CITY COUNCIL
CITY OF NEW YORK

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TRANSCRIPT OF THE MINUTES

of the

COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT

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April 7, 2009 Start: 10:13am Recess: 11:11am

HELD AT: Council Chambers

City Hall

B E F O R E:

SIMCHA FELDER Chairperson

COUNCIL MEMBERS:

Maria del Carmen Arroyo

Robert Jackson Letitia James G. Oliver Koppell Larry Seabrook

A P P E A R A N C E S (CONTINUED)

Todd Kuznitz Director of Enforcement New York City Department of Sanitation

Andrea Ciccone
Director of Intergovernmental Affairs
New York City Department of Sanitation

Kenneth Peskin Manager of State and Local Governmental Affairs International Sign Association

Saul Scheinbach Chairman of the Environment Sanitation Committee Community Board 8, Northwest Bronx

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2	CHAIRPERSON FELDER: Good morning
3	ladies and gentlemen. Welcome to this hearing of
4	the Committee on Sanitation and Solid Waste
5	Management. My name is Simcha Felder, I'm chair
6	of this committee. And I'm joined by my colleague
7	Council Member Larry Seabrook who is sitting to my
8	right. There's a Land Use meeting going on at
9	10:00 so people may have to leave; please excuse
10	them. Even I may have to leave, you should just
11	keep on talking.
12	I'd also like to acknowledge the
13	staff from the Committee that prepared for today's
14	hearing, Jarret Hova who is sitting to my right
15	who is the counsel to the Committee and Siobhan

who is the counsel to the Committee and Siobhan

Watson who is not here but worked to prepare the

materials for the Committee who is a policy

analyst. And my communications director, Eric Quo

who just left, he'll be back shortly.

We're here today to discuss--this is Eric Quo who I said who left and will be back shortly.

We're here today to discuss proposed Intro 701, a bill which proposes to prohibit the use of free standing signs on

York. Those of us who are not already aware, free standing signs are transportable, stand alone signs which rests on the ground rather than attaching to a building's façade or a sign post.

They are often referred to as A frame signs or sandwich boards and are generally placed on sidewalks or street corners. They look something like this. Not exactly but that's how they stand on the side, sometimes where you least expect them.

Under the existing city law, free standing signs that present an obstruction on the sidewalk or elsewhere are generally prohibited.

But it's unclear, and I underline that, it is unclear how and when these signs constitute such an obstruction. As a result, enforcement of the rules concerning these signs has been inconsistent. As it is currently drafted, proposed Intro 701-A would prohibit the display of signs on all sidewalks, streets, street corners and medians.

I understand there are a number of reasonable view points on this bill. With this in

mind, we're looking forward to hearing from a variety of representatives on this issue. I expect that we will, as a Committee, take these various points of view into consideration. And give due regard to the important concerns of all asides on this issue.

Before we begin today's formal hearing, I'd like to emphasize that it is my policy as the chair of this committee to ensure that the hearings begin on time and that's why I was ten minutes late today. But I apologize because they switched the time from 1:00 to 10:00 and I was unaware. But we try to start on time and therefore the rule is that only those individuals that sign up to testify within the first 15 minutes of the start of the hearing.

Since the hearing is starting now, I'll say 10:30 is the deadline, will be permitted to testify. So if you want to testify, you should please see the Sergeant at Arms and fill out the form.

Additionally, I ask witnesses to refrain from repeating points made by previous witnesses. If someone has adequately made the point that you wish to make, you're allowed to say

you agree. If you disagree, you can say you disagree and explain why. There's no need to repeat the same things over again.

The other thing I wanted to mention is that a new policy that we've instituted that I find people are very, very happy with is to have the people speak first. Usually the people, witnesses testify first on those hearings that are oversight hearings so that the voice of the people is actually heard before anyone else's, including the administration or an agency. It gives people an opportunity to express their opinion and it allows us as Council Members to get a better idea of strong feelings that exist so that when the administration or an agency comes forward, we have a better understanding of what we should be asking.

However, when we're doing legislation, that doesn't make sense because we have to give the administration or those that are most familiar with a piece of legislation or bill an opportunity to explain it before somebody could attack it. Today we're dealing with a piece of legislation and that's why we have the Department

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of Sanitation testifying first and then we will have people from the public testify. It's an honor for me to have Council Member Oliver Koppell with us today who is the prime sponsor of this bill and we'd be honored if you have some remarks before we begin.

COUNCIL MEMBER KOPPELL: Thank you very much Mr. Chairman and I want to thank you as Chair for placing this on the agenda. I'm looking forward to testimony.

This bill was introduced by me as a result of the activities and deliberations of Community Board 8, which is in my district. I believe, I know that a representative of the community board will be testifying here this morning in support of this bill. I think it makes sense.

I want to subscribe to the testimony that I've seen the community board is going to present. I'm not going to go through it but my feeling is that we have a proliferation of these signs in commercial areas, in residential areas. They represent obstructions to sidewalks, they represent a danger, they also represent, in a

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sense, free advertising on city property.

I don't believe that it's appropriate to have these signs and therefore I put forth this proposed ordinance.

Let me just say, as a matter of full disclosure, that my wife Lorraine Coil
Koppell is a real estate broker. She has on rare occasions used signs of this sort. I don't know whether you would call her benefited or adversely affected by the legislation. To some limited degree, she's affected by the legislation. I just want to make that clear. I don't believe the rules prohibit me from either advancing the legislation or voting on it. But I think I am required to indicate that there is that potential conflict of interest that exits.

