NYC Department of Transportation Testimony Before the City Council

Committee on Transportation and Infrastructure

April 10, 2023

Good morning Chair Brooks-Powers and members of the Committee on Transportation and Infrastructure. I am Eric Beaton, Deputy Commissioner for Transportation Planning and Management. With me today are Charles Ukegbu, Assistant Commissioner for Regional and Strategic Planning, Diniece Mendes, Director of the Office of Freight Mobility, and Rick Rodriguez, Assistant Commissioner for Intergovernmental and Community Affairs. We are also joined by Deputy Inspector Erik Worobey and Director Michael Clarke from the New York City Police Department. Thank you for the opportunity to testify on behalf of Mayor Adams and Commissioner Rodriguez on the Administration's freight vision and the City's truck route network.

Transforming the Way Freight Moves through the City

In recent decades, New York City has experienced record growth in terms of population, jobs and commerce. Our complex freight network—with trucks delivering 90 percent of our goods—has played a critical role in this growth. The growth of e-commerce, which was accelerated by the COVID-19 pandemic, has dramatically increased freight volumes, not only between businesses, but to our residences as well. More than 80 percent of New Yorkers receive at least one package at home each week, and 18 percent receive packages on four or more days per week, leading to an increase in delivery vehicles on city streets. Between January 2020 and December 2021, DOT estimated that freight traffic across the Hudson River increased by over 50 percent. And we expect the amount of freight to continue increasing. Earlier estimates projected regional freight movement growth of 68 percent between 2012 and 2045.

To respond and prepare for this growth, DOT is undertaking a number of initiatives with our partners in and out of government to transform the way freight moves through the city. This includes developing *Delivering New York: A Smart Truck Management Plan for New York City,* which lays out the City's freight vision. We have also identified opportunities and strategies to build on EDC's *FreightNYC* plan with our report *Delivering Green: A vision for a sustainable freight network serving New York City,* and coordinate with New York State's Freight Transportation Plan.

These initiatives focus on managing demand, enhancing safety, network connectivity, curb access, and promoting sustainable last-mile delivery.

Managing Demand

To manage demand, the City supports off-hour deliveries through DOT's Off-Hour Deliveries program. Launched in 2019, the program encourages goods delivery during the off-peak hours of 7pm-6am in busy parts of the city. Off-hour deliveries reduce congestion, improve bus speeds, and decrease the opportunity for conflicts with pedestrians and cyclists. With

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participation at over 1,100 business locations citywide, DOT continues to explore new ways to expand the program.

DOT also aims to manage demand and reduce truck congestion through piloting the adoption of microhubs, or spaces on- or off-street where goods are loaded from larger freight vehicles to smaller, low- or no-emission vehicles or human-powered modes such as cargo bikes or hand carts for final delivery. In compliance with Local Law 166 of 2021, DOT issued a Request for Expressions of Interest (RFEI) to seek feedback on challenges and opportunities for pursuing microhubs. DOT will establish a pilot program to support the creation, operation, and expansion of microhubs this summer, as detailed in our report released last week.

Enhance safety, network connectivity, and curb access

DOT also works to enhance safety, network connectivity, and curb access for trucks. The agency does this through truck route management, redesigning streets to reduce conflicts, expanding loading zones, and engaging on truck safety education, outreach, and partnerships.

I want to take a moment to explain what a truck route is, since we understand that it can be a concerning designation. Our truck route rules are meant to keep truck drivers on truck routes until they are as close as possible to their final destination. In areas where we do not have truck routes, truck drivers can still travel to get to their final destinations, but may do so on any street that provides a direct connection, without regard to the size or land use on that street – and will do so, as they serve homes and businesses all over the city. A truck route is really a restriction to minimize the negative effects of truck traffic by limiting what roads trucks can use to get close to the stores, restaurants, and homes that need them.

The City's Truck Route Network, established in the 1970s and with small updates in 2015 and 2018, has not been substantially updated to reflect changes in residential and commercial land use patterns, the transportation network, and delivery patterns from e-commerce. The Administration supports changes to update the truck route network to make sure that communities are appropriately protected from truck traffic, and removing designations where inappropriate or redundant.

