	0.0	0	11.2	0.3
TOTAL	72,433,448	1,290.6	62.2	69,860,368	1,288.8	61.0

Adding diesel PM filters would reduce PM pollution from each truck by more than 90%. The cost to install a DPF on a collection vehicle, based on DSNY experience, is approximately \$20,000.⁶⁴ As noted above, 90% of the commercial vehicle fleet (approximately 3,900 trucks) does not meet EPA 2007 standards. Thus, New York City could retrofit these older, dirtier trucks with DPFs at a cost of \$77.4 million –13% of the potential \$600 million in cost savings if the East 91st Street MTS is canceled. This approach would provide far greater emissions reductions throughout the city, as it would reduce PM_{2.5} emissions from trucks that operate in every neighborhood in the City.

This investment will be very cost-effective, from the perspective of providing health benefits to the city's residents. EPA estimates that directly emitted PM_{2.5} creates health costs at a rate of \$360,000 to \$810,000 per ton.⁶⁵ Installing DPFs (or comparable technologies) to the commercial waste collection fleet would eliminate 49 tons of PM per year. Therefore, this would produce an estimated health cost savings to New York of \$4-\$10 million per year – paying back the investment in the DPFs in two to five years. Given the long life of diesel trucks in the solid waste collection fleet, this should be a very cost-effective investment.

Emissions estimates for the baseline scenario shown in Table 4 were calculated as previously described, using composite emissions factors for each fleet and the annual mileage estimates shown in Table 2. Emissions under the SWMP scenario also relied on these composite emissions factors, but reduced the annual mileage traveled by each fleet based on the reductions in mileage indicated in the GHG analyses provided in the 2012 Technical Memorandum Update for each of the five MTSs. Tug boat emissions under the SWMP scenario are based on emissions factors calculated in grams per mile. These emissions factors are based on the total tug boat emissions from the East 91st Street MTS (assuming Tier 3 compliant engines) and the reported annual mileage for tug boats serving the East 91st Street MTS. Total tug boat emissions were then calculated by multiplying these emissions factors by the total annual tug boat mileages for the four MTSs proposed in the SWMP. Note that the fifth facility in the SWMP, the Review Avenue station, is a rail transfer station. Hence, no tug boat emissions are associated with this facility.

Operational emissions from each of the four MTSs under the SWMP scenario (e.g., from equipment used during the operations of the MTSs) are assumed to be equal to the emissions calculated for the East 91st Street MTS, as described in Table 4. This is likely to be a conservative estimate (i.e., underestimating total MTS emissions under the SWMP) as the East 91st Street MTS has the lowest projected waste throughput of the four MTSs. Higher throughputs of waste at these other facilities would likely be accompanied by higher annual emissions. Emissions from the Review Avenue facility were not included in the baseline or SWMP Scenarios because it is already operational and is significantly different in construction (drayage truck to rail transfer facility) than the other four facilities, making it difficult to assess the incremental emissions associated with this facility's on-site operations under the SWMP.

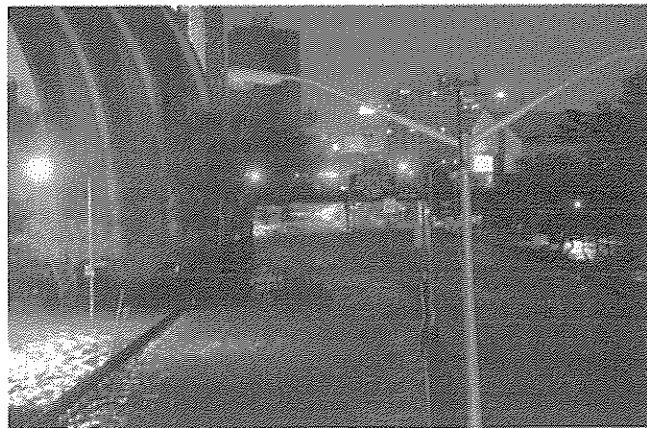


Figure 9: Flooding at Asphalt Green during Hurricane Sandy, as viewed from the south end of the facility looking north over FDR Drive.

IV. Impact of Hurricane Sandy: Exposing Flawed Plans

A. Hurricane Sandy and the East 91st Street MTS

On October 29, 2012, Hurricane Sandy hit the city with high winds, large amounts of rain, and a storm surge that occurred during high tide that caused extensive flooding throughout many low-lying communities of the city, including waterfront areas like the DSNY's proposed MTS sites. The storm exposed a key weakness in the MTS plan, as the East 91st Street MTS and the surrounding neighborhood were among those communities and locations that were severely flooded. According to a post-Sandy analysis commissioned by the Bloomberg administration, estimated flood levels at the East 91st Street MTS, if it had been already built, were from 8" below to 6" above pier level.⁶⁶

Ironically, the Department of Sanitation received its building permit for the East 91st Street MTS just five days before Sandy hit.⁶⁷ The approved building permit for the East 91st Street MTS was based on Federal Emergency Management Agency's (FEMA's) then-existing Flood Insurance Rate Maps, which had not been updated since 1983 for that area. Those 30-year old maps required a pier elevation of 10.4 feet, comprised of a base flood elevation of 9.9 feet and additional freeboard space of 0.5 feet. This pier height is shown, along with Hurricane Sandy flood levels, in Figure 10.

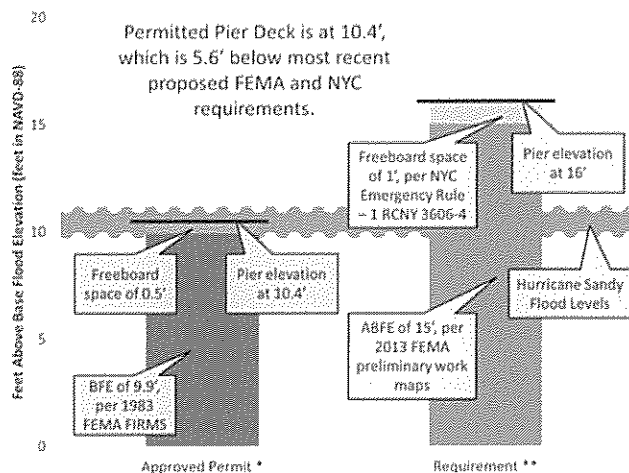


Figure 10: Hurricane Sandy's hypothetical impact at the East 91st Street MTS, under proposed FEMA and current NYC requirements. Pier elevation is based on 10/24/12 building permit

Since the granting of the building permit and Sandy, city and federal agencies have been

updating their flood and storm protection regulations and guidelines to fit changed expectations of storm frequency and intensity, the likelihood of sea level rise, and other environmental impacts of climate change in New York City and other coastal areas. If draft FEMA flood maps are finalized in their current form, the proposed East 91st Street MTS will be built on a pier that will be more than five feet below the recommended flood elevation, as discussed in further detail below.

B. The East 91st Street MTS Will Not Comply with Upcoming Federal or State Guidelines or Current Best Practices

Developed under FEMA's Flood Hazard Mapping Program, FEMA's Flood Insurance Rate Maps (FIRMs) have not been updated since 1983 for the East 91st Street MTS site. These maps include statistical information that theoretically outlines a community's flood risk areas, and serve as the basis for implementing National Flood Insurance Program regulations and flood insurance requirements.⁶⁸ The 1983 publication assigned the East 91st Street MTS a Base Flood Elevation (BFE) of 9.9 feet. This BFE sets a minimum elevation for any structure at this location. The difference between the BFE and the structure's elevations also determines the property's flood insurance premium.⁶⁹

The area surrounding the East 91st Street MTS is designated as "Zone AE," which FEMA defines as a Special Flood Hazard Area and "an area of high flood risk subject to inundation by the 1% annual-chance flood event" - a type of risk more commonly known as the 100-year flood.⁷⁰

For reference, the other three converted MTS facilities are located in areas designated as Flood Zone AE as well. In addition, the Southwest Brooklyn MTS is in Zone VE, which means that it is "subject to inundation by the 1-percent-annual-chance flood event with additional hazards due to storm-induced velocity wave action."⁷¹

Building on FEMA's guidance, the New York State Department of Environmental Conservation (NYSDEC) has issued its own guidance, stating that "when there is a base flood elevation available, the lowest floor...must be at or above the base flood elevation."⁷²

Is there a risk of a waste release during the next Sandy?

The risk of a waste release from the East 91st Street MTS during a storm event is minimal, due to the proposed structural and operation designs. The East 91st Street MTS' building permit envisions a three-level facility, comprised of tipping, loading, and pier levels. The tipping and loading levels are where waste would be most exposed, as it's transferred from truck to sorting room floor to container. However, the loading level is located 16' above pier level and the likelihood of a flood event affecting this level is minimal. In fact, flooding would have to be 15.5' higher than those experienced during Hurricane Sandy to affect the loading level.

There is a risk of waste exposure on the pier level during lidding operations. This process requires that loose solid waste be compacted into containers and sealed off. During this time, the waste is exposed on the pier level. However, according to DSNY's May 29, 2013 memo, the agency has two measures for mitigating this risk:

- 1) "Waste collections would cease 48 hours prior to a predicted flooding event, allowing the facility to process waste and be empty 24 hours in advance of the flood.
- 2) All shipping containers of waste would be removed from the facility well in advance, and the barge would be secured elsewhere in the harbor until the flood danger had passed." Source: DSNY Memo May 2013.

Assuming that DSNY follows these procedures, the risk of a waste spill during a flood event is minimal. However, if DSNY deviates from these procedures, or if a flood danger occurs sooner than expected, there could be an increased risk of a waste release from the East 91st Street MTS during a flood event. Thus, these procedures will be critical to reducing risk during any future storms.

A January 2013 report commissioned by the NYC Department of Design and Construction (DDC) found that Sandy would have caused substantial damage throughout the East 91st Street MTS, if it were built according to its current building permit. As flood levels crested at 6" above the currently-proposed pier levels, all equipment on the pier level would have been damaged critically, if not lost completely. This equipment includes the electrical, emergency power, HVAC, fire protection, oil, odor, and water systems as well as marine equipment and a gantry crane.⁷³ The report stated that replacement of this equipment "would cause a substantial delay in reopening of the facility, potentially six months or more" and could cost as much as \$25,000,000.⁷⁴

In March 2013, FEMA updated its FIRMs, and released new Advisory Base Flood Elevations (ABFEs). These ABFEs were followed by preliminary work maps in June 2013.^{75,76} These interim maps remain the most up-to-date guidance from the agency on the risk of flooding at the East 91st Street MTS.⁷⁷ Although these ABFEs are not yet finalized, FEMA predicts they will be finalized in early 2014.⁷⁸

The revised maps provide new base flood elevations for locations throughout the city. At the East 91st Street MTS location, the proposed new base flood elevation (BFE) is 15 feet—an increase of

more than five feet over the 1983 FEMA levels.⁷⁹ In addition, New York City passed an Emergency Rule after Sandy to provide further assurances of safety in the event of another major flood-producing storm. This rule requires a one-foot freeboard space above the BFE.⁸⁰ Thus, once FEMA finalizes its ABFEs, a new building like the East 91st Street MTS would have to meet a minimum elevation of 16', more than five-and-half feet above the currently-proposed pier level, shown in Figure 10.

Considering FEMA's and the City's recent advisories and regulations and recognizing the post-Sandy, changed perception of flood risks, it seems reasonable to redesign the East 91st Street MTS to be above

the likely base flood elevation and NYC freeboard space. Instead, the current plans keep the design as-is, with some additional floodproofing around the perimeter and critical rooms of the building.

Perimeter dry floodproofing (as it is known) involves using a combination of floodproof doors, stop log panels, window shields, and structural modifications to the walls. Basically, this approach is designed to keep flood water from entering the MTS, thereby protecting the equipment inside. Critical room dry floodproofing adds another layer of protection, by installing flood-protective doors and wall modifications to protect the life safety critical equipment. The initial cost estimate for this work is \$2.4 million for the East 91st Street MTS.⁸¹

However, there is a major shortcoming to the floodproofing approach that would not exist if the MTS was designed at the appropriate flood elevation. Once breached, whether by damage or by improper deployment, serious damage could occur to the MTS that could render it inoperable for long periods of time. A May 2013 report commissioned by the NYC DDC on flood protection design issues found that “the major drawback for [the perimeter dry floodproofing] is the possibility that a single breach in the system...could render the entire system ineffective.” With respect to critical room dry floodproofing, the report found that this approach “leaves process critical equipment necessary to run the facility exposed to flood threats,” which would lead to “excessive recovery time and cost” if the equipment was damaged in a flood.⁸² In addition, the report stated that the “ramifications of hydrodynamic forces acting on the pier deck have not been determined and are not included in this estimate.”⁸³ In other words, the city is embarking on a floodproofing option that has significant, foreseeable shortcomings, yet it has not estimated the cost and ramifications of those shortcomings coming to fruition.