CHAIRPERSON FELDER: Thank you.

TODD KUZNITZ: Good morning

Chairman Felder, Councilman Koppell and members of
the Committee on Sanitation and Solid Waste

Management. I am Todd Kuznitz, Director of
Enforcement for the New York City Department of
Sanitation. I am here with Andrea Ciccone,
Director of Intergovernmental Affairs for the

Department. We are here on behalf of Commissioner

Dougherty to testify on Intro 701-A under

consideration by the Committee this morning and to

answer your questions.

As proposed, Intro 701-A amends the current sidewalk obstruction provision under the city's administrative code. It creates a rebuttable presumption that the person whose name or other identifying information appears on a free standing sign board that rests upon any street, median strip of a street, public sidewalk, flegging or curbstone is responsible for the obstruction caused by such device.

Under the current code provision, the Department may only issue a summons to the person responsible for the premises outside where the sign board is placed. Intro 701-A also clarifies that free standing signs include A frame signs, curb signs, sidewalk signs, freestanding message boards, menu boards, sandwich boards, pedestal signs, pole banners and signs and tilt and roll signs. Additionally, this bill expands the prohibited area to include the lateral lines of the roadway, which the Department interprets to

include the center traffic malls and mediansseparating both public thoroughfares on each side.

The Department supports the underlying intent of this bill. It would have the effect of protecting lawful business owners from individuals who discriminately place obstructive sign boards on sidewalks in front of another person's business or premise for which they have no responsibility. The Department clearly recognizes that small neighborhood businesses are an integral part of the city's economy. Their ability to thrive and prosper is vital and necessary to the city's economic engine and making New York City a friendly place to do business is a continuing goal of both the Mayor and the Speaker.

This bill does not seek to increase fines or penalties nor create a repeat offender violation schedule nor anything that would negatively impact law abiding small business owners. Rather, it would place responsibility on those unscrupulous individuals seeking to evade the sidewalk obstruction law by actually violating upon someone else's premises for which they bear no legal responsibility.

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As you know, the Department's

primary mission is to ensure that New York City's streets, curb line areas and public sidewalks are clean, litter free and obstruction free. accomplishes this through its street cleaning program and ensuring compliance with the city's Sanitation laws. Sandwich boards or A frames placed anywhere on the sidewalks is unlawful at all times and constitutes a sidewalk obstruction within the meaning of Section 16-1182A of the city's administrative code as determined by the New York City Environmental Control Board.

Pursuant to the Sanitation Commissioner's discretionary authority, it had been the Department's policy not to issue notices of violation to merchants who place their sandwich board securely against their building. While a sign board does not cause a potential sidewalk obstruction that impedes pedestrian flow, agents in uniform field officers are instructed not to issue any summonses.

The exception to this is when community boards, private civic and block associations and interested parties request the

Department strictly enforce the city's sidewalk

obstruction law under a zero tolerance policy.

This request is often made in areas where the

sidewalks are narrow. Over the last 16 months the

Department has worked successfully with community

boards in addressing and responding to their

specific community based concerns and we will

continue to do so.

observed a downward trend in the number of summonses issues for sidewalk obstructions. In fiscal year 2007, the Department issued a total of 22,572 sidewalk obstruction summonses citywide. In fiscal year 2008 the numbers dropped to 20,983. Unrently in fiscal year 2009 for the period beginning July 1, 2008 through March 31, 2009, the Department has issued only 12,436 sidewalk obstruction summonses. With only three months remaining in this fiscal year, we estimate roughly about a 40% drop in sidewalk obstruction summonses compared to the last two years.

While Intro 701-A covers only sign boards, I want to clarify that these enforcement

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numbers cover all sidewalk obstruction violations, such as produce and food displays, clothing racks, furniture and other general vending merchandise unlawfully placed on sidewalks including those areas specifically enumerated under Title 19 of the city's administrative code for outdoor vending is specifically prohibited.

This downward rend in enforcement

by the Department of Sanitation tells us that most

businesses are fully aware of their legal

responsibilities and take appropriate measures and

pride in keeping their premises clean and free of

obstructions. This is encouraging to the

Department because it helps us to meet our core

mission of maintaining public cleanliness.

Notwithstanding these efforts of law abiding businesses in an attempt to evade liability on the current sidewalk obstruction law, there were unscrupulous individuals and businesses placing sign boards in front of other competing business establishments or establishments that happened to be closed at the time. They also place sign boards in other locations such as street corners, cross walks and areas extending

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into the curb lines and stick signs into the grassy areas of traffic malls and medians. These actions not only impede the safe flow of pedestrian traffic, but they also create a hazard to pedestrians, especially persons who are vision impaired and persons pushing baby strollers or small grocery shopping carts.

Signs that are staked into the grassy areas of traffic medians are frequently left there by the person that staked the signs which become exposed to wind and/or rain, fall down and create street litter. To ensure that the responsible party properly receives a summons Intro 701-A would appropriately assign liability to a party based on the information and details contained on the sign rather than the geographic location of the sign.

We recognize the bill's amendments are intended to enforce against persons who actually create the sidewalk obstruction and not innocent law abiding business owners and establishments. Small business merchants play an essential role in achieving and maintaining clean communities. They are on the front line of their

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questions.

communities and set a positive example for others in their areas. It has been our experience and observation that nearly all small businesses are knowledgeable of the sidewalk obstruction law enacted in 1955 as it relates to sign boards.