DOT also redesigns streets to reduce conflicts between trucks and other modes, increase predictability of movements, and improve visibility of vulnerable road users. For example, our redesign of 34th Avenue in Queens both physically restricts the ability of trucks to make through trips, and adds loading zones on cross streets to provide delivery alternatives. In another example, DOT completed a major redesign of the 20th Street local truck route in Brooklyn by creating a new protected bike lane connection, increasing pedestrian space, and calming traffic, along with a one-way conversion. This redesign creates a safer, more reliable connection for cyclists, pedestrians, and truck drivers alike.

We also work directly with the trucking industry, via education and outreach to help keep our streets safe. Last year, DOT launched a recurring Truck Smart Campaign to encourage and promote the safe operation of trucks on NYC Streets, leveraging social media channels, billboards, PSA videos, and radio communications, reaching over 1.5 million impressions.

The agency continues to expand the number of designated parking spaces for loading to reduce double parking and keep bike and bus lanes clear. Last week, DOT released the loading zone report required by Local Law 168 of 2021. DOT has developed the required methodology based on population density, land use, and the number of existing loading zones that we use to determine where loading zones are necessary to enhance safety and reduce traffic congestion. Since the beginning of 2022, DOT installed over 2,000 loading zones citywide. Going forward, we will continue to install loading zones, prioritizing zones on transit corridors, bike corridors, in street improvement projects and other safety redesigns, and corridors with high volumes of double-parking violations and crashes involving double-parked trucks, as well as in response to requests from communities, businesses, and elected officials.

Promote sustainable last-mile delivery

DOT also works to promote sustainable last-mile delivery through a number of programs.

With the Commercial Cargo Bike Program, DOT incentivizes adoption of sustainable and efficient freight delivery by making designated loading and unloading space available for cargo bikes on-street. The program has grown to seven participating companies and over 400 cargo bikes. Cargo bikes can load and unload wherever commercial vehicles can, and are exempt from parking meter payment. DOT is also pursuing rule and legislative changes to make the program permanent and remove legal barriers to expand the use of cargo bikes, including supporting S.1975/A.3874, sponsored by Senator Ramos and Assembly Member Jackson, which would increase the legal widths of cargo bikes to allow more efficient, ergonomic, and readily available designs.

DOT and EDC have jointly launched the Blue Highways Program to evaluate marine freight highway development and encourage the use of New York City's waterways to move goods into and around the city. The City will be releasing an RFEI later this year to better understand industry challenges and opportunities, including ways to implement and support businesses engaging in marine freight operations and supporting infrastructure.

Trucks will continue to be a part of the delivery mix in New York City, and so we are committed to making sure that trucks on our streets are as safe and sustainable as possible. One example of our work here is the New York City Clean Truck Program, through which DOT offers rebate incentives to truck owners to replace or retrofit their diesel trucks with alternative fuel or zeroemission trucks. The program is focused on trucks in Industrial Business Zones located near Environmental Justice communities that have historically been subject to a disproportionate amount of diesel exhaust emissions.

Another example is our work with EDC to develop a citywide freight decarbonization and truck electrification strategy, including developing design plans to install a network of up to 100 publicly accessible truck charger stations.

The City has also long been a leader in requiring side guards and other safety technology, and will continue to work with our state and federal partners to make additional safety technology mandatory.

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Legislation

Now, turning to the bills before the Committee today.

Introduction 708

First, Intro. 708 sponsored by Council Member Aviles, which would require a truck route redesign. As I discussed earlier, the Administration supports making revisions to our truck routes and supports the portion of the bill that would require a truck route redesign.

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To respond to several other elements of the bill, the bill would mandate initial and final reports on proposed changes with public comment requirements. Our current process for making changes to the truck route network, however, already has its own hearing and public comment process as required by the City Administrative Procedure Act, known as "CAPA." While we value public input, we should ensure that the legislation creates a process that comports with CAPA. The bill would also require DOT to implement daylighting at each intersection adjacent to the truck route network. We have found daylighting valuable in some places, but not in others, and it is critical that DOT retain the discretion to determine where to use it.

Introduction 906

Next, on Intro. 906 sponsored by Council Member Brannan which would require an agency or office designated by the Mayor to identify one location in each borough where it would be feasible and appropriate to create designated, off-street parking for tractor trailers and establish such parking by the end of 2025.