V. Escalating Cost Impact of Building the East 91st Street MTS

A. The East 91st Street MTS Will Cost \$600 Million More than Originally Estimated

In May 2012, the City’s Independent Budget Office (IBO) estimated the near-term and 20-year costs of constructing and operating the East 91st Street MTS, compared to the status quo of exporting waste by truck (known as the “Interim Plan”).⁸⁴ As shown in Figure 11, the IBO has reported that, under the Interim Plan, total costs would be \$400,395,064 over a 20-year span. In contrast, the IBO estimated that the East 91st Street MTS scenario would have total costs of \$1,003,410,742 over the same time period. Thus, the East 91st Street MTS would cumulatively cost roughly \$600 million more than the interim plan over the twenty year timeframe. In its first fiscal year (scheduled to be 2016), the cost to the City of operating this MTS will increase from \$15.7 million to \$41.5 million, equating to nearly \$26 million more than to continue to transport the trash out of the city the same way it is now. Over four years, this will grow to be an extra cost of an estimated \$106 million in taxpayer dollars, and millions more for years to come. In addition, by scrapping the East 91st Street MTS, the City should save about \$20 million on construction costs during Fiscal Year 2014.⁸⁵

It is worth noting that this extra cost represents only the extra costs of exporting waste from Manhattan Community Districts 5, 6, 8, and 11. If the IBO analysis is scalable to the rest of the city, the overall extra

costs would be considerably higher, given that these four districts represent only about 7 percent of the city's solid waste.

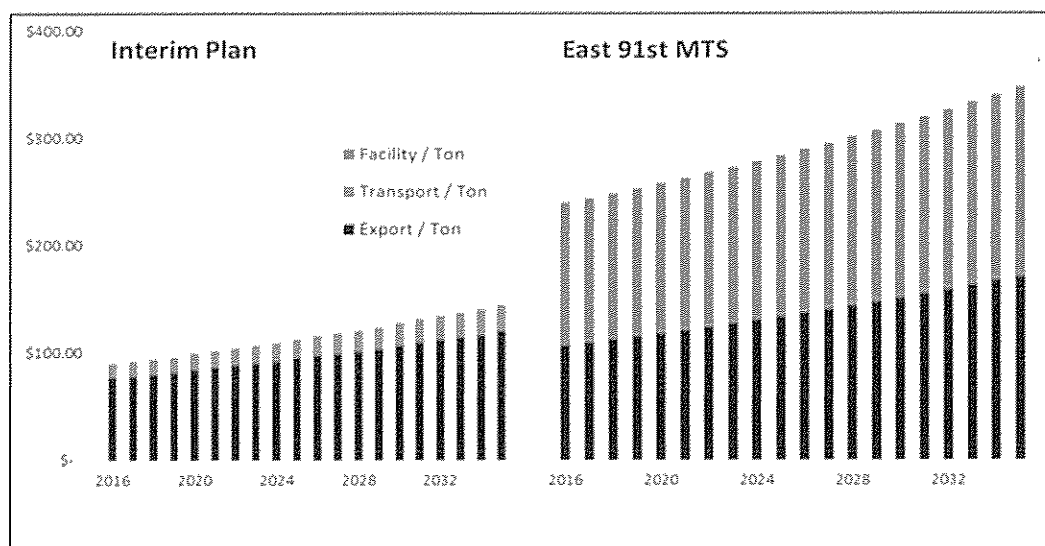


Figure 11: Annual costs per ton for Facility, Transport and Export

In addition to the 20-year costs, the IBO analyzed the first year costs of both approaches. The IBO concluded that building the East 91st Street MTS would more than double the operating costs of Interim Plan for the 4 districts whose waste would be handled by the MTS. In the first year of the East 91st Street MTS's operation, the cost per ton would be \$238.43, compared to \$90 if the Interim Plan was continued. The forecasted differences between the annual costs per ton can be seen in Figure 11. The chart displays the forecasted Facility, Transport, and Export costs per ton beginning in 2016, when the SWMP first predicted that the MTS would open.⁸⁶ These costs will recur and grow annually—and will lock the city into an inflexible approach based on today's technology and the policy choices of the last administration.

Each of the factors in the IBO analysis deserves further explanation:

With respect to facility costs, according to the Citizens Budget Commission's May 2012 *Taxes In, Garbage Out* report, delays in the SWMP's overall implementation have resulted in a 78% increase in facility costs.⁸⁷ In 2007, the City estimated an infrastructure investment of \$545 million for the SWMP's required waste disposal infrastructure for the years 2008-2017. However, by 2011, \$444 million had already been spent and the City had estimated an additional \$527 million just for the years 2012-2013, resulting in a revised total budget of \$971 million for these years. This additional \$426 million over the 2007 budget is due to the city's failure to adequately account for construction and debt service costs along with the impacts of schedule delays.^{88,89} Again, this is 78% above the initial 2007 estimate required for the SWMP's waste disposal infrastructure.⁹⁰

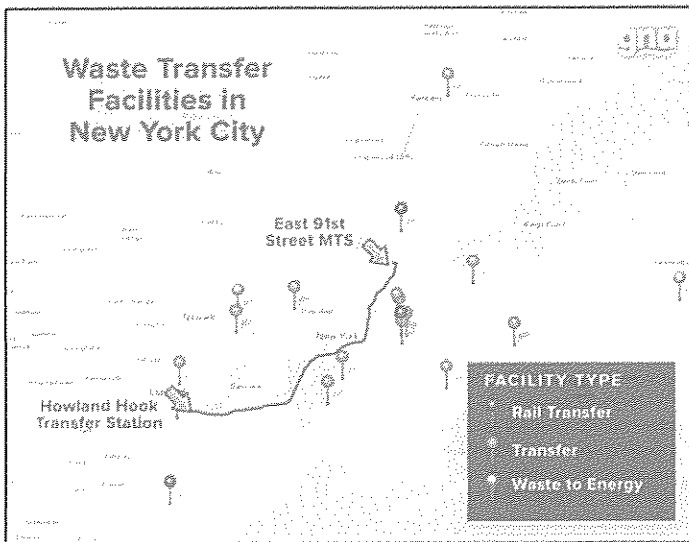


Figure 12: Residential Waste Transfer Facilities in New York City

With respect to export costs, actual contract costs can be used to update the originally-projected export cost projections.

Currently, New York City residential waste is exported through 17 transfer stations to a series of landfills in several states or to 2 waste-to-energy facilities in New York or New Jersey, as shown in Figure 12.⁹¹ Each facility is managed under separate short or long-term contracts, depending on its export type. For rail export, the City has long-term contracts at three stations in the Bronx, Brooklyn, and Staten Island, which receive waste, containerize it, and

ship it via rail routes to landfills in Connecticut, New Jersey, Ohio, Pennsylvania, South Carolina, and Virginia. One of the main benefits of export via rail is fuel efficiency, as a gallon of diesel fuel can move one ton of waste 457 miles on a train versus 110 miles on a truck.^{92,93,94}

Despite this advantage, rail export costs between \$94 and \$135 per ton.⁹⁵ This cost differential is primarily due to distance traveled because the rail-transported waste travels much further than truck-transported waste. The average train departing the Bronx and Staten Island travels roughly 650 miles one-way. The SWMP adds another step in that process by inserting the export costs of barge transportation from marine transfer stations to a rail export facility (most likely the Howland Hook Marine Terminal in Staten Island, NY).⁹⁶ The IBO estimates that the first-year export costs of barge operating the East 91st Street MTS would be \$107 per ton. However, this estimate is based on an analysis of other rail contracts, rather than the actual cost of exporting this waste, because not all of the requisite contracts are in place.

Looking beyond East 91st Street MTS, the 14 transfer stations managed under short-term contracts are considerably more cost-effective, averaging \$88 per ton, according to the Citizens Budget Commission report.⁹⁷ These stations receive waste from DSNY carters, containerize it, and ship it via tractor trailers to landfills within an average 315 mile radius of New York City.

Besides landfill destinations, some New York City non-recyclable residential waste heads to two waste-to-energy facilities located in Newark, NJ and Hempstead, NY. Both of these facilities are managed by Covanta Energy. These facilities receive waste and process it through combustion to generate steam, which can create a cumulative 140 megawatts per year, i.e., about one-third of a typical coal-burning power plant.⁹⁸ This electricity is sold back to local power companies, helping to reduce the export costs for the carters of solid waste. The export costs in 2012 for waste to these two Covanta facilities in Newark, NJ and Hempstead, NY were \$66 and \$79, respectively.⁹⁹

With respect to transport costs, the IBO estimated the cost of moving waste from collection points to transfer stations. Under the East 91st Street MTS scenario, commercial and DSNY collection trucks would drive an estimated 450,000 fewer miles per year.¹⁰⁰ Thus, it makes sense that the Interim Plan has higher transport costs per ton than the East 91st Street MTS, due to the closer proximity (and thus less mileage and no tolls) that the refuse trucks are required to travel under the East 91st Street MTS option. According to the IBO, the Transport Costs under the Interim Plan will be \$13.09 in the first year, compared to \$3.23 in the East 91st Street MTS scenario. However, this transport cost advantage of the MTS approach is dwarfed by the significantly higher cost disadvantages for export and facility costs.

Overall, as Table 5 shows, the projected capital costs for the MTSs have grown dramatically since the SWMP was adopted in 2006. For example, the original projection of the capital construction costs to build the East 91st Street MTS was \$43.9 million. In 2009, that amount was revised to \$121.8 million. Today, the City's contracts estimate that it will cost \$181.6 million. In 2008, the City estimated that the capital investment for all four of the MTSs would be \$467 million. That number has grown dramatically to \$786.3 million, according to the most recent DSNY budget – a 52% increase over the 2009 estimate. This is certainly a conservative estimate, as project delays continue and contracts still need to be finalized. This estimate also does not include any future costs for debt service or contingencies.

Table 5: The progression of estimated capital costs for the construction of the SWMP's MTSs.

Marine Transfer Station	2002-2005 Estimated Capital Costs (\$ mm)	2008-2009 Estimated Capital Costs¹⁰¹ (\$ mm)	2013-2014 Projected Capital Costs (\$ mm)
East 91 st Street (Manhattan)	\$ 43.9 ¹⁰²	\$ 121.8	\$ 181.6 ¹⁰³
Hamilton Avenue (Brooklyn)	\$ 46.0 ¹⁰⁴	\$ 116.5	\$ 171.0 ¹⁰⁵
North Shore (Queens)	\$ 58.4 ¹⁰⁶	\$ 112.2	\$ 191.9 ¹⁰⁷
Southwest Brooklyn	\$ 46.0 ¹⁰⁸	\$ 116.5	\$ 163.8 ¹⁰⁹
4 Other MTSs ¹¹⁰	\$ 170.0 ¹¹¹	n/a	n/a
TOTAL	\$ 364.3 ¹¹²	\$ 467.0	\$ 708.3

In addition to these capital costs, each facility must maintain operating and debt service costs. The IBO estimated that the East 91st Street MTS' annual bill would exceed \$22 million in operating costs and debt service.¹¹³ As this is a cost to be carried at each facility, we can safely assume that the City would pay nearly \$90 million every year in current dollars in extra operating costs and debt service at the four MTSs.

B. Using the East 91st Street MTS Will Increase Costs for Fleets that Collect Commercial Waste

Table 6: Illustrating the difference in projected tipping fees between the East 91st Street MTS and the citywide average.

	Transport Fee / Ton	Facility Fee / Ton	Export Fee / Ton	Total Tipping Fee / Ton
East 91 st Street MTS	\$ 3.23	\$ 49.92 ¹¹⁴	\$ 106.72	\$ 159.87
Citywide Average	Built into Total Tipping Fee / Ton			\$ 95.00 ¹¹⁵
Cost differential between East 91 st Street MTS and citywide average				\$ 64.87

Shifting from transfer stations in Brooklyn, Queens or the Bronx to the East 91st Street MTS will increase the costs for the fleets that choose to use it. As described in Table 6, the tipping cost at the East 91st Street MTS is projected to be \$159.87. In contrast, the average cost of removing waste citywide is projected to be \$95 per ton. Thus, tipping commercial waste at the East 91st Street MTS may cost trucking firms \$64.87 more per ton than the average citywide disposal cost. In addition, the out-of-the-way location of the East 91st Street MTS will increase driving time for the drivers, which will result in still higher costs for the trucking firms.

In reaching this conclusion, we used the most recent cost estimate for commercial waste management, as reported by the IBO, which is based on a combination of export, facility, and transport fees, and is discussed above.¹¹⁶ For the purposes of considering the likely cost of tipping commercial waste at the East 91st Street MTS, the cost of bringing commercial waste to the East 91st Street MTS would include the export fee (\$106.72/ton), a facility fee (\$49.92, which is the IBO-reported facility fee pro-rated from the current 577 tpd to the 1,500 tpd (i.e., the combined DSNY and commercial waste permitted tonnage at the MTS),¹¹⁷ and a transport fee (\$3.23/ton). Combined, this yields an estimated commercial waste tipping fee of \$159.87 per ton. The citywide average is based on data provided by the Citizens Budget Commission.¹¹⁸

Thus, the difference between the anticipated cost of tipping commercial waste at the East 91st Street MTS and citywide average is \$64.87 per ton. Based on the foregoing, and assuming that the 780 tpd permitted daily capacity of commercial waste is reached, it is estimated that this will cost the private haulers a minimum of \$15.3 million in the first year of operations at the East 91st Street MTS, \$63.9 million over the first four years, and \$438 million over 20 years (presented in nominal dollars at a 3% inflation rate).

C. Changed Conditions Affect Contracts, Landfills, and Other Cost Elements

In 2006, DSNY cited expensive short-term contracts as part of its motivation for adopting the SWMP, which aimed to avoid the expense of short-term contracts by shifting waste disposal to a series of long-term contracts. However, long-term contracts in recent years have proved considerably more costly than short-term options. In fact, the City now realizes that this is true: in its Environmental Assessment of 2012 Waste Disposal Contracts for Manhattan Districts 5, 6, 8, and 11, the report outlines tipping fees of approximately \$70 per ton for the interim, short-term contracts.¹¹⁹ This is less than one-third of the estimated first year costs of the East 91st Street MTS of \$238 per ton.