Once again Intro 701-A only amends the existing sidewalk obstruction law by authorizing the issuance of summonses to the actual party responsible for the improper placement of a sidewalk sign and not penalize a commercial establishment or residence on whose premises a sign board has been improperly placed. The intent of this bill is to promote a laudable goal by protecting law abiding small business owners and for this reason we support its intent.

COUNCIL MEMBER KOPPELL: I want to thank you for that testimony. It doesn't require me to say anything in favor of the bill because you've pointed out exactly why we're doing this. We also think it somewhat clarifies the law in addition to making the proper party responsible. We appreciate that statement. I'm also pleased to

I'll be happy to answer any of your

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learn that the enforcement policy of the

Department is flexible so that a restaurant that

would have a sign right up against the front, you

don't go after those people. And I think that's

appropriate so thank you very much. I appreciate

that testimony.

MR. KUZNITZ: You're welcome.

COUNCIL MEMBER KOPPELL: No questions because I agree with every word you said.

CHAIRPERSON FELDER: We don't want to disappoint you so we have a few questions for you. We hope you'll help us out with that. Just a general question with regard to enforcement on this bill, so for example let's say you have one of the signs that's somewhere, not in front of the establishment. We'll take that case for a moment. And it says something like Simcha's Pizzeria and whatever else, blah, blah, blah, it gives a whole story and it's laying maybe in front of a store that's for lease so no one is bothering it. How are you going to do the enforcement in that case?

MR. KUZNITZ: We would have to do it similar to the way we do with illegal postage.

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2	We would take the name, we would trace it through
3	the internet, through Lexis Nexis and through
4	various internet databases. If there's a phone
5	number, we'll subpoena the phone number from the
6	telephone company and try to trace it back to the
7	responsible party. The summons would not be
8	issued at that point, not until all the research
9	and investigation is done.
10	CHAIRPERSON FELDER: Okay. Now
11	just for my own education, right now it's my
12	understanding that, as an example, fruit shops,
13	supermarkets that display their wares, their
14	fruits are allowed to do so within 36 inches of
15	the store. Is that correct?
16	MR. KUZNITZ: That's correct,
17	except in zero visibility areas.
18	CHAIRPERSON FELDER: So this
19	doesn't impact them in any way in terms of
20	displaying their wares.
21	MR. KUZNITZ: Not at all.
22	CHAIRPERSON FELDER: Are there any
23	other wears that are allowed to display their

goods? In general are you allowed to display your

goods within 306 inches of the store?

2	MR. KUZNITZ: You're allowed to
3	display whatever you sell inside the store, you
4	can display outside the store except in zero
5	visibility areas.
6	CHAIRPERSON FELDER: So if somebody
7	sold suits conceivably if the suit was 36 inches
8	MR. KUZNITZ: That's correct.
9	CHAIRPERSON FELDER:some of us
10	have larger ones. But if it was 36 inches, you'd
11	have no problem, there would be no issue. This
12	does not impact that, that's what I'm trying to
13	clarify.
14	MR. KUZNITZ: That's correct.
15	CHAIRPERSON FELDER: Right. This
16	is only about using the signs to advertise, right?
17	MR. KUZNITZ: That's correct.
18	CHAIRPERSON FELDER: This is not
19	getting involved in the issues regarding the
20	signage that was sort of handled a number of years
21	ago in front of stores that they actually hang on
22	to the stores with large signs. This has nothing
23	to do with it, right?
24	MR. KUZNITZ: This is only the
25	signs that people actually place on the sidewalk

or stake into the ground.

CHAIRPERSON FELDER: Good. Now when you said about enforcement, you said that the enforcement has gone down. Would it be fair to say that with this--I'm not saying that I'm in favor or against it; I just want to know as a fact that once you do this legislation you're going to have an increase in enforcement.

MR. KUZNITZ: Yes, we will because right now we can't--we get many complaints, many citizen complaints about signs that are at crosswalks, blocking the ramps that people use for wheelchairs and shopping carts and so forth. We get complaints about signs on center medians.

Right now we can't hold anybody responsible for those signs so we'd have to just leave them.

CHAIRPERSON FELDER: Again, in front of my own pizzeria I would not be permitted to put one of those signs? Is that correct; those A signs that you talk about?

MR. KUZNITZ: Right now the Department's policy is if the sidewalk is wide enough and it's not causing obstruction, we won't bother you if the sign is touching your building.

2 If your sign in is in the middle of the sidewalk 3 or at the curb, yes, you would get a summons.

CHAIRPERSON FELDER: But again, to clarify this legislation, and I think that in part the sponsor as well as your agency deserves a compliment whether you like the bill or not for trying to make the law clear. I think that people generally want things to be clear. Even if they don't like them at least we understand what the rules are.

So if I have a pizzeria and if I had one of these A signs that was touching my building but it was obviously in the middle of the sidewalk--I'm not talking about something that's laying flat against my building. I'm talking about something like that. Would the legislation codify that clearly? I'm not talking about discretion.

MR. KUZNITZ: Under current law, that A frame is still illegal.

CHAIRPERSON FELDER: Right. So, again I'm raising some issues because I don't know what the right approach is. I don't know what the right approach is but I do believe that it should

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be clear. If we decide that you want to say that
an A sign in front of their own store is permitted
if its up against the store and its within 36
inches, that may be a solution. I just think that
it has to be clear because we don't want agents
deciding whether it's appropriate or not.