After hearing from elected officials and the community about overnight truck parking concerns, the City kicked off a multi-agency overnight trucking task force. This task force consists of multiple Mayor's offices, NYPD, DSNY, DOT, EDC, DCAS, DCP, and the Sheriff's office. The goal of the task force is to come up with long-term sustainable solutions to this issue, as enforcement is only part of the solution. The task force is using data analysis and mapping to identify the areas with the highest incidence and potential sites for truck parking. The group also conducted a community survey to better understand the problem. Thanks in part to our partners in the Council who helped to promote the survey, we received over 2,000 individual responses. The Administration plans to announce more detailed recommendations this spring. We agree that off-street parking is an important part of solving this problem and look forward to discussing this bill further with the Council.

Introduction 924

Next, Intro. 924 sponsored by Council Member Aviles. This bill would require DOT to study street design as a means to limiting or reducing the use of streets in residential neighborhoods by commercial vehicles. As described above, DOT has a robust toolbox that encourages safe operation of vehicles, including trucks. Part of the challenge is that on many streets, trucks are delivering packages, picking up waste, delivering oil, and otherwise supporting residential neighborhoods. While we agree with the intent of this bill, we are concerned that the additional effort in report writing would be better spent focusing on solutions in specific locations.

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Conclusion

In conclusion, I would like to thank the Council for the opportunity to testify today. We look forward to working together to create a safer, more sustainable, and efficient freight system that grows the economy, supports freight-related jobs, and delivers the goods that residents and businesses need. We now welcome your questions.



OFFICE OF THE BROOKLYN BOROUGH PRESIDENT

ANTONIO REYNOSO Brooklyn Borough President

City Council Committee on Transportation & Infrastructure April 10, 2023 Oversight Hearing on Truck Routes

Good morning Chair Brooks-Powers and members of the Committee, and thank you for holding this hearing today on this extremely important issue. As you may know, one of the main goals of my career has been to reduce truck traffic in environmental justice communities such as Southside Williamsburg, where I'm from. These neighborhoods have suffered for decades due to the disparate impacts of air pollution and exhaust, including higher rates of asthma and cardiopulmonary disease and more frequent hospital visits, as well as more dangerous streets.

We've had some successes in recent years, for example waste equity legislation has resulted in fewer waste trucks traveling through North Brooklyn, Southeast Queens, and the South Bronx, and implementation of Commercial Waste Zoning will build on this victory. However, the next front in this battle is regulating other types of trucks, especially due to the recent rise of e-commerce platforms. In the last three years, the largest percentage of 311 complaints about engine idling, air quality, and truck activity have come from Brooklyn's waterfront communities that also border the Brooklyn-Queens Expressway, with the largest uptick coming from neighborhoods where last-mile facilities have sprung up in industrial zones.

I am actively working alongside Councilmember Cabán and a coalition of stakeholders to finalize legislation that will create a licensing structure for last-mile facilities, which will allow us to address multiple issues at once, including but not limited to clustering, environmental impact, and labor conditions. I look forward to introducing that bill soon.

In the meantime, I want to thank the Department of Transportation for its attention to this issue, particularly the plan announced last week to create neighborhood-based micro-hubs that will utilize non-truck methods such as cargo bikes for last-mile deliveries. This is the kind of creative planning we need, and even the corporations know it. Amazon is even piloting a cargo bike delivery program in Red Hook. We need to encourage more of this, and support State legislation to legalize larger cargo bikes that can travel farther and hold more.

And there is still more we can do. Passing Intros 708 and 924 will support re-envisioning our existing truck routes with new needs in mind, while being creative about design interventions that help keep trucks where they should be. This legislation will ensure that this planning includes diverse stakeholders both from within the industry and those who are impacted by it. I would also like to encourage the Council to hear Intro 721, which would explore how to integrate truck routes with GPS so that drivers can plan their routes more efficiently.

Additionally, implementation and enforcement of existing policies can support a more sustainable truck network. Implementing legislation requiring DOT to install 500 loading zones per year through 2024, coupled with DOT's continued efforts to expand off-hour deliveries, will help alleviate double parking and the congestion it causes, and decrease conflicts between delivery trucks and cyclists. Implementing Commercial Waste Zoning will dramatically reduce the number of waste trucks on our streets. Enforcement of existing policies that disallow oversized trucks, particularly on the triple-cantilever of the BQE, will make our streets safer and protect our infrastructure. And last but of course not least, implementing the Central Business District Tolling Program will be transformative by encouraging use of alternative transportation options and thereby reducing congestion.