Concerns about dwindling landfill capacity have also not been realized. In the 2006 SWMP, the City wrote, “the costs of this system are rising as nearby landfills fill up and the City is forced to rely on long-haul trucking to more distant landfills.”¹²⁰ As it turns out, capacity concerns have decreased since the SWMP was initially published. In the same 2012 DSNY assessment mentioned above, the City stated that it has local landfill choices apart from the currently used Essex County Resource Recovery Facility, including facilities that were accepting waste at sub-\$70/ton tipping fees, including New Jersey locations in Jersey City and Fairview as well as the Yonkers, NY Waste Management facility.¹²¹ In addition, landfills are adopting alternative covers, such as foam or tarpaulin, which save considerable space versus the typical soil coverage required daily, thus adding landfill capacity.¹²² Some local facilities, including the landfills in the New Jersey Meadowlands District, have begun accepting “clean fill materials” at discounted rates to the consumer. These materials can be used by the facility for maintenance or landfill cover, thus further decreasing costs and adding landfill capacity.¹²³

The City also incorrectly estimated the amount of waste that would be generated in the four community districts of the East 91st Street MTS’s waste shed. In 2006, the SWMP assumed that the East 91st Street MTS would receive 720 tons per day of residential and commercial waste. However, the FY 2012 average amount of waste generated in the four community districts of the East 91st Street MTS waste shed was 577 tons.¹²⁴ This also contributes to the higher cost per ton estimate.

Finally, the City has vastly overestimated the recycling rate, which would help save costs by decreasing the amount of residential waste requiring export. In September 2006, the SWMP outlined its commitment to achieving a “25% diversion of recyclables through its curbside program by 2007.”¹²⁵ With updates to the City’s Local Laws and PlaNYC, that goal has been raised to 30%. Unfortunately, the City has failed to meet that benchmark, as its recycling rate has leveled off in recent years and was at 15.1% as of October 2013.¹²⁶

The significant discrepancy between the expected and actual recycling rates represents a lost revenue opportunity for the city. According to the Citizens Budget Commission’s report, “in fiscal year 2011, the City paid \$69 per ton to process metal, glass and plastic (MGP) but received \$12 per ton for recyclable paper and cardboard.”¹²⁷ In other words, given recycled waste’s ability to generate revenue to offset a portion of the processing cost, recycled waste has the potential to be a more cost-effective waste stream than non-recyclable waste. Thus, the significant discrepancy between expected and actual recycling rates creates an additional cost for the waste management stream—in other words, 10% of the city’s waste has to be processed and exported in the higher-cost, non-recycled waste stream, which currently costs between \$65 and \$140 per ton, rather than be recycled for a more cost-effective disposal pathway.¹²⁸

VI. The City Ignores the Spirit of its Zoning Rules that are Designed to Keep Children and Other Residents Away from Transfer Stations

From New York to California, cities and states have taken action to keep land uses that attract large numbers of diesel vehicles away from schools, parks, and other places where children congregate. In some cases, these rules are designed to keep children away from high emission zones, such as laws that

prohibit the building of schools near highways. In other cases, the rules are designed to keep diesel-centric land uses away from child-focused land uses that already exist.

New York City's zoning laws are designed to protect children and other sensitive populations from the heavy diesel traffic of waste transfer stations. More specifically, Title 16 of the Rules of the City of New York, states that "any new transfer station shall be at least 400 feet from a residential district, hospital, public park or school."¹²⁹ This rule covers only private transfer stations. However, given that the East 91st Street MTS is permitted to handle commercial waste for 12 hours every day, it will be operating akin to a private transfer station half of the time. Thus, even though it is publicly owned, the East 91st Street MTS fails to adhere to the spirit of this zoning rule.

In addition, the East 91st Street MTS fails the 400-foot test of the zoning rule in the following ways:

- The MTS will be less than 400 feet from Asphalt Green. In fact, the ramp that the trucks will use to enter and leave the MTS cuts Asphalt Green in half and will be only 11 feet from Asphalt Green's main entrance.
- The East 91st Street MTS will be within 400 feet of public housing and other residential buildings. Residents of two NYCHA public housing projects and other apartment buildings will be within the 400 feet limitation of the MTS.
- The East 91st Street MTS will be located within 400 feet of a public park. In fact the MTS site is within 400 feet of three public parks: the Bobby Wagner Walk, which is part of the Manhattan Waterfront Greenway, and which it abuts; the DeKovats Park, located be 11 feet from the ramp; and 300 feet north of Carl Schurz Park.¹³⁰

The city appears to have two responses to this zoning concern, both of which ignore the spirit of the rule. First, the city argues that the East 91st Street MTS is not technically a "new" facility, because it is merely a "conversion" of an old, prior use. Indeed, a transfer station was used at the site from the 1930s until the 1990s, but it was much smaller, Asphalt Green did not exist, and the site was not adjacent to densely-packed residential buildings at the time. Second, the city argues that the zoning regulation covers only private transfer stations, not the City's own transfer stations. While this is technically true, it certainly violates the spirit of the rule, which is to keep transfer stations and sensitive populations apart from each other.

The zoning rules also limit the hours of operation at a transfer facility: "Non-putrescible solid waste transfer stations located in an M1 district may not receive solid waste between 7 p.m. and 6 a.m."¹³¹ Although the East 91st Street MTS is located in a residential neighborhood, it has been "spot-zoned" as an M1 district (i.e., light industrial uses), despite the fact that there is no other industrial activity planned or present. Nevertheless, the East 91st Street MTS is expected to operate 24 hours per day, 6 days per week, including overnight deliveries between 8pm and 8am.¹³² While the East 91st Street MTS will receive putrescible waste only, the plan to receive waste 24 hours daily seems to violate the spirit of the rule, which is to protect children and others from the noise and pollution of nightly truck deliveries.

It is worth noting that, since 2002, New York City's Department of City Planning has completed 119 rezonings that cover more than 11,000 blocks, which accounts for over 1/5th of the city.¹³³ This is the

largest rezoning agenda since 1961 and has resulted in sweeping transformations of industrial waterfront areas into new residential neighborhoods.

Instead of siting an MTS in a waterfront, residential neighborhood next to parkland and Asphalt Green, the City could have instead rezoned the MTS sit to help reclaim that portion of the waterfront for public use, to help complete the Greenway around Manhattan, to create a new and improved open space, and to incentivize new investment in housing and economic opportunities in the nearby neighborhood.

VII. New York City Deserves a Smarter, Cleaner, More Cost-Effective Solid Waste Plan

In moving ahead, the City has an opportunity to follow a four-step hierarchy of recommendations from the U.S. Environmental Protection Agency that is designed to help cities move towards longer-term sustainability in their solid waste management.¹³⁴ In order of their long-term sustainability, these components are:

- **Waste or “source” reduction:** preventing or reducing waste at the source, by reducing packaging, redesigning products, and reducing the toxicity of products used in the city.
- **Recycling/composting:** collecting used, re-used, or unused items that can be processed into raw materials that are then remanufactured or processed into new products.
- **Energy recovery:** converting non-recyclable waste materials into usable heat, electricity, or fuel (often called waste-to-energy).
- **Treatment and disposal:** collecting solid waste and transporting it by truck, rail or barge to landfills outside the city.

Admittedly, creating a long-term plan that follows this hierarchy will take time to develop, and years to implement. However, it is a visionary approach that, if begun now, will pay dividends for the City for decades to come in terms of cleaner air, reduced climate change emissions, improved system efficiency, and overall cost-effectiveness. In the subsections that follow, the City’s current recycling, composting, and energy recovery approaches will be discussed in greater detail.

A. New York City Should Be a Leader in Recycling and Composting

New York City should be a national and global leader in recycling. In the 2006 SWMP, New York City committed “to achieving a 25% diversion of recyclables through its curbside program by 2007.”¹³⁵ Since then, the City has taken several additional steps to modernize and improve its solid waste disposal. In 2010, the New York City Council passed 11 Local Laws to update the New York City Recycling Law, which had only received marginal revisions since it was originally enacted in 1989.¹³⁶

Of these updates, Local Law 35 of 2010 requires DSNY to designate all rigid plastic containers as recyclable materials and to provide for their collection, which should increase overall recycling rates, especially now that the Sims recycling facility has opened at the South Brooklyn Marine Terminal.¹³⁷ In addition, Local Law 40 of 2010 updated the City’s recycling goals, setting a 2020 goal of 33% recycling rate for DSNY-managed solid waste. In 2011, then-Mayor Michael Bloomberg updated the solid waste

provisions of PlaNYC, the City's sustainability plan. In the 2011 revision, PlaNYC set an interim goal to double the DSNY-managed waste diversion rate from 15 to 30% by 2017, further enhancing the prior year's local laws.

Despite these ambitious goals, NYC's recycling rate for residential and municipal solid waste (collectively, MSW) is still just 15%.¹³⁸ The national average MSW recycling rate in American cities is 35%, and Los Angeles recycles nearly 45% of its MSW.^{139,140} New York City's recycling rate pales in comparison to that of European leaders like Austria, Germany, and Belgium, each of which recycles its MSW at a rate of roughly 60%.

Table 7: Comparing Global and National Leaders in MSW Recycling Rates to the US average and NYC^{141,142,143,144}

City / Country	MSW Recycling Rate
Austria	63%
Germany	62%
Belgium	58%
Seattle, WA	56%
Los Angeles, CA	45%
United States	35%
New York, NY	15%

The potential cost savings of a higher recycling rate could be substantial. As Table 8 below shows, if the City were to improve its recycling rate to the national average or to match the 45% rate reported by Los Angeles, it could realize significant cost savings.

Table 8: MSW Recycling Rates Comparison between New York City, US National Average, and Los Angeles

	Current Scenario in New York City	Scenario using the National Average	Scenario using Los Angeles's Recycling Rate
Current Recycling Rate	15.1%	35%	45%
DSNY-Managed Recycling (tpd)	1,728.1	4,017.4	5,165.2
DSNY-Managed Waste (tpd)	9,750.1	7,460.8	6,313
Annual Cost of Waste Management¹⁴⁵	\$ 265 million	\$ 203 million	\$ 172 million
Potential Annual Cost Savings	\$ None	\$ 62 million	\$ 93 million

Composting is another way that the City can reduce its waste stream, save money, and contribute to a more sustainable, more progressive future. While PlaNYC committed the City to delivering 50% of its food waste from landfills, that commitment remains unfulfilled.¹⁴⁶ Portland, San Francisco, Seattle and

Boulder all have impressive curbside compost pickup programs that could be considered for adaptation to New York City.

B. New York City Can Reap Benefits from Sustainable Energy Recovery

“Waste-to-energy” is the term used for energy recovery processes that convert trash into consumable energy via combustion, digestion, fermentation or hydrolysis.¹⁴⁷ Waste-to-energy processes can dramatically reduce the amount of waste destined for landfill. It also generates electricity, steam, or biogas that can be used to further reduce the overall energy profile of the original waste stream.

Currently, the City diverts less than 10% of its residential and governmental garbage to waste-to-energy facilities.¹⁴⁸ In response, the City has conducted a three-phased study to outline potential technologies, establish priority locations for construction, and develop a list of recommended providers.^{149,150,151} Although combustion (incineration) is the most widely used method in the U.S. and Europe, it is also fraught with the most environmental concerns due to emissions. As such, New York City mandated that combustion-based technologies would not be funded.¹⁵² The City has now evaluated several different new and emerging waste-to-energy technologies, identifying those most likely to succeed for the City.

VII. New York City Should Set Criteria for a New Solid Waste Plan

Since the SWMP was created in 2006, much has changed in New York City and in the world of solid waste management. A revised solid waste plan could better reflect current needs, long-term objectives, and new opportunities. Some key objectives to consider include:

Develop benchmarks for reducing the tons of waste handled by DSNY and private trucks in each borough and citywide. Each borough deserves to have a solid waste plan that decreases the burdens felt by communities that are over-burdened with today’s solid waste management. This plan should reflect the unique characteristics of each borough’s solid waste mix, its solid waste transportation infrastructure, and its residential communities.

Increase recycling and composting. Currently, New York City only recycles roughly 15 percent of its residential and municipal solid waste.¹⁵³ In contrast, the national average is 35 percent, and Los Angeles recycles 45 percent of its residential and municipal solid waste. New York City should develop and implement a plan to reach its current recycling goals, and to become a global and national leader on recycling and composting.

Increase the use of waste-to-energy (WTE): Although there are controversial forms of WTE, there are also success stories of clean energy being produced as a byproduct of a city’s solid waste disposal which generate money saving power. New York City should consider the cleanest, safest, and most efficient of WTE options, while skipping those WTE approaches that create new environmental burdens on communities.

Transfer stations should not be sited in residential neighborhoods or near sensitive populations. Transfer stations—and especially large marine transfer stations—should not be in dense residential neighborhoods. Further, no transfer station should be near parks, playgrounds, schools, hospitals, or

other locations that attract large numbers of people, especially those who are most sensitive to diesel pollution, like children, seniors, and people with health conditions. The City's zoning regulations already prohibit new, private transfer stations in such locations, and the City should follow the same approach with its own facilities.

VIII. Conclusions and Policy Recommendations

The objectives of the SWMP are sound, but modifications are necessary to ensure that the city actually meets the objectives of a "cost-effective, reliable, and environmentally sound system for managing the City's waste over the next 20 years." Some say that changing any one piece of the SWMP undermines the whole plan. However, the SWMP has already been modified in numerous respects. The objectives of the SWMP would actually be advanced if the plan to construct the East 91st Street MTS was cancelled in favor of more sustainable and cleaner solutions.