Then what if you have an A sign that's not 36. What if the guy makes a 50 inch sign that's against the wall? I just think that with this stuff the clearer we're going to be--I'm just raising it. If you could look into it and once you're working with the sponsor with this committee to come up with some position that either allows them to do it, doesn't allow them to do it and to what extent and obviously if it's attached to the wall.

COUNCIL MEMBER KOPPELL: Mr.

Chairman if I might comment on your comment.

CHAIRPERSON FELDER: Please.

COUNCIL MEMBER KOPPELL: In some respects I wouldn't object to an amendment that would make it clear that an A frame sign that's actually touching the front of the building that's either owned or leased, that that would not be

illegal. In fact, as the officer testifying has indicated, current law prohibits it but they have a policy that they don't fine. The reason that that might be preferably to putting it in the law is that I can imagine in some instances where there's a very narrow sidewalk, even an A frame sign touching the building might be a sidewalk obstruction. So rather than giving a blanket exemption, the current policy because as his testimony, right now that's actually illegal but they don't fine those people except in certain areas, as he pointed out. I think maybe we should leave it alone.

The complaints are not about those signs but at the same time making those signs totally legal might not be the best idea either.

And as I say, the complaints are not about those signs, doesn't seem to be a problem. The problem is the signs that are not touching the building.

And yet I could see where the sidewalk is very narrow that you wouldn't want one of those signs either. So I think we should leave the law the way it is.

If we were making the law more

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2	strict with respect to those signs, I might agree
3	that we should do an amendment. But since the law
4	already prohibits it, I personally would leave it
5	alone.
6	CHAIDDEDCON EELDED: Woll I dofor

to you in almost everything. I have a tremendous amount of respect for you and I appreciate your comments so I'll go on to my next question if you promise not to disagree with me on the next question, in advance.

12 COUNCIL MEMBER KOPPELL: I might.

13 It's unlikely that I would disagree.

CHAIRPERSON FELDER: I'm just kidding. So whatever the sponsor says is fine with me unless you want to--you can discuss with the sponsor. The other thing is according to your research, are there certain neighborhoods that are more of a problem than other neighborhoods with regard to this issue?

MR. KUZNITZ: I wouldn't say that there are.

CHAIRPERSON FELDER: So if you analyze the numbers, I know you said about the summonses but if you analyze the enforcement,

2	you'd say it's pretty much consistent throughout
3	the city and in shopping areas?
4	MR. KUZNITZ: Where those signs are
5	concerned, yes. The complaints are consistent
6	throughout the five boroughs as far as mainly real
7	estate signs, those and parking lots.
8	CHAIRPERSON FELDER: Councilman
9	Koppell, can I ask them a question even though I
10	deferred to you about that issue?
11	COUNCIL MEMBER KOPPELL: Yes.
12	CHAIRPERSON FELDER: Taking into
13	consideration what my colleague said, would there
14	be any purpose inam I permitted to ask you the
15	question?
16	COUNCIL MEMBER KOPPELL: Sure.
17	CHAIRPERSON FELDER: Okay, so I'll
18	pose it to my colleague, the sponsor of the bill.
19	Would you feel more comfortable if they sort of
20	said that a certain amount of feet on the
21	sidewalk, stores that have them are okay and if
22	not, not. Or you still would prefer it the way it
23	is.
24	COUNCIL MEMBER KOPPELL: I think I
25	would prefer it the way it is. Let me give you

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another example Mr. Chairman. I walked recently in the Times Square area and the sidewalks are quite wide. But there is such a huge crowd that even a sign three feet out from the front of a store there would create a great problem. So it all depends. In a modest neighborhood where there's relatively little street traffic, an A frame sign in front of a store might be okay. But you couldn't put it on Broadway. You could put it there but it would create a real problem so I think we should leave it.

As I said, if the law was not now that those are illegal, you might consider the exemption. But since we've been living with the law as it is now, I would just leave it alone.

CHAIRPERSON FELDER: You've convinced me and I will not ask you anything further on this. Back to the Department of Sanitation, some have said that the community boards in certain neighborhoods should make the determination, some sort of determination as to what's appropriate, what's not. What's your opinion about that?

MR. KUZNITZ: Some community boards

come to us and ask for stricter enforcement and
there are some community boards who spoke to us
and got us to change our policy by saying, my
particular area the sidewalks are 12 feet wide,
there's very little foot traffic and signs
abutting the building aren't going to bother
everybody. And we took that into consideration.
So I think, yes, on a basis where in consultation
with a community board to listen to what they have
to say and then make a decision. But not to make
a blanket determination that it's up to each
individual community board; I think it should be a
joint decision made in consultation.
CHAIRPERSON FELDER: And again, the
law that allows people to display their wares 36
inches except with zero tolerance, this does not
impact that in any way; this is only about the
signs. Is that right?
MR. KUZNITZ: That's correct.
CHAIRPERSON FELDER: Do you have
any documentation about injuries in any way?
MR. KUZNITZ: No, I don't, only
hearsay.

CHAIRPERSON FELDER: Because I

2	would think that that's a big issue or could be a
3	big issue.
4	MR. KUZNITZ: We testified in 2004
5	and at that time we were getting complaints about
6	people tripping over the signs, blind people
7	walking into the signs, mostly hearsay.
8	CHAIRPERSON FELDER: I walked into
9	not a sign but I walked into something yesterday
10	that was in the middle of the sidewalk, a display
11	by a store owner that was not a sign. I should
12	have been more careful but it was pretty
13	interesting that's why I'm asking you.
14	Right in the beginning of your
15	testimony, you listed a whole bunch of signs, some
16	of which I had no idea what they are. I'm just
17	going back, again, you said A frame signs we know
18	what that is. What curb signs, what's a curb
19	sign? In what way is a curb sign different from
20	an A frame sign?
21	MR. KUZNITZ: A frame sign is
22	basically like an A.
23	CHAIRPERSON FELDER: Yes. And a
24	curb sign?