Thank you again for holding this hearing today. I look forward to continuing to partner with the City Council to address truck traffic, further environmental justice, and make our streets safer.

Testimony on Behalf of the United Parcel Service (UPS) to the NYC Council's Committee on Transportation and Infrastructure regarding Int 708 April 10, 2023

UPS thanks Chair Brooks-Powers for holding this important hearing today, and for the opportunity to provide feedback on Int 708, sponsored by Council Member Avilés, which would require the Department of Transportation (DOT) to redesign the city's truck route network to improve safety and reduce traffic congestion and emissions.

UPS supports the goals of Int 708, which would require DOT to work with City agencies, local residents, community stakeholders, environmental and climate justice organizations and the trucking, logistics and last-mile delivery industries to ensure an improved truck route network. Additionally, this legislation would also require DOT to implement daylighting at each intersection adjacent to the truck route network, and review and replace truck route signage where necessary.

New York City has one of the most complex truck route systems in the country, with over 1000 miles of designated roadway — we commend the Council for addressing this pressing issue that affects drivers and pedestrians alike. UPS' large presence in NYC, serving 8.5 million customers (including 70,000 small businesses), with 11 facilities in all five boroughs is why we are committed to partnering with the City to reduce traffic congestion and improve the efficiency of the delivery network.

As an industry leader in the global logistics and sustainability industries, UPS envisions alternatives that reduce congestion while also allowing more efficient deliveries, such as our cargo electric cargo bike pilot program. We commend the Council for leading the conversation on improving curbside loading. UPS has appreciated the partnership with the Council to pass legislation to establish micro-distribution centers and increase commercial loading zones. Yesterday's announcement from NYC DOT regarding 20 new micro-distribution centers is a notable step forward and we look forward to working with our partners in government to implement other aspects of the curbside loading reform package passed in 2022. UPS has also proposed several interventions that can reduce congestion and help to re-imagine our streetscape. These initiatives include creating "commercial green zones" to incentivize zero emission trucks in dense locations while helping the city meet its other emission reduction goals.

We welcome the inclusion of daylighting at intersections adjacent to the truck route network, as we have witnessed our truck drivers' deliveries be halted or delayed due to improper curb and double parking at intersections. However, we strongly suggest ensuring that the commercial parking positions that are removed for daylighting implementation are reappropriated elsewhere and not just eliminated outright. Otherwise, the unintended consequences of this could potentially result in a continued cycle of losing commercial parking positions with no proposed alternatives. We also recommend increasing enforcement of non-commercial vehicles parked in loading zones. This will ensure safer streets for our drivers and pedestrians, as well as on-time deliveries.

Additionally, it is important to note that the COVID-19 pandemic has impacted delivery patterns. With significantly more New Yorkers relying on e-commerce for everyday household needs, there has been an increase in demand for our delivery services in residential neighborhoods — ultimately shifting delivery patterns. Given that, we are aware of the changes in neighborhoods caused by the respective increased deliveries and appreciate DOT's work to implement Neighborhood Loading Zones to accommodate commercial vehicles in these areas. UPS particularly wants to thank the DOT freight team, who has been a vital partner in helping the industry identify solutions to address community concerns.

UPS is committed to maintaining our delivery service while also assisting the City in envisioning how to efficiently design curbside management in ways that best serve everyone involved.

Thank you for your time and consideration. UPS looks forward to continuing working with the Council to support the City's goals in supporting safe and sustainable streets for all New Yorkers.

Sincerely,

Axel Carrion Vice President of Government Affairs, UPS



NYC Transportation and Infrastructure Committee Hearing Testimony Oversight Hearing on Truck Routes April 10, 2023

Thank you to Chair Brooks-Powers and all members of the Transportation and Infrastructure Committee for convening this Council oversight hearing on truck routes. Transportation Alternatives believes that our streets belong to the people of New York City, and we work with New Yorkers in every borough to build a future that rises to the needs of our communities.

Street space is New York's largest public asset and space is at a premium. Trucks and other large delivery vehicles have an outsized impact on congestion and use of street space, causing significant environmental harm to communities and also impacting both street safety and visibility. The pandemic has only exacerbated this crisis, adding more large trucks and congestion to our streets without any mitigation efforts. In 2019, approximately 1.8 million daily packages were delivered daily to NYC, but as of March 2022, <u>that number has skyrocketed to 3.6 million daily packages</u>.