In moving ahead, the de Blasio administration, the Department of Sanitation, the City Council, and all stakeholders should work together to revise the SWMP and create a revised, more modern solid waste plan that meets the objectives of the SWMP, but also creates a truly world-class solid waste plan that is more focused on reducing the tonnage of the City's solid waste through waste or source reduction, recycling and composting, and energy recovery. Because implementing this approach will take time and because some of the City's waste cannot be handled by these approaches, long-distance treatment and disposal would continue to be the primary means of handling our trash in the near term, but it would become an increasingly smaller part of the solid waste system as the overall plan is implemented.

The following recommendations can be implemented immediately:

- ***Modernize the City's long-term solid waste plan in a way that reduces the tonnage of the City's waste, increases the amount of recycling and composting, and takes advantage of emerging, sustainable waste-to-energy projects.*** More than 90% of the City's solid waste-related truck miles are unaltered by the current SWMP. A more sustainable solid waste plan would account for the needs of over-burdened communities and sensitive populations like children and seniors. It would also review the City's current commercial truck routes and suggest alternatives that reduce the impacts of the City's trucking on residential communities. If the City recycled its residential and municipal solid waste at the national average, it could save \$62 million annually. If the City matched the 45% recycling rate of Los Angeles, it would save \$93 million per year.
- ***Review and re-evaluate the plans to build the proposed Southwest Brooklyn MTS.*** The IBO has not studied cost escalations at locations other than the East 91st Street MTS. However, other MTS projects may face similar cost escalations, since they are based on similar designs and/or have faced similar delays. In particular, the de Blasio administration and/or the IBO should review the current cost impacts of the Southwest Brooklyn MTS project before proceeding further.
- ***Suspend the plan to build the East 91st Street MTS.*** By suspending this project now and maintaining the interim plan while developing a more sustainable solid waste plan, the City

would free up millions of operating budget dollars immediately. According to the IBO, doing so would save \$26 million in the first fiscal year, \$106 million over the first four fiscal years of operation, and more than \$600 million over 20 years. In the process, it also would avoid subjecting one of the City's most densely populated communities and the diverse users of one of the City's most valued sports and recreational facilities to significant environmental impacts.

- ***Adopt incentives that will clean up the private trucks that carry commercial waste, using a fraction of the savings from the East 91st Street MTS and potentially other SWMP amendments.*** Now Local Law 145 of 2013 will require the clean-up of these trucks by 2020, the City should consider investing in incentives that will help private carters retrofit or replace their trucks on a more accelerated timeframe. Other cities and port authorities have had great success with programs that either subsidize or provide low-cost financing for the purchase of diesel particulate filters to accelerate their use, including the Port Authority of New York and New Jersey and a City program at the Hunts Point market. Successfully implementing this new law will reduce citywide particulate emissions from solid waste removal by 70%. Implementing this new law will bring far greater air pollution relief to communities with truck garages, transfer stations, and truck routes than the current MTS strategy.¹⁵⁴

In the end, these recommendations further the objectives of the SWMP for a post-recession, post-Sandy world. If implemented, children and other New Yorkers in every neighborhood in the city will breathe less harmful diesel pollution, the City will be further along the path to a more sustainable solid waste future, and the city will have a more cost-effective and reliable solid waste program that frees up funds that can be used to meet the City's many pressing needs.

Endnotes

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- ¹¹⁴ According to the IBO memo, the facility fee would be \$128.47 per ton at the rate of 577 tons per year (projected residential garbage from the four slated districts). However, the calculation needs to be on the total permitted amount; therefore, if the daily tonnage is scaled up to the permitted capacity of 1,500 tons per day (720 from DSNY and 780 from commercial carters), the new facility fee would be \$49.42 per ton. Adding this amount to the \$106.72 yields the estimated East 91st Street MTS tipping cost of \$156.14.
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- ¹¹⁶ IBO Report.
- ¹¹⁷ The facility fee estimated in the IBO report is \$128.47 per ton and was developed by the IBO based on an average of 577 total tons per day. However, to more accurately reflect the total tonnage at the East 91st Street MTS, the pro-rated facility fee should be based on 1,500 tons per day (720 from DSNY and 780 from private commercial carters). Thus, the new facility fee would be \$49.92.
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- ¹²⁸ "Removing New York's Trash". Citizens Budget Commission. http://www.cbcny.org/sites/default/files/Interactive/Next%20Mayor%20Series/Waste%20Transfer%20Stations%20Map/WTE_Map.htm.
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http://nyc.gov/html/dsny/downloads/pdf/swmp_implement/otherinit/wmtech/phase2.pdf.

¹⁵¹ "Evaluation of New and Emerging Solid Waste Management Technologies." Prepared by Alternative Resources, Inc. in association with the City of New York. Phase 3. March 2012.

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¹⁵³ The City of New York Department of Sanitation. Agency Performance Reporting, New York City Mayor's Office of Operations, www.nyc.gov/html/ops/cpr/html/home/home.shtml. October 2013.

¹⁵⁴ Local Law 145 of 2013. <http://legistar.council.nyc.gov/LegislationDetail.aspx?ID=1482538&GUID=4BFF5D2D-3763-4235-AF7B-FFA65B2D70F7&Options=ID|Text|&Search=1160>

Testimony of Dr. Samantha MacBride

Oversight: Sanitation Policy in NYC: Ideas for the Next Four Years.

February 24, 2014, in the 16th Floor Hearing Room, 250 Broadway, New York, NY

Chairman Reynoso, Committee members King, Gibson, Constantinides, and Matteo . Thank you for allowing me to speak here today. My name is Dr. Samantha MacBride, I am an Assistant Professor of Public Affairs at Baruch College (CUNY), and author of *Recycling Reconsidered*, a book on the history of recycling policy in New York City. Between 1998 and 2012, I worked as a planner and analyst at the Department of Sanitation's Recycling Bureau, learning about the essential work that this great agency does to collect waste and keep the city functioning. It is with this background that I offer my suggestions to make waste management more equitable and sustainable in New York City for the 21st century.

As you are well aware, a small number of communities in the Bronx and Brooklyn have for over a decade borne the burden of waste transfer facilities, and their truck traffic, for all of the city. It is imperative that we improve standards for commercial waste truck emissions, bringing them in line with those for the Department of Sanitation fleet, which is among the cleanest in the nation. We must move forward to negotiate a decrease in permitted capacity among stations in the South Bronx and Greenpoint Williamsburg, and proceed with using the city's network of refurbished marine transfer stations for more efficient, clean transfer of garbage out of the city for landfill disposal.

These steps will bring immediate relief to residents unfairly and disproportionately affected by air pollution, noise, and pre-emption of green, waterfront access. But they are only a first level solution. Closing some garbage transfer stations and utilizing others only shifts the location of waste disposal infrastructure. It does not improve how we deal with waste overall. Each year, NYC residents and businesses send millions of tons of mixed municipal garbage to distant landfills, much of it moving through transfer stations in New Jersey in over-burdened communities, to travel as far off as North Carolina, where our tonnages burden yet other communities and contribute to air and water pollution, along with greenhouse gas emissions. The majority of these shipments consist of rotting materials – food scraps, unrecycled paper, yard trimmings, and other decomposable items. If you will excuse my language, such materials are why garbage stinks, why garbage decomposes and poses health threats, and why it generates greenhouse gases when landfilled.

This organic material doesn't have to be treated as trash. At present, there are a host of innovative pilot programs, and established endeavors, taking place in NYC to route organics towards composting, with some also including capturing the gas, called biogas, from the composting process to make energy. These efforts range from community based projects organized around gardening and education, such as the Lower East Side Ecology Center, to curbside collections by the Department of Sanitation from schools, homes, and even some apartment buildings. There is also work being done to promote collection of food wastes from restaurants and grocery stores, for similar end use. There is even the interesting possibility of fueling clean, low emission Sanitation trucks with biogas from the composting process. Various forms of composting can work equitably and efficiently at individual, community and municipal scales to provide a web of benefits to the New York City social ecosystem.

In contrast to other new measures to collect and recycle things like e-wastes, plastics, or even textiles, the tonnages of compostable organics are huge. This is not to say organics are more important to recycle than other stuff, but that if we can get a system going in which most organic waste goes for composting, instead of disposal, the impacts on NYC waste will be systemic. What do I mean by systemic? I mean large enough to make major shifts in collections and reap economies of scale from doing so. Getting small quantities of commodities like yogurt tubs or fluorescent bulbs recycled is good for the city and the environment in a number of ways; but routing large quantities of organics away from disposal, especially through curbside collection, has the potential to be a game-changer in terms of reducing garbage trucks and routes reducing New York City's carbon footprint in a big way. It can also generate enriching, job producing marketable commodities in and near NYC: namely compost and the gas that comes with it.

For this to work at a large scale, the Department of Sanitation has to be behind the effort 100%. From my experience in this agency, for which I have great affection, I can say that since the establishment of the city's recycling program in the late 1980's, options for doing something with trash other than disposing of it have been treated, at best, as an afterthought or a sideline. Too often, budgets for recycling, composting, and waste prevention programs have been slashed before they have had the chance to get going. It is frankly more complicated to collect different materials for different types of recovery, to think about different receptacles and forms of education, to dedicate different trucks and routes for collection -- than it is to dump everything in one black bag, pick it all up, and send it to a landfill. Again and again, the simplicity and initial cost-competitiveness of wasting has ground down efforts towards more sustainable forms of handling refuse.

As of now, the legislation mandating a curbside organics pilot collection program sets out a period of two years before it will be "re-examined." A new organics program, like any new program, will take time to ramp up, and will initially, on a per ton basis, cost more than the regular way of collecting and disposing garbage for reasons I can discuss in more detail if you would like. While there are many at

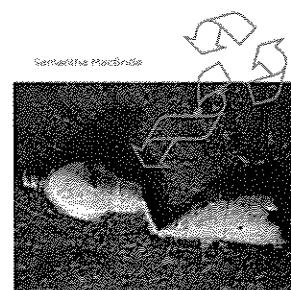
the Department of Sanitation in the Recycling Bureau who are working hard to roll out the program, conduct education and secure infrastructure for its acceptance, my experience has been that the priority of “systemic change” has yet to be fully integrated into overall mission of the rest of DSNY. **We must have systemic change.** The level of effort and attention to plan for long-term export of garbage to landfills should be matched, if not surpassed, by efforts to make such long-term export far less needed in the future. This also means serious commitment to siting small, medium and large scale facilities for composting equitably around the city.

Getting busy New Yorkers and overworked building supers to separate organics, and recycling, for separate collection is challenging in this dense metropolis. In cities as diverse as Binghamton, NY and Seoul, Korea, vast improvements in composting and recycling have taken place when buildings pay a fee of a dollar or two for official municipal garbage bags, but can put out separated recycling, and separated organics, in bags at no cost. This system, called “pay as you throw,” is proven and, when paired with property tax rebates to cover bag costs, need not burden building owners with additional expense – provided they separate recyclables and compost from trash. The Bloomberg administration considered such a system but abandoned it for political reasons. I encourage you to take up serious consideration of pay as you throw systems in the legislative cycle to come.

Like it or not, the 21st century will bring environmental developments that will spell major societal shifts in how we live in cities. The Department of Sanitation, a proud agency with a century of experience under its belt, can handle the new challenges as it continues its excellent work cleaning the streets and picking up stuff from the curb. Its curbside organics program can be a game changer in overall operations, with big, sustainable impacts. I encourage you to hold the Department to its course in this area, and remain at your service in any way I can be of help.

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RECYCLING
RECONSIDERED
The Present Failure and Future Promise of
Environmental Action in the United States



MIT Press 2012. Council
members may contact me with
requests for a complimentary
book copy.

Illustrations of Major Concepts

Figure 1. What Is in Our Trash

Currently, most of the garbage we send to landfills (or the Convanta incinerators) is organic and could instead be composted. In landfills, this organic material does not harmlessly turn into soil; instead, it emits large quantities of methane, a potent greenhouse gas.

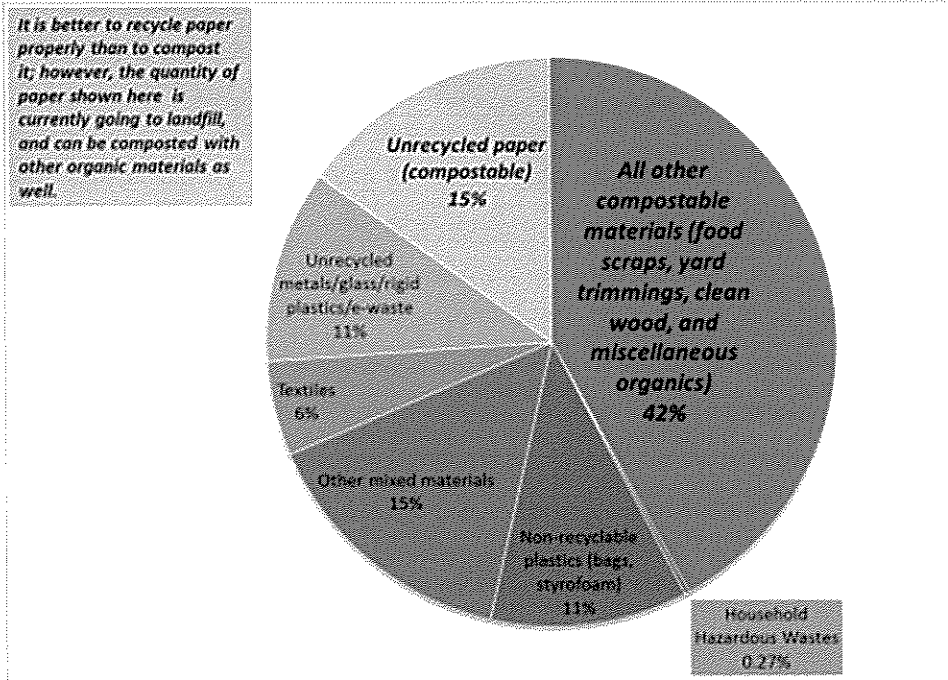


Figure 1. (Data source: DSNY 2004-2005 Residential and Street Basket Waste Characterization Study)

Figure 2: Immense Quantities of Compostables Being Disposed.