MR. KUZNITZ: Curb signs could be

CHAIRPERSON FELDER:

Pole banners,

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2	what's with the pole banners? What is that?
3	MR. KUZNITZ: They're actually
4	people who tie banners from the roof or from the
5	sign on the front of their building to a pole at
6	the curb, sometimes in the middle of the sidewalk
7	like with flags. They call it flags.
8	CHAIRPERSON FELDER: This is
9	interesting. That's interesting. That's not a
10	question of injury, right?
11	MR. KUZNITZ: It could be.
12	CHAIRPERSON FELDER: It could be?
13	MR. KUZNITZ: If it were an
14	obstruction.
15	CHAIRPERSON FELDER: So when the
16	stores open up and they put these banners like
17	flags to get people's attention, that's part of
18	the same thing?
19	MR. KUZNITZ: I'm not saying a
20	banner that's overhead. I'm saying in this case
21	it's a banner that actually comes down to the
22	sidewalk.
23	CHAIRPERSON FELDER: I see. I'm
24	sorry. And what's a tilt and roll sign?
25	MR. KUZNITZ: A lot of parking

2	garages use those. They're actually like A frames
3	on wheels and they actually tilt them over on two
4	wheels to roll them out to the curb or out to the
5	intersection to point people down the block.
6	CHAIRPERSON FELDER: I see.
7	MR. KUZNITZ: They're huge signs;
8	they're too big to carry.
9	COUNCIL MEMBER KOPPELL: Those are
10	like huge A frames.
11	MR. KUZNITZ: Exactly.
12	[off mic]
13	MR. KUZNITZ: A little bit more
14	than \$15.
15	CHAIRPERSON FELDER: Okay. We are
16	joined by Council Member Robert Jackson who has a
17	question.
18	COUNCIL MEMBER JACKSON: I
19	apologize for being late. I was listening to the
20	testimony and I read the submission by the Middle
21	Avenue Brooklyn Partnership and the Fashion Center
22	Business Improvement District. I guess my
23	question is to the Department of Sanitation
24	officials. Basically am I hearing that the
25	Department of Sanitation in consultation with

community boards, depending on the area, whether or not it's a problem or not, is how from an operational point of view you're handling issues and/or complaints. Is that appropriate to understand how it's being handled from an operational point of view?

MR. KUZNITZ: We have a citywide policy and we deviate from that policy if a community board comes to us and says, listen, we have a problem with signs. We want you to step up enforcement. Or in the opposite, we have 15 foot sidewalks and no foot traffic. We want you to ease up on us and that's what we do. We take that into consideration.

We go out, we look at the streets for ourselves. We see if it's really causing a problem and we make a determination. So we listen

COUNCIL MEMBER JACKSON: So as the Director of Enforcement, this from the perspective. I know that you have the Department of Sanitation, like regional directors and/or people that's responsible for community boards. Is that not only for as far as trash pick up? Are they responsible, basically, for the entire

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board to handle from an operational point of view with the Department of Sanitation? '

We're discussing other committee assignments that we have that's going on at the same time. Because we all have Land Use that we have to go over to also. If not, we're marked absent.

CHAIRPERSON FELDER: I want to apologize. A few of us will be marked absent if I don't go [off mic]. So I'm going to ask Council Member Tish James to take over the hearing and continue from this point. I apologize.

COUNCIL MEMBER JACKSON: So sort of like the inspectors for the community boards.

Community Board 9 in Manhattan you have 10 and 12 that's in my area in lower Manhattan. Are those individuals responsible, for example, from an operational point of view in consultation with the boards as far as determining whether or not we should step up the enforcement or be flexible?

I'm not trying to put you in any bind, I'm just need to know from an operational point of view.

MR. KUZNITZ: From an operational point of view, I'm the Director of Enforcement and

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2	normally all those consultations come through me,
3	through the Commissioner, through my office
4	basically. If it goes to the Commissioner, he'll
5	talk to me about it and we'll agree on how we're
6	going to approach it. But the individuals in each
7	individual community board, they're responsible
8	for what happens in the community board by
9	following orders coming from the Commissioner's
10	office or my office.
11	COUNCIL MEMBER JACKSON: You talk
12	about A frames. With respects to A frames as far
13	as advertising. I know that DOS clearly enforces
14	the political signs on lamp posts and what have
15	you and so forth. Where quite a number of us have
16	gone a couple of days before the election,
17	especially Election Day, A frames on the corner.
18	Would this be the same type of situation?
19	MR. KUZNITZ: Yes, it would.
20	COUNCIL MEMBER JACKSON: I said,
21	okay, I'm not going to put any signs up on the
22	lamp post because I don't want to be fined.
23	COUNCIL MEMBER JAMES: Not on the
24	trees either.

COUNCIL MEMBER JACKSON: So on the

day of the election I'll put up A frames. I just wanted to see the classification. I appreciate that. Let me just ask my colleague, Oliver Koppell. Currently, did I hear you say with respects to the law, you rather leave it like it is now and have the Department of Sanitation depending on the situation, depending on what the Director of Enforcement believes is reasonable and unreasonable, let them go about implementing the law. That's what I'm hearing. Is that correct?