The impacts of heavy truck usage are widespread. More than half of New York City's residents live within 0.1 miles of a truck route, and over 60% of NYC's schools are located within that same distance, subjecting young people to higher rates of asthma and air pollution. Truck routes also disproportionately impact BIPOC communities: of the 270,000 New Yorkers living within a quarter mile of the top ten most truck-trafficked areas, 73% are BIPOC and 70% are car-free. Heavy truck traffic forces New Yorkers who live, work, and travel in these neighborhoods to bear toxic emissions while walking or waiting for the bus.

With such limited space on our streets, this increase in truck freight has also led to an increase in blocked bus lanes, bike lanes, and car traffic congestion. New York City relies on trucks for freight more than the nationwide average, with about <u>90% of goods</u> <u>delivered by truck</u> – it is clear that we cannot continue to support such an outmoded system that makes our public space unusable and prioritizes large vehicles over New Yorkers' health and safety.

It is time to reign in the environmental abuse caused by massive truck infrastructure in frontline communities. We can redesign our city streets for a freight system that improves street safety and mobility access, reduces traffic congestion, and returns New York's streetspace back to the people, as outlined in TA's 25×25 Challenge.



Transportation Alternatives strongly supports the proposed legislation to address long-standing trucking problems and provide concrete traffic solutions.

<u>Intro 0924</u> requires DOT to study street design as a means to limit truck traffic through residential neighborhoods. We need to reduce the number of trucks on our streets and shift to other freight modes like last-mile cargo bike delivery and waterway usage.

<u>Intro 0708</u> requires DOT to redesign the city's truck route network to improve safety, increase visibility, reduce traffic congestion, and reduce vehicle miles traveled. TA commends the inclusion of provisions for daylighting defined as within 25 feet of an intersection, aligning with the National Association of City Transportation Officials (NACTO) best practices, and we recommend the bill require DOT to study what re-designs discourage through truck travel similar to language in <u>Intro 0924</u>. However, TA does not support paint-only treatments that would increase turning radii and make it easier for trucks to turn more quickly (and dangerously) through intersections.

<u>Intro 0906</u> would require the CIty to identify off-street parking for tractor trailers, addressing streetscape needs.

TA also wholeheartedly supports <u>Resolution 0460-2023</u> calling on the New York State legislature to fully fund the Metropolitan Transit Authority.

While improved oversight and optimized truck routes are a necessary step forward to mitigate the status quo, **TA offers the following recommendations in support of safe and equitable streets for all New Yorkers**:

- **Infrastructure improvements:** TA supports an infrastructure-first approach to safe streets improvements, and calls on the City to prioritize hardened daylighting treatments, particularly at deadly and dangerous intersections as called for in Chair Brooks-Powers' <u>Intro 0854</u>.
- **Mode shift & cargo bikes:** we need a significant mode shift away from unwieldy and dangerous vehicles towards solutions that support all road users and allow for better use of shared street space.
 - While the City has promised to expand the cargo bike pilot and create designated loading and unloading spaces, according to DOT only four locations have been created to date. We urge this project expansion to be fast tracked.
 - TA recommends targeting any new cargo bike pilot program efforts to environmentally vulnerable communities.
 - TA further recommends the City work with State colleagues to <u>pass</u> <u>legislation</u> to allow cargo bikes with electric assist to be classified similarly



to their e-bike counterparts. Cargo bikes fill a critical gap for last mile delivery needs and support a decarbonized future. Smaller local companies and their customers would benefit since the off-the-shelf non-custom cargo bicycles cost less. Cargo bikes are also <u>faster than vans</u>, making it possible for bike couriers to help out local businesses compete with giants like Amazon on local deliveries.