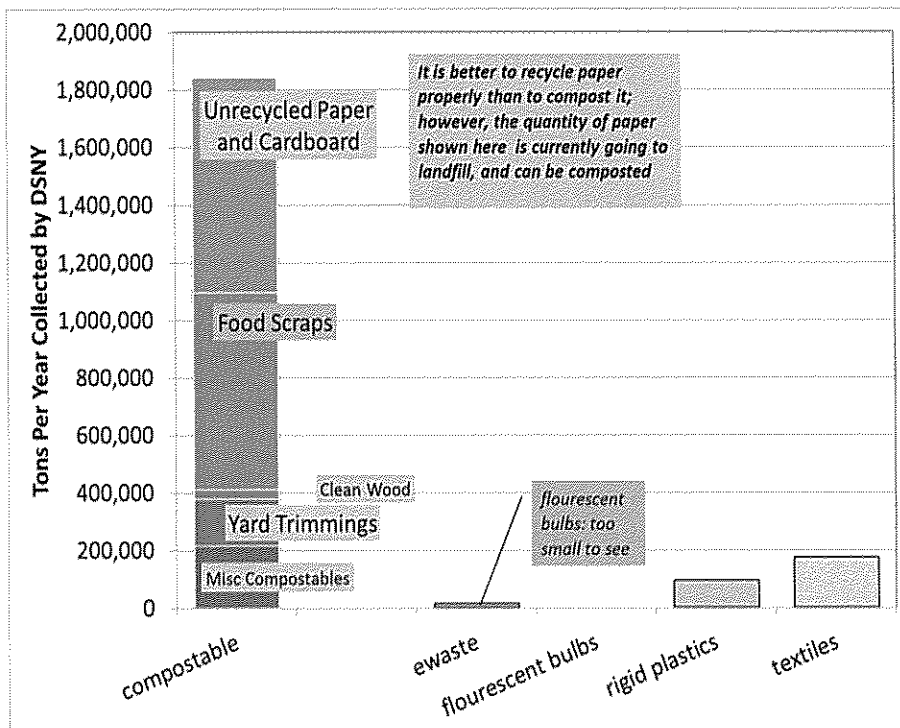


Figure 2. (Data Source: DSNY 2004-05 Residential and Street Basket Waste Characterization Study, applied to 2013 DSNY disposal tonnages of approx. 3.2 million tons per year.)

Relative tonnages of e-wastes, rigid plastics, textiles, and fluorescent bulbs -- all subject to current city efforts to increase diversion -- are shown in comparison to compostables.

Recovering these and other recyclables is important, but the mass of organics makes diversion of this portion a systemic game changer for collection and processing infrastructure in the city. When large tonnages of throwaways start to be collected for recovery, instead of disposal, economies of scale mean that truck routes are changed and systemic operations evolve.

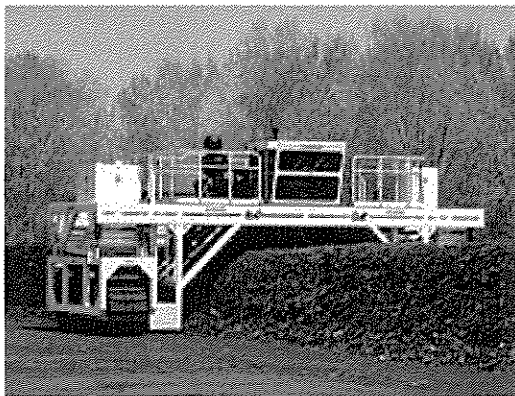
In 1986, the Department began a pilot newspaper-recycling program with trucks that look very different than those used today.



(Photo source: www.nyc.gov/wasteless)

Any new separation program costs more initially than a business-as-usual garbage to landfill system; this was the case with recycling of paper, bottles and cans back in 1989. Today, nearly 1 million tons of these recoverable materials are collected by DSNY recycling routes each year. A two year pilot program for organics recycling will not be enough time for the shift in collection and processing practice to prove itself financially. **Curbside recycling grew over time; organics recycling needs this chance also.**

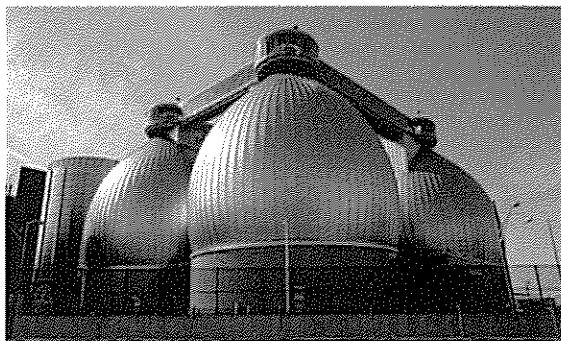
Backyard **composting**, community composting, outdoor municipal composting (currently at sites in Staten Island and the Bronx), and enclosed anaerobic digestion to produce compost and biogas are compatible methods to recover the value from organics that would otherwise go to the landfill. They work together at different scales, involving everyone.



Staten Island Compost Facility (Photo source: www.nyc.gov/compost)

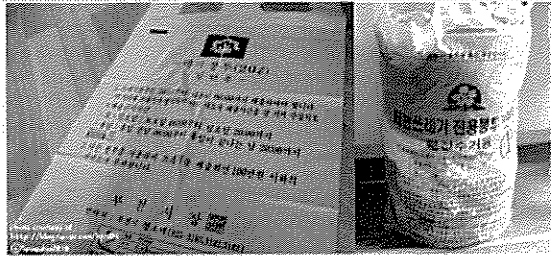


Brook Park Community Garden, Bronx (Photo source: www.nyc.gov/compost)

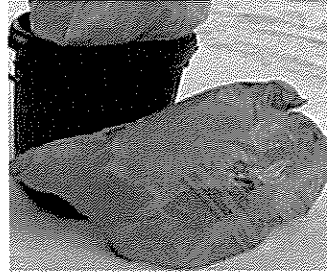


Newtown Creek WWTP is an example of an anaerobic digester.

Pay-as-you throw bag systems incentivize recycling and composting by charging buildings for garbage bags, but allowing recycling and compostable to be put out in clear bags for free. Binghamton NYC is a nearby example of a successful system; Seoul, Korea is a more far off example of a huge dense city like NYC using this method.

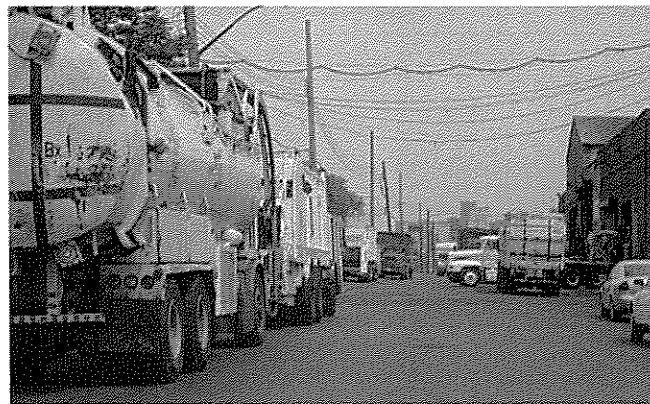


Bags used for garbage in Seoul, Korea.(photo source: blog.korea.net)



Similar concept in Binghamton, NY where residents must put trash in green city bags, but can set out recycling and yard waste for free collection (Photo source: wbng.com)

Systemic Change: Rather than seeing garbage to landfill as “regular collection,” and recovery programs as add-ons that can be cut when need arises, NYC waste management needs to move to thinking of recycling, composting, and other forms of recovery as “business as usual,” phasing out most landfilling in the long term. When large tonnages of material are separated for recycling or composting, collection becomes more productive, and less expensive. Diverting small tonnages of different items is good for the environment, but doesn’t fundamentally change the allocation of trucks and routes in NYC.



Changes in truck routing, queuing, and ultimately disposal systems require large tonnages of materials to be re-routed to better recovery destinations. (Photo source: Samantha MacBride)

Each month, DSNY allocates weekly truck and tonnage targets to each of its 59 districts to better manage productivity. These targets are closely monitored to ensure productivity improvement goals are met. District Superintendents must constantly evaluate routes and tonnage in their districts to achieve these targets.

DSNY Annual Report 2013, p. 12

New York City Council
Committee on Sanitation and Solid Waste Management

HEARING RE:

*Oversight of Sanitation Policy in NYC – Ideas for the Next Four Years
Monday, February 24, 2014 at 1:00 p.m. in the 16th Floor Hearing Room
250 Broadway, New York, NY*

TESTIMONY OF DAVID BUCKEL
CO-FOUNDER, NYC COMMUNITY COMPOST ROUNDTABLE

Good afternoon, and many thanks to the Committee for conducting this public hearing.

My name is David Buckel, and I am a founding member of the New York City Community Compost Roundtable. As a volunteer and consultant, I have helped develop many community compost sites in New York City. Hundreds of small community compost sites exist, but roughly half a dozen have reached a scale where they can recover several tons a month of food scraps from neighborhood waste streams, not only diverting it from landfill but using it to green their neighborhoods, including their urban farms, public school food gardens, and street trees.

These larger scale sites have demonstrated the following:

1. *Food scraps can be recovered in significant amounts for greening projects entirely within a community*, closing the loop in a way that not only greens our neighborhoods but also reduces the trucks needed for large centralized operations;
2. *Community compost sites best engage the public in recycling goals*, because residents can create the benefit for their neighborhood with their own hands and better connect to the larger goals of recycling and environmental stewardship.

For more details on what community composting can accomplish for our City, I have attached to my submitted testimony a policy paper that grew out of discussions among members of the New York City Community Compost Roundtable (also see <https://sites.google.com/site/communitycompostnyc/community-composting/community-sites-nyc>).

Obviously community compost sites cannot divert all food scraps generated in our City for the benefit of neighborhoods – 100% diversion will require a partnership with centralized municipal and commercial operations. The real question is how the balance is struck among the various partners. But community composting presents the most environmentally sustainable approach because it closes the loop best, engages the public the most, and greens our neighborhoods. Thus any solid waste management plan for recovering organics like food scraps from our waste stream must establish community composting as the first priority for maximum development. Once that development is achieved, we will know what needs to be addressed by the other key and important partners: centralized municipal and commercial recovery.

Sanitation has already provided substantial support for the handful of larger scale community compost sites. But there are hundreds of neighborhoods that need such sites, and to have a good balance we need to develop financially sustainable models that do not depend on taxpayer money.

Two obstacles exist at the threshold, and more details are in the policy paper I mentioned:

1. Business Integrity Commission (also known as BIC): BIC is a City agency with the Sanitation Commissioner as a director, and BIC successfully conducts the important job of fighting corruption in the hauling industry. But BIC's regulations, fashioned to address large hauling businesses in a pre-sustainability era, now stifle growth of community composting. A community composter cannot stop by the local coffee place to pick up one of the best ingredients for compost: the coffee grounds that otherwise go into the trash. A small business cannot get off the ground, even if it is merely a part-timer hauling food scraps by bicycle to one community compost site. We partnered with the Manhattan Solid Waste Advisory Board and met with BIC over a year ago to pursue changes, but to no avail. We need a review of the City's code that governs BIC so community composters are encouraged rather than discouraged in greening our City.
2. Lack of a citywide coordinator: At its best, community composting grows from within a community and draws in community members who volunteer their time, but rarely are there resources to manage things like registering and filing reports with the State Department of Environmental Conservation, or understanding how to avoid fines from the City's BIC, or replicating the protocols that have successfully eliminated odors and rats at existing sites.

Further, small businesses in support of community composting need direct assistance in developing models to generate revenue, either on the hauling or processing side, including assistance with retail rules for selling compost. We need a citywide coordinator whose job is to provide direct assistance with these matters so New Yorkers are better able to keep alive their commitments to environmental stewardship.

To address these two obstacles, we cannot wait for a long-term study or a report, because we are losing energetic and passionate New Yorkers who cannot get past these obstacles and just give up.

In conclusion, there are two steps this Committee could take at the threshold to help grow the community compost movement:

1. Request that the City's Business Integrity Commission review its interpretations of the City's administrative code to identify how it can help grow community composting, and otherwise propose what changes in the code are needed to support such growth;
2. Request the public's input on the creation, at a municipal agency or partner non-profit, of a citywide coordinator whose job is to actively and directly support development of community compost sites and the small green businesses that support them.

For achievement of these goals of greening our City, fostering small green businesses, and giving New Yorkers more opportunities to help, there are few better agents for change than this very Committee.

Many thanks for your time.

COMMUNITY- BASED COMPOSTING

**WHY MAXIMUM MUNICIPAL SUPPORT
IS NECESSARY TO HONOR LONG-TERM
VALUES OF SUSTAINABILITY, AND HOW
TO MOVE FORWARD IN NEW YORK CITY**

A POLICY PAPER CO-DEVELOPED BY MEMBERS OF THE NYC COMMUNITY COMPOST ROUNDTABLE

Excellent work has been and is being done to create a sustainable City, and it is now possible for one of the foundation stones – community composting – to move fully into place. Community composting represents the best effort we can make in recovering organic resources, not only because it closes the loop tighter than centralized composting, but also because it can better engage the public in environmental stewardship.