COUNCIL MEMBER KOPPELL: Yes, I think that that makes sense because there are clearly instances where signs are obstructions, in some cases offensive obstructions, in other cases where one could be more lenient. As I understand it and that's currently the law, we're not changing that. And I would leave it.

COUNCIL MEMBER JACKSON: Because in reading the testimony as far as small businesses in New York City, with the economy as what it is small businesses need as much support as possible. Clearly with all the taxes and everything else that we're putting on them, I don't want to hamper small businesses or negatively impact their

business and run them out of business. We definitely don't need that.

But also I agree with you that the Department of Sanitation needs the flexibility to do their job as they see fit and according to implementing the law. And I agree with my colleague Simcha Felder, I do have a brother-in-law, sister-in-law that are blind and they have been injured walking into all kind of obstructions in the street. Not only signs but construction and stuff like that where they've been hit in the head and walk into stuff and what have you. So I do believe, though, that overall our sidewalks need to be free for people to walk whether or not they're cited and/or not cited.

Even though he does have a walking cane and he uses that as a guide in order to clear the passage in front of him, that's on the ground. But when there's something sticking out of the side of the building that you can't feel with the cane, that's a problem.

I know one situation in Community
Board 9, I think it was an animal clinic or
something like that and actually from, I guess,

2	the entrance of the building they had a sign out
3	that said MasterCard, Visa. It was sticking out
4	where you could literally walk into it with your
5	head. This was about three years ago and a
6	constituent brought it to my attention. I went in
7	and I talked to the owners about that.
8	Subsequently they removed the sign from that
9	location because it a danger. That was a
10	cooperation but that was a signage situation that
11	was not a good situation. So I hear my colleague
12	on how we should just leave it as it is. So in
13	essence Councilman Koppell, you will then be
14	restoring this or this clarifies it?
15	COUNCIL MEMBER KOPPELL: This
16	doesn't change the rules with respect to what
17	should obstruct the sidewalk. But it clarifies
18	particularly that not only the building owner but
19	the person who puts the sign there. That's what
20	 we're really getting at. We're not really

changing the rule for the building owner; we're
changing the rule for people like the real estate
operators that put signs all over the

24 neighborhood--

25 COUNCIL MEMBER JACKSON:

COUNCIL MEMBER JACKSON:

But what

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morning. My name is Letitia James and I'm speaking on behalf of the district that I represent. I have a bid on Myrtle Avenue and the

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bid has written to me in opposition to this bill because on Myrtle Avenue between Flatbush Ave and Kalussen, which comprises the bid, there are a number of stores, which advertise with sandwich boards. Often times these sandwich boards are no further than three feet from the store and they have proven to be very effective in terms of advertising.

Let me just also say that the sandwich boards add to the charm and the distinction of Brownstone Brooklyn. I do believe that these sandwich boards are not unique to Clinton Hill Fort Green. In fact, I believe they are all throughout what is commonly referred to as Brownstone Brooklyn, which is in my humble opinion probably the best part of the city in New York. And it just adds to its charm.

I'm also concerned, as was expressed by Council Member Jackson, that the number of small businesses that are already suffering due to these austere times and have already been fined to the point where its affecting their bottom line, will be adversely affected by this piece of legislation. To what

extent is this bill effective? Sandwich boards or menu boards I believe they're often referred to.

MR. KUZNITZ: Right now under present law, A frames anywhere on a sidewalk in front of your premise is a premise violation. So that's not going to change. What changes with this law is that if that business owner puts their sign at the crosswalk across the street in front of a vacant building, the person whose name or other identifying information on that sign is liable and responsible for that violation.

So if you put your sign in front of a vacant building instead of a summons going to the vacant building owner who has nothing to do with that sign, it would actually go to that person who is responsible for that sign.

As far as a person putting a sign in front of their own business, that law, that's not changing. The present law that's illegal, however, the Department has a policy where if the sign is touching the building and it's not causing an obstruction, as the Councilman pointed out on Broadway. If the sign is touching the building and there's a lot of pedestrian traffic, and it is

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2	causing an obstruction, yes, it is a violation.
3	On a normal business day with little pedestrian
4	traffic, if the sign is not bothering anybody the

agents are told not to issue a violation.

COUNCIL MEMBER JAMES: So these sandwich boards are not obstructive, they're not offensive even if that term is sort of vague, but they're not offensive. The stores in Clinton Hill and Fort Green, which continue to have sandwich boards on their premises, in front of their establishment, will not be impacted. Is that true?

MR. KUZNITZ: That's correct unless the sidewalk is very narrow. I'm not familiar with it. Some areas sidewalks are much wider, some areas that I go to a sidewalk might only be six feet wide. In that case it would be an obstruction.

COUNCIL MEMBER JAMES: I believe that there should be further clarification on this piece of legislation and further discourse. My question is will the Department of Sanitation be speaking to community boards or to bids or to merchants associations with regards to the impact

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2 that the state of the law currently and this 3 proposed piece of legislation?

MR. KUZNITZ: Of course we would and I could say over the last few years that I've been in enforcement, we've been receiving a lot of complaints from those groups. It's not so much the business owner that puts the sign in front of his own business. We're receiving a lot of complaints about the signs that we can't do anything about, the ones on center medians, the ones in crosswalks, the ones that are staked into the ramps of crosswalks where people with wheelchairs, baby strollers and shopping carts have to use to access that sidewalk or to cross the street. We're getting a lot of complaints and those are the signs that this bill would impact.