- As the city is discussing highway transformation projects like the BQE and Cross Bronx Expressway, there should be specific requirements around mode shift and mandated targets of moving away from truck freight to waterway and cargo bike delivery.
- **Overweight trucks:** the City must install weigh-in-motion sensors and fine overweight trucks driving on disallowed streets and the BQE, as was promised by the end of 2022. It is unacceptable that trucks deemed illegal for city streets continue to face no repercussions. In 2021, DOT promised to work with relevant agencies to reform overweight truck permitting and limit the number of overweight trucks on our roads. It's time for real progress.
- **Truck safety:** due to the decreased visibility of large vehicles like delivery trucks, drivers of these vehicles are more likely to hit pedestrians than drivers of sedan-size vehicles. Therefore, TA recommends the City reduce vehicle size and prioritize driver visibility in city fleets, including DSNY vehicles.
- **Protected bike lanes:** turn all painted lanes on truck routes into protected bike lanes to improve safety and prevent deadly crashes.
- **Environmental justice:** install air quality monitors along identified major truck routes and schools, and remediate the adverse health impacts of truck traffic in adjacent communities.
- **Better reporting:** track fatalities and injuries caused by larger vehicles and delivery trucks, and include as part of annual reporting. The Vision Zero View Dashboard should allow filtering by vehicle type.
- **Compliance with existing legal requirements:** release public reports on: progress on the <u>green loading zones pilot</u>, and the <u>Streets Plan requirement</u> that DOT test and evaluate new last-mile freight strategies like freight mobility hubs.



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Testimony of Zach Miller Metro Region Operations Manager Trucking Association of New York

Before the

New York City Council Committee on Transportation and Infrastructure

Regarding

Oversight-Truck Routes

Good afternoon, Chair Brooks-Powers and members of the Transportation and Infrastructure Committee. My name is Zach Miller, I am the Metro Region Operations Manager for the Trucking Association of New York. Since 1932, TANY has advocated on behalf of the trucking industry at all levels of government, providing compliance assistance, safety programs, and educational opportunities to our members, and in the process, creating jobs, supporting the economy, driving safety, and delivering a sustainable future.

The safe and efficient movements of goods and services are vital to the economic vitality and growth of commerce in New York City, and the greater metropolitan region. Trucks move goods and freight to grocery stores, markets and restaurants, manufacturing facilities, office buildings, construction sites, and residences. Trucks come in many shapes and sizes. The nature of a community's local businesses and industries dictates the truck traffic which DOT uses to determine whether a truck route is needed to facilitate freight movement. The truck route network is a key safety tool, and we must ensure trucks stay on route.

That is why we are supportive of Int-0708 which would require the Department of Transportation (DOT) to redesign the city's truck route network in consultation with city agencies, affected residents, and representatives from businesses, environmental and climate justice organizations, street safety organizations, industrial business zone administrators, and the trucking, logistics and last-mile delivery industries.

DOT's Office of Freight Mobility as part of their best practices engages with the various stakeholders and agencies that are highlighted in this bill and does so consistently. This has greatly improved freight efficiency and served this city especially well during the worst of the pandemic. We agree that it is wise to codify these best practices into law. With about 1,300 miles of designated roadway, New York City has one of the most complex truck route systems in the nation. We credit DOT with their redesigned truck route network, outreach, and map distribution as part of their "Delivering New York a Smart Truck Management Plan for New York City". It is crucial that this network be closely monitored and improved, and we are delighted to see the Council support DOT's efforts to do this.



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The best way to ensure a safe and efficient truck route network is not to reduce the options for truck drivers to take but to provide them with the tools that they need, such as overnight truck parking, neighborhood loading zones, curbside access, well-maintained roads, and stronger signage in and around the 21 IBZs throughout the city. It is also in the best interest of all New Yorkers that we keep the truck route network and bike lane network separate as much as possible. Too often we have seen bike lanes placed right in front of freight terminals, which creates the potential for unnecessary conflict.

We also must give credit to civic groups such as the Queens Community Task Force for Solutions to Illegal Truck Parking in their quest to solve the overnight truck parking shortage, seeks to ensure that traffic flows and delivery patterns are factored in to provide both clear access to truck drivers, and safe streets for communities. We appreciate both the City Council and Adams Administration's dedication to solving the overnight truck parking shortage and are supportive of Int-0906. This common-sense legislation will ensure our hard-working truck drivers will have a safe place to park, and our communities will have safer, cleaner streets. Not only that, but it will help to facilitate even greater sustainable and efficient initiatives such as off hour deliveries, micro distribution centers, and electric vehicle charging hubs, all of which need infrastructure to succeed and are major goals for both DOT and TANY.

Lastly, we are happy to see an emphasis placed on daylighting at intersections adjacent to the truck route network. In providing information from fleets to Open Plans, as part of their upcoming Curb Report, we learned how frustrated many fleets are by curb parking at intersections, with some asking us to request the city remove such parking. This is yet another tool that DOT can utilize to make our streets safer and to increase efficiency throughout the truck route network.