Acknowledgement

This document reflects work that began at the NYC Community Compost Roundtable last summer, and matured through many subsequent meetings and conversations, in particular with those listed below. Many thanks to the following for their thoughtful comments and other contributions, provided in their individual capacities and not necessarily on behalf of their organizations:

Robin Barton (NYC Community Compost Roundtable), Charles Bayrer (Earth Matter), Tanya Bley (North Brooklyn Compost Project), Christine Datz-Romero (Lower East Side Ecology Center), Marisa Didominicus (Earth Matter), Hans Hesselein (Gowanus Canal Conservancy), David Hurd (GrowNYC), Claudia Joseph (Old Stone House), Laura Rosenshine (Community Compost NYC), Natasia Umi Sidarta (Gowanus Canal Conservancy), Sherry Showell (Park Slope Food Coop), Jason Smith (New York Restoration Project).

February, 2014 - David Buckel (content), Josh Treuhaft (design); Members, NYC Community Compost Roundtable

This is a call to action for those who support a vision of helping New York City residents become environmental stewards.

Such a vision builds upon community-based composting as part of the foundation for recovering organic resources from our waste streams, because it is the most environmentally sustainable approach, best engages the public in stewardship, and strengthens our resiliency. Excellent work has been and is being done to create a sustainable City, and one of the foundation stones – community composting – can now move fully into place.

To claim truly the label of “sustainability,” it is necessary to factor in the hidden costs to the environment of large and highly centralized forms of resource recovery from waste streams. Community composting best reduces those hidden costs by keeping organics as close as possible to the source. That said, our City’s land usage was not designed for full sustainability, so while recovering organics through community composting is best, we need municipal and commercial recovery to manage the rest. But the challenge is to find the *right* balance – rather than the *convenient* one – between centralized and de-centralized systems. That means the City needs to expand community composting in a meaningful and substantial way, refusing to accept obstacles that can indeed be removed. This paper explains why and how.

What is community composting?

Urban community composting is a type of composting that is scaled to fit a community-based context like a neighborhood or college or place of work, and it recycles organic material as locally as possible with as much community participation and education as possible. It is a form of what's known as decentralized composting, and contrasts to centralized composting that involves city-wide collection of residential or commercial organic material that is transported a distance. The first goal for community composting is that organic material flows the shortest possible distance in a cycle internal to a community, from the sources to a compost site and then, in a new form as mature compost, to greening projects in that same community. The second goal is to maximize participation of community members, both to help sustain the operation but also to foster individuals' education about and commitment to sustainable practices. Obviously in large urban settings community composting cannot recover all organics, for which municipal and commercial partners are necessary, but good policy dictates that community-based sites should be developed to recover as much as is feasible.

What are the benefits of community composting over other forms of recovering organics from our waste stream?

Urban community composting best promotes long-term values of sustainability for many reasons:

- **Better for the environment** – reduces environmentally costly transport by greenhouse gas emitting trucks, because compostables can more easily be processed at or near the source, at the neighborhood level, see 2011 Master Plan For Resource Recovery in Austin, Texas (" . . . [D]ecentralized composting processes can reduce the carbon footprint of collection and transportation while consuming organics in more localized situations that do not require large organized collection programs)
http://austintexas.gov/sites/default/files/files/Trash_and_Recycling/MasterPlan_Final_12.30.pdf;
- **Better supports the sustainable practice of local food growing** – increases community access to finished compost for growing food locally, for private, public, or institutional use (for example, urban farms in low-income neighborhoods, home or community food gardens, public school gardens, restaurants, food markets), and helps to shorten the distance between where some food is grown and where is it consumed;
- **Better supports other local greening projects and rehabilitation of urban soil** – increases community access to finished compost for local greening projects like street tree campaigns, household flower gardens, beautification/maintenance of parks/meridians, and more generally the construction of bioswales for improved stormwater management;

- **Best promotes public's commitment to all forms of recycling through involvement in just one form of recycling** – increases opportunities for the public to engage more meaningfully in sustainable recycling practices, because individuals can be involved more in processing compostables than in recovering other resources in the waste stream (glass/metal/paper/plastic), and they can more easily see the connection to growing their own food and beautifying their own streets/parks, all of which raises their environmental awareness about the importance of all efforts to reduce, re-use, and recycle, not just composting;
- **Improves compost** – increases quality of compost because heightened levels of the education and environmental awareness inherent in community composting, with direct connections to the neighborhood's improved food and beauty, thus leading individuals to sort their compostables with greater care and thus reduce the level of contaminants;
- **Best builds support for other significant composting programs like municipal residential and commercial pickup** – the heightened commitment and awareness gets us closer to public readiness for the contaminant-free source separation needed for City-wide municipal residential and commercial pickup;
- **Strengthens our resiliency in the face of climate change** – we build up our urban soil and improve stormwater management through community composting, at the same time that we improve our capacity to grow food locally;
- **Creates jobs** – community compost operations without powered equipment depend heavily on human labor, and that creates potential for local jobs.

For all these reasons, the City should strive to realize the potential of community composting to the maximum extent, making serious efforts to identify at least several hundred additional community compost sites and provide appropriate support to launch programs. Once the appropriate scale is identified for recovery through community composting, then it will be easier to quantify what we have to manage otherwise through important partnerships with centralized municipal and commercial organics recovery.

But if community composting can't manage all the organics in the City's waste stream, why bother?

Recycling does not prevent all human harm to the environment, but we still do it because the planet is better off – as are we – for our having made the best efforts we can. Community composting represents the best effort we can make in recovering organic resources, not only because it closes the loop tighter than centralized composting, but also because it can better

engage the public in environmental stewardship. Such composting would be the only choice if the design of our cities allowed for it. But there are limits we must accept, especially relating to overbuilt land. Nonetheless, accepting limits does not mean choosing solely what is convenient over what is not, or big over small. It means we need to find an appropriate balance of approaches to resource recovery, giving extra weight to the most environmentally sustainable approaches while also accepting other approaches to meet the goal of maximum recovery. Decentralized community composting must work in tandem with municipal residential and commercial organics recovery – all are important components and the discussion needed is about appropriate scale for each.

New York City is poised like few other cities to find the right balance in favor of long-term values for sustainability. Elsewhere, municipal residential pickup has been adopted in the first instance as the predominant choice, often supplanting decentralized composting and impeding efforts better to reach long-term values for sustainable practices. New York City can benefit from its current position, where choices remain partly open and can be calibrated to ensure maximum support for decentralized composting. New York City can create a national model of sustainability for urban areas.

The exciting potential in New York City turns partly on the existing field of burgeoning neighborhood-based compost sites. Strong as the programs are, the challenges are to scale up by supporting high operational standards, remove unnecessary regulatory obstacles that thwart growth, and seek paths to financial sustainability with an appropriate level of independence from taxpayer money.

Why is community participation and education a necessary component of community composting?

Community composting offers an unusual opportunity in the recycling world for individuals to create something of value for their community with their own hands. After seeing up close how food and other organic discards turn into “black gold” for greening their streets, parks, school gardens and urban farms, many participants walk away thinking “how can we not be doing this as much as possible?” Thus many community composters believe their work is the gateway to the bigger realms of recycling and sustainability. That is how we grow the numbers of environmental stewards around the City. And at the micro level, picking through a mass of materials to extract inorganics – like twist ties and rubber bands and stickers – develops a culture of mindfulness regarding source separation for all forms of recycling, including municipal and commercial.

 **Many community composters believe their work is the gateway to the bigger realms of recycling and sustainability.**

How big is too big in defining a community compost site?

For now, it may depend. Certainly a city-wide program is too big because by definition urban community composting is looking to close the loop as tightly as possible. But as mentioned above, our cities were not designed to make space for fully sustainable practices like community composting, which confronts many other obstacles on the path to success, including unhelpful regulatory agencies and a resistant public. That means we have to make all sorts of temporary adjustments along the path, like taking feedstock from neighboring communities and perhaps getting a bit larger than we would like if it preserves a key feedstock source. But as our models evolve, we need periodically to be reviewing our goals and asking the key questions:

- /// **are we helping to make sure organic material flows the shortest possible distance in a cycle internal to a community, from the sources and then back to a community's greening projects?**
- /// **are we maximizing participation of community members, both to help sustain the operation but also to foster individuals' education about and commitment to sustainable practices?**

What if the “community” is a restaurant or grocery store that separates out food waste and pays a hauler to take it to a commercial compost facility somewhere within the city limits?

Assuming responsible practices on everyone's part, that approach could be the most sustainable option available. But it does not aspire to the goal of community composting, which is to recycle organics as nearby as possible and foster participation of community members in the greening of their community as part of a larger role of environmental stewardship. Many communities, not just residential neighborhoods but public schools and restaurants and grocery stores and companies in general are striving to achieve the goals of community composting.

What about anaerobic digestion?

Anaerobic digestion is typically a commercial venture, and does not produce compost, but instead a biogas and a solid byproduct called digestate. The biogas is sold. The digestate might serve as a feedstock for a community compost site, depending on a number of factors including the quality of that particular feedstock. An important issue is to clarify that there will be a sustainable use for such digestate, and ensure it does not get transported to landfills.

What are the next steps for community composting?

The City's community composters are working hard to develop sites, recover increasing amounts of organics from the waste stream, and promote environmental stewardship. Many more stand ready to join, but the obstacles are challenging. Here are two of the top priorities that need to be addressed:


Amend the Code that governs the NYC Business Integrity Commission to clarify that it must convert from an agency that stunts the growth of community composting to one that actively supports community composting.

The Business Integrity Commission's important function is to be "responsible for licensing, registration and regulation of businesses that remove, collect or dispose of trade waste and trade waste brokers." In carrying out its function, the Business Integrity Commission ("BIC") has successfully combated "unscrupulous businesses in the industry." The City is far better off owing to BIC's hard work.

But an unintended effect of BIC's important work is the stunting of community composting. Prospective supporters and funders of community-based composting identify BIC as a reason not to support community based composting. There is a misperception that BIC would require a license for residential organic waste to be transported to a community composting program, reaching so far as to prevent a homeowner from walking kitchen veggie scraps down the street to a garden's compost bin. In addition, small composting programs need material like coffee grounds and wood shavings for the best composting, and the best sources are commercial, but it's believed that BIC would require a license for a neighborhood composter to swing by the local restaurant to pick up coffee grounds or swing by the local carpenter's shop to pick a bag of wood shavings, or that BIC would otherwise bar those commercial sources from providing those materials. While small business community composters thrive in other cities like Philadelphia, in this City they die before they start, or operate under threat of a legal penalty. These and other perceptions stunt the growth of an important effort to reach our diversion goals for the waste stream and otherwise foster environmental stewardship in the City.

The stunting of community-based composting contradicts the law creating BIC. Under the City's Administrative Code, Title 16 governs BIC's important work, and it requires in part the "the recovery of materials from the New York city solid waste stream for the purpose of recycling such materials." Further, Title 16 requires that it be liberally construed to effectuate its goals. This means Title 16, to the extent consistent with a liberal construction to effectuate recycling goals, must be construed to support community-based composting.

Community composters have made efforts to correct problems, last year collaborating with the Manhattan Solid Waste Advisory Board (MSWAB) for support, and meeting with BIC and supplying them extensive background information. But there has been no change.



Create a position for a community composting coordinator at an appropriate agency / non-profit with the task of helping community-based compost sites launch, meet high operational standards for producing quality compost and controlling odors/rodents, and engage the public to foster environmental stewardship.

Much like small business needs support through NYC Small Business Services, community composting needs support. The City has a uniquely vibrant pool of dedicated environmentalists willing to advance the City's goals for resiliency, diversion from landfills, and developing the public's environmental stewardship. But that potential will dissipate in the absence of support. Lacking an infrastructure like Small Business Services, community composters confront numerous obstacles. They need operational advice and other support to achieve their goals of creating quality compost while controlling for odors/rodents and motivating public participation. They need help in managing a regulatory matrix that was created for large commercial operations who present far larger potential threats to the environment and who can pay for the support they need with regulations to succeed in making a profit.

The first step in solving the problem is to create a position for a city-wide community compost coordinator whose job is to share and help explain appropriate standards, plan site layout and operational protocols to meet those standards, assist with registration at the NYS Department of Environmental Conservation and manage the challenges presented by the NYC Business Integrity Commission, and otherwise be available to assist in the effort to help achieve the City's goals for environmental stewardship and diverting 75% of its waste from landfill. The coordinator position could be housed at an appropriate City agency or funded at a non-profit partner.

To build on and bolster all the excellent work done by so many advocates to build a sustainable City, one foundation stone now needs to move fully into place so we can have a solid basis for optimizing sustainability. We need the City's most pertinent regulatory agency for composting, governed as it is by the recycling law in which we take great pride, to support rather than thwart community composting. Further, just as small business needs assistance to launch and thrive, community compost needs a city-wide coordinator to help reach best the goals to lower the City's carbon footprint, increase local food growing, expand community greening projects, grow the public's environmental stewardship, reduce contaminants in recovered resources, strengthen resiliency, and create jobs.

 **The City's most pertinent regulatory agency for composting must support rather than thwart community composting.**



United War Veterans Council, Inc.

February 24th, 2014

To: New York City Council

Re: Oversight: Sanitation Policy in NYC: Ideas for the Next Four Years

Respectfully Submitted by:

United War Veterans Council, Inc.