COUNCIL MEMBER JAMES: We do not do that or violate the law in Clinton Hill or Fort Green. We're law abiders; all of us. He's a constituent, he can attest to it. So I will be probably reaching out to the bid on Myrtle Avenue and asking that they extend an invitation to your office so that you can come and speak to the merchants on their level. And I thank you for

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2	your testimony.	Any	other	further	questions?
3	Thank vou				

The next witness is Mr. Kenneth

Peskin. Did I pronounce that correctly? You're

on, sir, International Sign Association.

Apologize my written remarks I'm not actually going to submit to you because it was before I received the testimony and the additional staff report which has clarified a lot of what had been my concerns. Thank you for bringing up the small business owner Mr. Jackson. Aren't really particularly germane to where I see the bill actually being.

First thing, my organization

International Signs Association represents the manufacturers and users of on premise signs, which generally the permit signs that are--sorry.

Kenneth Peskin, the Manager of State and Local Governmental Affairs with the International Sign Association in Alexandria, Virginia. We represent the manufacturers and users of permanent on premise signage, the signs that are properly permitted and attached to buildings and staked

into the ground. So the issue of sandwich boards is not a core product of our companies and our manufacturers.

As an organization, we strongly support any efforts to remove all signs that are located that impact visibility and flow of traffic, illegally installed or located signs that are placed without regard to proper permitting, impact public safety or erected on public poles or trees or things of that sort. That being said, we still have a few things that we're concerned about the legislations as its currently written so we have some opposition.

I think much of it deals with what

I see as some of the unintended consequences of

the wording of the ordinance as its currently

written and the potential exposure that the city

can have as a result. The first thing is the sort

of comprehensive list of the types of signs that

would be prohibited, A frame sandwich board, et

cetera, all the way down there.

The one that I had the particular concern with, first off is defining them all as free standing signs. As sort of a matter of

point, permanent signs, a pole sign, a pile on sign, a monument sign also are generally considered free standing signs. What I think is intended is something along the ways of temporary signs or portable signs or staked inside. There are other ways of writing it but I would caution using the phrase free standing signs because that could unintentionally expose some legally, permitted permanently installed signs under the proposed ordinance.

The second thing is as it deals with the phrase pole banners and signs. Again, pole signs are often permanently installed. The concern I would have about pole banners, many times erected on light poles and things, are banners above the flow of traffic that are installed by civic associations, governmental groups, things of that sort. I understand that's completely not the intent of the ordinance but I think a little word spiffing may help you out from having the sort of unintended consequences.

The next thing where I could see there being a potential safety aspect, the clarification that business currently aren't

allowed these signs unless they're flush against the building, depending on the circumstances. I can see there being a possible safety aspect as it pertains to certain parking lots, parking services, valet parking.

The issue that I could potentially see, and we see in a lot of locations, is set backs becomes a safety aspect. The further back a sign is from the right of way, the harder it is to see and the more likely you are to either need to see it further away in order to respond in time or you may make an abrupt and sometimes dangerous safe cut driving maneuver.

As it pertains to parking, parking lots, I don't know the exact statistics in the city but I could imagine if it is difficult to locate that a parking lot may be open or has capacity or whatever the particular rates are, could potentially cause some abrupt and potentially dangerous parking maneuvers or driving. That's something to at least bear in mind.

The third thing and sort of the last thing is the possibility of the legal

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concerns and the exposure to the city depending on how an ordinance is written. Sign ordinances are very dicey things. Lots of cities have to defend them in court on constitutional and free speech issues. The concern I have as it pertains to that is the ordinance talks about obstruction and nuisance and talks about safety.

One thing it does not talk about is citing essentially off premise advertising erected without a permit. That's what a lot of these signs are in essence. And if that's the case and it's recognized as such, that's another level to sort of protect the city. The problem with citing simply the obstruction and nuisance is the city has sanctioned a number of other forms of not nuisance but obstructions on the sidewalk or the Whether it be vendors, whether it be street. mailboxes, newspaper vending machines and not limited to certain advertising devices on bus shelters and phone booths and other things from which the city or governmental agencies derive revenue.

Where that comes down, the city of
Los Angeles right now had their sign ordinance

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declared unconstitutional after being sued by a billboard company. Which is not my industry, I don't represent the billboard companies, I say that beforehand. But they said there could be no more billboards in the city but then they went ahead and sold a contract for bus shelters and street furniture advertising. Right now that city has to re-craft their entire sign ordinance because they declared different sets of rules for both the city and for private businesses.

There was a very good court case on this in the city of Cincinnati where they tried to tell certain essentially newspaper vendor services. The case is cited by the Supreme Court in 1993 called City of Cincinnati versus Discovery Network, where they basically said you can't have your newspaper boxes on the sidewalk but other people can. The city lost and it was a real problem.

An interesting precedent but I just urge you to be very careful on the grounds and the basis by which you draw these regulations so that you can most effectively get what you're trying to do without bringing about any unintended

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consequences, both to businesses and merchants, to
legally operating sign companies and businesses in
the city and also without exposing the city to any
potential harm

COUNCIL MEMBER JAMES: Thank you.

We were joined by Maria Carmen del arroyo from the Bronx you had to attend another meeting. She had a conflict in her schedule. Do you have any suggestions in language?

MR. PESKIN: Not with me at the moment. I can communicate with Jarret. I've been in touch with him before, I would be happy to submit some ideas to him.