Vincent McGowan: Founding President United War Veterans Council

Debra Menich: Director, UWVC Recycling

Mario Figueroa: Executive Director, UWVC Veteran Services

The United War Veterans Council (UWVC) is a 501 (c) 19, that since 1985, has produced and executed the annual Veterans Day Parade in New York City, as well as provide a wide range of services for local veterans of all eras.

UWVC models itself as a “Social Business” in that it derives an independent income stream from its reuse and Recycle Program. This is a program with 8 years of success that is currently reusing and recycling, minimally, 90 tons of clothing and household goods per month, primarily in Manhattan, Queens, and Staten Island, diverting these reusable or recyclables from being incinerated, landfilled or otherwise dumped. This follows a closed-loop user to re-user model—reuse through resale.

UWVC estimates that its veteran programs could generate \$400.00 to \$2800.00 dollars per month, per veteran, which would be directly reintroduced back into the NYS economy, all at virtually no cost to the state.

UWVC Mission:

The United War Veterans Council mobilizes our communities to honor and support America’s veterans.

Our vision is to ensure that the public always embraces its commitment to those who have served and sacrificed in defense of our freedoms.

UWVC Purpose:

- Support and promote a wide range of initiatives that provide vital services to our veterans community including health, education, employment, housing, mental wellness, and family counseling.
- Raise positive awareness and increase understanding of the needs of our veterans, service members and their families through major public events and promotional activities
- 98% of money derived from UWVC Clothing and Household Goods Recycling Program is used to fund local veterans programs.



United War Veterans Council, Inc.

About our Clothing and Household Goods Recycling Program:

UWVC recycling helps our veterans and improves the neighborhoods they have served to protect by providing significant, measurable benefits to the environment and to the community by:

- Following the City's PlaNYC-2030 initiative UWVC is contributing our collection services in an effort to help divert clothing and household goods from the waste stream.
- Promoting an environmentally sustainable business model that facilitates the reuse and resale of textiles, electronics and household goods.
- Reducing the amount of waste diverted at public expense by one hundred tons each month. **With the existing operational infrastructure to divert, at a minimum, 12,000+ tons of waste annually.**

How the UWVC White Glove Pick-up Service Works:

Our model is specifically designed to meet the needs of residential buildings in NYC. Residents and/or building staff contact us to arrange a date and time that will not interfere with day-to-day running of their building.

- 25 trucks per day are operating in the NYC metropolitan area, all driven by highly trained and insured contracted drivers. Offering employment opportunities for both male and female veterans and minorities.
- 24/7 Website, email or a toll-free number (available 15 hours/day) is available for scheduling a pick-up.
- Trucks are guaranteed to pick up scheduled donations in 3-5 days.
- 24-hour service available.
- Utilizing cell, text and GPS tracking technology to dispatch our closest 2-man teamed trucks to any address at any given time.
- UWVC provides a convenient IRS tax receipt with every donation.
- White glove concierge pick-up service at your doorstep—cumbersome bins are not required.
- We accept **all** items donated.



United War Veterans Council, Inc.

UWVC Accepts and Picks-up:

- Clothing –Textile – Electronics – Household Goods

UWVC Contributions to NYC Recycling

- The City incorporates the tonnage that UWVC diverts in its monthly borough-by-borough collection totals.
- Via newsletter and social media, UWVC is the loudspeaker and spotlight on sustainability and green initiatives for the 250,000+ veterans in the New York City area.
- UWVC contributes to the citywide PlaNYC-2030 effort, repurposing waste for productive use.
- UWVC educates by example and association with good recycling protocols for our youth programs to follow as well as the thousands in the NYC ROTC units.
- UWVC participates in the City's efforts to increase awareness and participation in its Repurpose and Recycle program; and helps to educate the veteran community on the process and benefits of recycling residentially, in the work place, and in the veteran's community's social groupings.
- UWVC's on-call pick-up service reduces curbside pilfering.



United War Veterans Council, Inc.

February 24, 2014

To: New York City Council

From: United War Veterans Council

Dear Council Members:

In UWVC's continued effort to partner with DSNY in addressing the collection of clothing, textiles and household goods in the next four years we would like to proactively address our two biggest concerns with the current 10-year NYC Textile Recovery Program Contract.

1. The 10-year NYC Textile Recovery Program contract is unclear and does not account for transparency or accountability of the end-use nor life of collected items.
2. The existing 10-year NYC Textile Recovery Program contract, issued in 2010, was exclusionary.

Respectfully Submitted,

Vince McGowan, Founding President, UWVC

Debra Menich, Clothing and Household Goods Recycling Director, UWVC

Mario Figueroa—Executive Director, Veteran Services



United War Veterans Council, Inc.

What is a 501 c 19?

Section 501(c) of the United States Internal Revenue Code (26 U.S.C. § 501(c)) provides that 29 types of nonprofit organizations are exempt from some federal income taxes.

501 (c)(3) organizations are the most common type of 501(c) organizations. 501 (c)(3) organizations are generally exempt from federal income taxes AND donations to 501 (c)(3) organizations are generally deductible by the donors. This deductibility feature does not apply to most of the other 28 types of non-profits, but it DOES apply to 501(c)(19) organizations.

501(c)(3) exemptions apply to corporations, and any community chest, fund, cooperating association or foundation, organized and operated exclusively for religious, charitable, scientific, testing for public safety, literary, or educational purposes, to foster national or international amateur sports competition, to promote the arts, or for the prevention of cruelty to children or animals.

501(c)(19)

501(c)(19) organizations are veteran's organizations. 501 (c)(19) organizations are exempt from federal income taxes AND donations to 501 (c)(19) organizations are generally deductible by the donors.

This deductibility factor is little known, even to lawyers who consider themselves experts in non-profit law. The reason it is little known is that little is known about veterans in general, since only 1% or less of the US population has ever served.

Like 501(c)(3) organizations, 501(c)(19) organizations are subject to certain legal requirements in order to obtain and maintain the federal tax exemption and deductibility. The following is a direct quote from current Internal Revenue Code Sec 501(c)(19) as to what a (c)(19) must be (UWVC meets these statutory requirements, as was verified by the IRS in its 2013 audit report on UWVC)

1. A post or organization of past or present members of the Armed Forces of the United States, or an auxiliary unit or society of, or a trust or foundation for, any such post or organization—

(A) organized in the United States or any of its possessions,

(B) at least 75 percent of the members of which are past or present members of the Armed Forces of the United States and substantially all of the other members of which are individuals who are cadets or are spouses, widows, widowers, ancestors, or lineal



United War Veterans Council, Inc.

descendants of past or present members of the Armed Forces of the United States or of cadets, and

(C) no part of the net earnings of which inures to the benefit of any private shareholder or individual.

Ray Lustig

General Council; UWVC



February 24, 2014

Dear New York City Council Member,

United War Veterans Council (UWVC) is proud to be a part of New York City's commitment to support our veterans and improve our environment. Our innovative social business model provides support to our veterans while producing tangible benefits to our local community. Through our Clothing and Household Goods Recycling Program we support local veterans and help achieve New York City's sustainability goals. UWVC is a 501(c)19 not-for-profit that has worked with the City of New York to serve local veterans for three decades.

We help provide a wide range of vitally needed services to veterans throughout New York City, including health, education, employment, housing, mental wellness and family counseling. Your support will enable us to expand these programs to meet the needs of our aging veteran population as well as the growing number of young veterans returning to our city.

In addition, our program provides an additional direct benefit to our community and environment. Today more than ever recycling is key to our nation and our city's future. We are helping meet the city's recycling goals as outlined in the city's 2030 plan. Currently we collect an average of 90 tons of clothing and household goods per month. Although this number sounds large, we have just scratched the surface in the greater New York area.

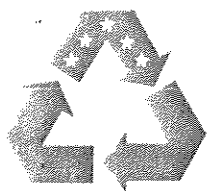
Our model is specifically designed to meet the needs of residential buildings in NYC. Your residents and/or building staff contact us to arrange a date and time that will not interfere with the day-to-day running of their building. Our trained, insured drivers arrive at the scheduled time and pick up all donations. All donations are tax-deductible; residents are provided with the appropriate receipt.

On behalf of NYC's veterans, we thank you in advance for supporting the recycling program that enables UWVC to serve our local community. We look forward to working with your buildings in order to provide your residents with a convenient opportunity to remove unwanted items from their homes while helping our veterans and making our city Green.

Sincerely,

Debra Menich
United War Veterans Council
Recycling Director
dmenich@uwvc.org
212-838-8982

cc Mr. Vince McGowan President UWVC



**UNITED WAR
VETERANS
RECYCLING**
uwvcpickup.org

From: The United War Veterans Council

Rubenstein Associates, Inc.
Public Relations
Contact: Gladwyn Lopez (212) 843-9231
Pat Smith (212) 843-8026

UNITED WAR VETERANS RECYCLING PROGRAM REPORTS 108,000 TONS COLLECTED IN 2013 AND LOOKS TO EXPAND

NEW YORK, February 24 – The United War Veterans Council (UWVC) Recycling Program reported today that it collected a monthly average of 90 tons of clothing and household goods in 2013, keeping 108,000 tons out of landfills and significantly reducing the burden on the city's waste collection system, while raising revenue for veterans programs.

UWVC President Vincent McGowan and Debra Menich, director of the UWVC Recycling Program reported the impressive achievement today in testimony before the New York City Council Committee on Sanitation and Solid Waste Management. UWVC said it could increase its collection, with its greater environmental benefit and greater benefits for veterans – and greatly reducing the cost to the taxpayers of disposing of solid waste.

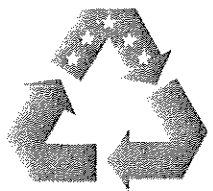
UWVC offers what it calls "white glove concierge pickup service," in which residents or building managers can log on to uwvcpickup.org or call 888-821-UWVC (8982) to arrange a convenient pickup of clothing, textiles and household items. The priority is to re-use or repurpose collected materials.

"We believe that these numbers only scratch the surface of what UWVC recycling can do for our city, and for what the public can do to support our veterans," said UWVC President Vince McGowan. "We are already making a significant contribution to helping NYC capture the nearly 200,000 tons of textiles its residents discard each year, and look forward to doing more as our program expands."

UWVC Recycling picks up gently used clothing and household goods from homes and apartment buildings, providing NYC residents with a convenient, effective way to give to our veterans. Proceeds are invested in programs that provide a wide range of services to local veterans. With over 40,000 new veterans projected to arrive in New York City over the next decade, UWVC Recycling will play an important role in ensuring that these men and women receive the care and assistance they deserve.

"We're committed to making sure that our city is prepared to support our military veterans," said McGowan. "Furthermore, we're pleased to offer the public a way to get involved that also provides benefits to the larger community and to our environment."





**UNITED WAR
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uwwcpickup.org

Like us on Facebook

United War Veterans Recycling Facebook page

Tell us about your successful donations to Veterans on Twitter

Follow us on Twitter @UWVCpickup

Post pictures of your recycling efforts for our Veterans

Share images of UWVC pickups on Instagram

Think Spring Clean up and schedule a pickup today

UWVCpickup.org





**UNITED WAR
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uwvcpickup.org

About United War Veterans Recycling

BENEFITS TO RESIDENTS: We provide your residents with a flexible, white glove service that offers an easy, tax-deductible way to:

- Remove clutter and unwanted items from their homes
- Participate in recycling, reuse and repurposing of clothing and household goods
- Improve the neighborhood while giving to our veterans.

CONVENIENCE FOR BUILDING STAFF: Our approach is designed to provide a flexible service to building staff that does not interfere with the day-to-day running of their building, that:

- Eliminates the need for long-term storage or placement of permanent collection bins
- Reduces the amount of waste building staff must move out of the building
- Offers guaranteed 48-hour pickup service
- Accepts all items donated

WE WILL TAKE IT ALL!

- Clothing & shoes
- Baby items
- Kitchenware
- Books, toys, bicycles
- Computers & electronics
- Small appliances
- Small furniture and rugs
- Bedding, curtains, decor
- Jewelry & accessories

BENEFITS TO OUR COMMUNITY: UWVC recycling helps our veterans and better the neighborhoods they have served to protect by providing significant, measurable benefits to the environment and to the community by:

- Providing a wide range of vitally needed services to veterans throughout New York City, including health, education, employment, housing, mental wellness and family counseling.
- Promoting a zero landfill policy by recycling and re-using clothing and a wide range of household goods.
- Reducing the amount of waste removed at public expense by hundreds of tons each month.





**UNITED WAR
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uwvcpickup.org

Our Community

VETERANS IN NYC

Estimated 2013 Population*
By Borough

Source: U.S. Dept of Veterans Affairs



*Only includes veterans tracked by the VA

Veterans are...

- Representative of every age, ethnicity, economic background, gender... the mosaic of the community reflects the mosaic of our city and nation
- Strong and loyal advocates for causes that they believe benefit the veterans community and the broader community
- Avid users of the Internet, social media, and other 21st-Century community-building tools



**UNITED WAR
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What We Do

Programs & Services

RESOURCE ADVISORS: Directing veterans and family members to community resources addressing their full range of needs and issues (including housing, education, employment, mental health, family counseling, etc.) as well as trained professionals who help them navigate the VA system to secure medical, housing, G.I. Bill and death/survivor benefits.

MENTAL WELLNESS & SUICIDE PREVENTION: Supporting the development of innovative programs and approaches to reaching and treating at-risk veterans.

CAREER DEVELOPMENT: Connecting veterans to employers, advising businesses on how to find and cultivate potential veteran hires, mentoring and career counseling; resume review & assistance.

RECOVERY THROUGH SERVICE: Offer veterans recovering from substance abuse valuable work experience and community service opportunities that support their path to rehabilitation and re-entry into mainstream society.

MEMORIAL RESTORATION AND MAINTENANCE: Mobilize young veterans and youth volunteers to learn about and care for local military and veteran memorials.

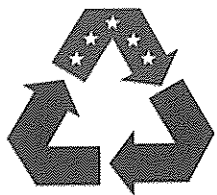
YOUTH PROGRAMS: Ensuring that future generations learn to appreciate the contributions of our veterans through activities that honor service.

Events & Awareness

AMERICA'S PARADE: The UWVC produces **America's Parade**, held every year on Veterans Day, November 11th, in New York City and broadcast across the nation. As America's largest annual public event honoring our veterans, the Parade provides a vital platform for recognizing the men and women who have defended our freedoms, educating the public about their issues and challenges, and raising awareness for the groups that are working to serve their needs.

The Parade reflects the mosaic of the veterans' community, drawing participants from across the nation. The 2013 Parade will honor the contributions of Women in Service and highlight the unique issues and challenges faced by this growing group of veterans.

OTHER ACTIVITIES: We also produce a year-round calendar of events to promote our services to veterans in need, and raise public awareness about our veterans community, including: Goodwill Valentine's Day Caravans, Vietnam Veterans Recognition Day, Gold Star Families Recognition, Military (Blue Star) Family Support events, and many others.



**UNITED WAR
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About our Organization

MISSION: The United War Veterans Council (UWVC) mobilizes our communities to honor, support and serve America's veterans.

VISION: To ensure that the public always embraces its commitment to provide all veterans and their families with the care, recognition and opportunities they have rightfully earned.

PURPOSE/GOALS:

- Support and promote a wide range of initiatives that provide vital services to our veterans community (including health, education, employment, housing, mental wellness, and family counseling)
- Raise positive awareness and increase understanding of the needs of our veterans, military service members and their families through major public events and promotional activities
- Unite veterans groups, community organizations, city, state and federal agencies, local businesses, major corporations and the general public behind efforts to serve veterans of all eras.

HISTORY:

Originally founded by veterans of the War of 1812, the current United War Veterans Council was reactivated in 1985 to revive New York City's traditions of honoring and serving its veterans. Throughout the 1980s and 1990s, the UWVC provided much-needed services to the veterans community, including opening Borden Avenue veteran's shelter, hosting regular "Stand-Down" outreach events, and other initiatives. In addition, by first salvaging and then massively expanding the traditional New York City Veterans Day Parade, UWVC ensured that the veterans community would always possess a highly visible platform for receiving recognition of its contributions and raising awareness of its needs.

Today UWVC continues and expands on its work to provide services to New York City's veterans while serving as a spotlight and loudspeaker for the veterans community in NYC and across the country. It is currently working to engage and integrate the latest generation of veterans into our fold, ensuring that our organization will continue to serve veterans and the broader community for years to come.



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**Jay Redd**

@jayredd

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donate to @UnitedWarVets !

#SpringCleaning #lessclutter
pic.twitter.com/jsmrOl2pC

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11:54 AM - 15 Feb 2014

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**UWVC.org** @UnitedWarVets · Feb 18

@jayredd Thanks for your support, and for spreading the word!

Details

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THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name:

Andrew Grieco

Address:

525 East 64th St. apt 16D N.Y.N.Y. 10022

I represent:

Pledge To Protect

Address:

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

(PLEASE PRINT)

Name:

Andrew Morrison

Address:

628 E. 14th NY, NY 10009

I represent:

NYPIRG

Address:

9 Murray St NY, NY 10007

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☒ in opposition

Date: _____

(PLEASE PRINT)

Name:

JACK GWOZDZ

Address:

575 E 79th

I represent:

Address:

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: _____

Address: _____

I represent: _____

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2-24-14

(PLEASE PRINT)

Name: _____

Address: _____

I represent: _____

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: _____

Address: _____

I represent: _____

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Ann Kaplan

Address: 510 E. 86th St

I represent: Pledge to Protect

Address: 510 E. 86th St

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1170 Res. No. _____

☒ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Angela Howard

Address: Hartman

I represent: _____

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/7

(PLEASE PRINT)

Name: Rebecca

Address: _____

I represent: THE BEAT

Address: _____

◆ Please complete this card and return to the Sergeant-at-Arms ◆

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

(PLEASE PRINT)

Name: Daniel Tainaw
Address: 112 Rivington St. Apt. 5B, NY NY 10002
I represent: Lower East Side Ecology Center
Address: P.O. Box 20488, NY, NY 10009

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

Date: 2/24/2014

(PLEASE PRINT)

Name: Vandra Thorburn
Address: 380 Classon Ave
I represent: VoKashi
Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/27/2014

(PLEASE PRINT)

Name: Thomas N Tascaro, Esq.
Address: 7237 Edsall Ave, Glendale, NY
I represent: Nat'l National Waste + Recycl Ass.
Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: DAVID BUCKEL

Address: 94 PPSW, BROOKLYN, 11218

I represent: NYC Community Compost Roundtable

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

Date: Feb 24, 2014

(PLEASE PRINT)

Name: Tanya Bley

Address: 337 Kent Ave, Brooklyn, 11249

I represent: North Brooklyn Compost

Address: McCarren Park, Brooklyn

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☒ in opposition

Date: _____

(PLEASE PRINT)

Name: GEORGE MORIN

Address: 1725 YORK AVENUE, NYC

I represent: GRACIE POINT COMMUNITY COUNCIL

Address: 1725 YORK AVENUE, NYC

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: RYAN HEGG

Address: 39 DECATUR ST, BKLYN 11216

I represent: UNITED WAR VETERANS COUNCIL

Address: 341 BROADWAY #807, NY, NY 10013

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Andrew Schaffer

Address: 215 W 92nd St

I represent: CITY MOTORS

Address: 315 W 92nd St

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: FEB 24 2014

(PLEASE PRINT)

Name: DANA HUNT

Address: 402 E 90th St NY 10128

I represent: NO ORG

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: DAVID HILLCOAT

Address: 248 EAST 31st ST. NEW YORK

I represent: COOPER TANK & WELDING

Address: 215 MOORE ST. BROOKLYN

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: David Hillcoat

Address: 215 Moore St Brooklyn

I represent: Cooper Tank & Welding

Address: same as above

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Cynthia Rivera

Address: 6503 Cooper ave Glendale

I represent: _____

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

(PLEASE PRINT)

Name: CLIFFORD LEWIS

Address: _____

I represent: _____

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: ALFRED HARRIGAN

Address: _____

I represent: TEAMSTERS

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 02-24-14

(PLEASE PRINT)

Name: ANTHONY MARINO

Address: _____

I represent: _____

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

(PLEASE PRINT)

Name: Marid Figueroa

Address: 423 W 125th apt 7 10027

I represent: Unit 1 War Veterans Council

Address: 346 Broadway 10013

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

(PLEASE PRINT)

Name: Brendan Sexton

Address: 134 Sullivan St. NY 10012

I represent: Manhattan Solid Waste Advisory

Address: SWAB Board

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: Feb 24 2013

(PLEASE PRINT)

Name: Debra Menich

Address: 342 Broadway suite 131

I represent: United War Veterans Recycling

Address: 346 Bway suite 809

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

Name: Vincent McGowan (PLEASE PRINT)

Address: 320 W 76 St

I represent: United War Veteran Council

Address: 346 Broadway NY NY

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

Name: Prebecca Prosado (PLEASE PRINT)

Address: _____

I represent: New York City Environmental Justice

Address: Alliance

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

Name: Kellie Terry (PLEASE PRINT)

Address: _____

I represent: The Point / New York City Environmental Justice

Address: Alliance

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2-24-14

(PLEASE PRINT)

Name: Maite Quinn

Address: 531 Main St. N.Y.N.Y.

I represent: Sims Municipal Recycling

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Samantha MacBride

Address: 225 E 26th St. 3F NYC 10010

I represent: Self

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

95

I intend to appear and speak on Int. No. 1170a Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

(PLEASE PRINT)

Name: Kellie Terry Sepulveda

Address: _____

I represent: THE POINT

Address: South Point

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 11712 Res. No. _____

☒ in favor ☐ in opposition

Date: 02-24-2012

(PLEASE PRINT)

Name: Daniel Roberson

Address: 4731 Major St.

I represent: OUTRAGE Winsbury/Greenpoint

Address: 2 Kingsland Ave

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

(PLEASE PRINT)

Name: ERIC BRUZAITIS

Address: 37 KINGSLAND AVE 3R 11211

I represent: OUTRAGE

Address: 2 KINGSLAND AVE 11211

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1170 Res. No. _____

☐ in favor ☐ in opposition

Date: 3/24/14

(PLEASE PRINT)

Name: David Shaffer

Address: _____

I represent: Youth Ministries for Peace & Justice

Address: ISROK

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: ANNIETJE MONTROOS

Address: _____

I represent: ISAACS 1 PLETCETOPROTECT

Address: 1830 1ST AVE

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: John Shehas

Address: 214-04 86AV

I represent: Unit 813

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/2014

(PLEASE PRINT)

Name: LAURA HOFMANN

Address: 127 DUPONT ST 2E BN 1122

I represent: Barge Park Pals

Address: above

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

Name: Rich Kessel (PLEASE PRINT)

Address: GNA

I represent: _____

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

Name: Austin Shafran (PLEASE PRINT)

Address: _____

I represent: Working Families Party

Address: 7 Nevins St

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

Date: _____

Name: Anusha Jemattaraman (PLEASE PRINT)

Address: 944 Atlantic Ave

I represent: El Puente

Address: 211 S. 4th St

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: _____

Address: _____

I represent: _____

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: _____

Address: _____

I represent: _____

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

- TRANSFORM DONT TRASH NYC Date: 2/24/14

(PLEASE PRINT)

Name: _____

Address: _____

I represent: _____

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

Date: _____

Name: Eddie Bautista (PLEASE PRINT)

Address: 166 A 22nd St Bklyn NY 11220

I represent: NYC Environmental Justice Alliance

Address: same as above

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/19

Name: Sean Campbell (PLEASE PRINT)

Address: _____

I represent: Teamsters Joint Council 16

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

Date: _____

Name: Sean T. Campbell (PLEASE PRINT)

Address: 45-18 Court Sq L.I.C. N.Y.

I represent: Teamsters Local 813

Address: _____

Please complete this card and return to the Sergeant-at-Arms

Teamsters
Sanitation
as a whole

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

Name: Bernadette Kelly (PLEASE PRINT)

Address: _____

I represent: Teamsters Joint Council 16

Address: _____

Recycling

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

Name: Pedro Card (PLEASE PRINT)

Address: _____

I represent: Teamsters Joint Council 16

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

94

I intend to appear and speak on Int. No. 1170a Res. No. _____

☐ in favor ☐ in opposition

Date: 02/24/14

Name: Anthony Wirth (PLEASE PRINT)

Address: _____

I represent: NOS GUEDAMOS

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1140/1170 Res. No. _____

☒ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: David Wagner

Address: _____

I represent: _____

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1140/1170 Res. No. _____

☒ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: David Dobos

Address: _____

I represent: _____

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1170 Res. No. _____

☒ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Eric Buzaitis

Address: _____

I represent: _____

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

Name: Carol Tweedy (PLEASE PRINT)

Address: 555 E. 90th. 1/0/28

I represent: Asphalt Green

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☒ in opposition

Date: _____

Name: Elise McCabe Thompson (PLEASE PRINT)

Address: 106 W 121st St

I represent: Asphalt Green man

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

Name: Lorraine Johnson (PLEASE PRINT)

Address: 1830 First Ave Apt 18H

I represent: Pledge to Protect

Address: NYC

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

Name: Kelly Nimmo-Guenther (PLEASE PRINT)

Address: 150 Columbus Ave #16C

I represent: Pledge 2 Protect

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

Name: Bertha Lewis (PLEASE PRINT)

Address: 39 B'way

I represent: The Black Institute

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

Name: ROMA BERGAMINI (PLEASE PRINT)

Address: _____

I represent: ACTION CARTING

Address: LARGEST CARTER IN NYC

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

96

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)
Name: ERIC GOLDSTEIN

Address: 40 W. 20 ST NY NY

I represent: Natural Resources Defense Council

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

91

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

(PLEASE PRINT)
Name: Sherry Showell

Address: 135 Berkeley Pl Brooklyn NY 11217

I represent: Park Slope Food Coop - Brooklyn

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

(PLEASE PRINT)
Name: Pamie Rorer

Address: [REDACTED]

I represent: plasticbaglaws.org

Address: PO Box 48, New York, NY 10159

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: RICH KASSEL

Address: 1270 Broadway #1009, NYC 10025

I represent: Gladstein Consulting

Address: see above

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

Date: 2-24-14

(PLEASE PRINT)

Name: Greg Todd

Address: 866 Park Place Brooklyn NY 11216

I represent: Brooklyn Allies for Composting

Address: 866 Park Pl. Brooklyn NY 11216

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 2/24/14

(PLEASE PRINT)

Name: Jennifer Ratner

Address: 525 E. 86th St. 10028

I represent: _____

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

Name: _____

(PLEASE PRINT)

Address: _____

I represent: _____

Address: _____

▶ Please complete this card and return to the Sergeant-at-Arms ◀

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

Name: _____

(PLEASE PRINT)

Address: _____

I represent: _____

Address: _____

▶ Please complete this card and return to the Sergeant-at-Arms ◀