COUNCIL MEMBER JAMES: We would appreciate that. Any other comments or questions? Council Member Koppell.

COUNCIL MEMBER KOPPELL: I want to thank you for your comments. I'm not 100% sure that I agree with them but they are important to be considered. I'll be happy to talk to committee counsel about some amendments to take care of some of these issues if necessary. But I do appreciate your calling these matters to our attention and we will certainly give it due consideration. And any

2	suggested language, as Council Member James
3	indicated, would be appreciated. If you send it
4	committee counsel, send me a copy please here at
5	City Council. I'd appreciate it.
6	MR. PESKIN: Thank you. I'd be
7	happy to.
8	COUNCIL MEMBER JAMES: Thank you.
9	Council Member Jackson, any comment?
10	COUNCIL MEMBER JACKSON: No.
11	COUNCIL MEMBER JAMES: Thank you.
12	Next witness is Saul Scheinbach. Did I pronounce
13	your name correctly?
14	SAUL SCHEINBACH: Yes.
15	COUNCIL MEMBER JAMES: Thank you.
16	MR. SCHEINBACH: Thank you for
17	hearing my testimony. My name is Saul Scheinbach.
18	I'm the Chairman of the Environment Sanitation
19	Committee for Community Board 8 in the Northwest
20	Bronx. I'm here representing Community Board 8,
21	which supports Introduction 701-A. This bill
22	would prevent open house, sports league signs and
23	other such signs from being placed on public
24	property.
25	In April 2008, just exactly one

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year ago, our community board passed a resolution
supporting this bill. Even earlier we sent
letters to local real estate brokers asking them
to refrain from posting such signs. Most of them
exceeded but a few did not. These unscrupulous
brokers want free advertising at the expense of
the community. They put up a dozen or more signs
for each house for sale. Each weekend signs pop
up like mushrooms in crosswalks, on street
corners, where they impede pedestrian traffic.

The other brokers use paid advertising. They assure these signs and resent those who are degrading the community. Moreover, many residents have expressed their own displeasure by even knocking down the signs or throwing them in the trash.

The metal signs are heavy and could easily trip the elderly and the blind. Weekends are also when many residents are walking to houses of worship or doing their weekly shopping.

Families pushing baby carriages must detour around them, as do those wheeling shopping carts. For all of them, the signs become an obstacle.

And concerning the discussion

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you've had earlier in this committee about A frame
signs and their impact on local businesses. I
would say that I think the Subway chain has
provided a fine way of advertising. They put
banners over their store fronts. No A frame signs
are on the sidewalk so there's no obstacle. They
comply with the law as it currently exists and the
banners are very visible. They can be seen from a
block away. It's great advertising and we are
pleased with that kind of advertising.

Signs are also being placed on roadway medians, green streets and park perimeters where they blight the landscape. As a result, the park edges become billboards for sports leagues.

New York is a crowded city; we all know that.

It's a city where pedestrians use the sidewalks; we all know that. And a city whose residents value their parks. All of our residents would be happy to know that this bill would become law.

Thank you.

COUNCIL MEMBER JAMES: Thank you Mr. Scheinbach. Any questions? Council Member Koppell.

25 COUNCIL MEMBER KOPPELL: I would

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on this at community board meetings. The community board supports it. I'm happy to introduce it. I think you've made a very good case for it. I have to look at some of these concerns and we'll take them into account. But as it was kind of indicated already, the current law already prohibits these signs and places the owner of businesses at the risk of fines where they put these signs in front of their premises.

But at the current time nobody's going after the kind of signs that Mr. Scheinbach is talking about all over the neighborhood. Which is in essence free advertising and also environmentally and aesthetically I think very annoying and concerning, especially in residential areas

COUNCIL MEMBER JAMES: And is it the number of signs? Because Mr. Scheinbach mentioned on some there are at least 12 real estate agents that have posted signs for each house for sale. Is it the number of signs or just the sign itself?

COUNCIL MEMBER KOPPELL: The point

2	is that the signs spring up, as he said, mostly on					
3	weekends when people are going around and leaving					
4	their homes. And they put them all over the					
5	neighborhood where the house is for sale. So one					
6	broker could put up six or eight signs.					
7	It's interesting. This past					
8	weekend I noticed one of these very large, or					
9	pretty large, A frame metal signs in a garbage					
LO	pail on the corner because people are so annoyed					
11	with them, they throw them in the garbage.					
L2	MR. SCHEINBACH: A sign was					
13	actually in a crosswalk on a busy street.					
L4	COUNCIL MEMBER JAMES: Any					
15	comments, Council Member Jackson? Mr. Scheinbach,					
L6	we thank you for your testimony. We obviously					
L7	share your concerns but obviously want to look at					
18	some of these unintended consequences to					
L9	businesses that I mentioned earlier.					
20	MR. SCHEINBACH: Certainly, yes.					
21	COUNCIL MEMBER JAMES: We thank you					
22	and thank you for being a very courageous public					
23	servant.					
24	MR. SCHEINBACH: Thank you.					
25	COUNCIL MEMBER JAMES: Any other					

1	COMMITTEE ON SANITATION					
2	testimony?	I believe this hearing is concluded.				
3	Thank you.					
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I, Amber Gibson, certify that the foregoing transcript is a true and accurate record of the proceedings. I further certify that I am not related to any of the parties to this action by blood or marriage, and that I am in no way interested in the outcome of this matter.

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Signature T			_/	•	

Date _____April 23, 2009_____