As always, the Trucking Association of New York looks forward to ongoing collaboration and dialogue with the City Council.

Thank you for your time.



Testimony of Hillary Aidun of Earthjustice New York City Council Committee on Transportation and Infrastructure April 10, 2023

Earthjustice is a national nonprofit law organization and a member of ElectrifyNY and the Last-Mile Coalition. **Earthjustice supports Intros. 708 and 924** and urges the City Council to continue to work to protect New Yorkers from the environmental, public health, and safety impacts of truck traffic, which fall disproportionately on low-income communities and communities of color.

Trucks now deliver more than 2.4 million packages every day in New York City. Heavy-duty diesel vehicles are responsible for approximately half of on-road tailpipe emissions in the city, emit significant greenhouse gases, and have a disproportionate impact on low-income communities and communities of color. Heavy-duty vehicles also emit particulate matter and precursors to ozone, which can cause damage to the airways, heart attacks, strokes, lung cancer, and more severe and frequent asthma attacks. New York City suffers from persistently poor air quality and is part of a federally designated multi-state non-attainment area for ozone. Vehicle emissions are a significant contributor to existing ozone levels and are a main driver of neighborhood-level variation in air quality, which concentrates pollution in low-income communities and communities of color.

The proliferation of last mile warehouses compounds these problems by increasing the total number of truck trips for deliveries throughout the city, worsening air pollution, noise pollution, traffic congestion, and safety concerns. In the past few years, low-income communities of color in New York City have become the last-mile warehouse epicenter. The City Council must act swiftly to address this uptick in truck traffic and the resulting impacts.

Intro. 708 would require the New York City Department of Transportation ("DOT") to redesign the City's truck route network to improve safety, increase visibility, reduce traffic congestion and emissions, and reduce vehicle miles traveled. This bill would contribute to addressing the harms produced by truck traffic. We urge the Committee to consider enhancing the bill's environmental justice safeguards, for example, by requiring that the redesigned truck route network prioritize emissions reductions in disadvantaged communities as recently identified by the New York State Climate Justice Working Group.

Intro. 924 would require DOT to study street design as a means to limit or reduce commercial vehicles' use of residential streets. The bill would support New Yorkers' efforts to address the noise, air pollution, and safety threats posed by heavy-duty vehicles driving through their communities. We urge the Committee to consider narrowing the scope of the study to focus on the truck classes that pose these threats.

Earthjustice looks forward to working with the City Council and the administration in advancing the passage and implementation of these bills and future policies to ensure clean air and safe streets for all New Yorkers.



Testimony of Alia Soomro, Deputy Director for New York City Policy New York League of Conservation Voters City Council Committee on Transportation and Infrastructure Oversight Hearing on Truck Routes April 10, 2023

Good afternoon, my name is Alia Soomro and I am the Deputy Director for New York City Policy at the New York League of Conservation Voters (NYLCV). NYLCV is a statewide environmental advocacy organization representing over 30,000 members in New York City. Thank you, Chair Brooks-Powers and members of the Committee on Transportation and Infrastructure for the opportunity to testify.

NYLCV is encouraged that the Council is conducting an oversight hearing on the impacts of the City's truck routes because this topic is not only an environmental and climate issue, it is also a public health and equity issue. The rise of e-commerce deliveries, especially since the start of the Covid-19 pandemic, causes congestion in our City's streets and contributes to harmful air pollution, particularly in low income and communities of color where rates of respiratory illnesses such as asthma are high. To mitigate these harms and invest in our City's public transportation system, NYLCV supports Intros 708 and 924, both sponsored by Council Member Alexa Avilés, and Resolution 460, sponsored by Council Member Amanda Farías, which calls on the New York State Legislature and Governor to fully fund the MTA in the State's upcoming Fiscal Year 2024 Budget.

Intro 708 would require the Department of Transportation (DOT) to redesign, alongside multiple stakeholders, the City's truck route network to improve safety, increase visibility, reduce traffic congestion and emissions, and reduce vehicle miles traveled. NYLCV supports Intro 708 because redesigning the truck route network could improve air pollution in the City. Exhaust from cars and trucks are a major source of air pollution and disproportionately impacts the public health of low income and communities of color because those communities have historically been in close proximity to truck routes, highways, and congested streets. Vehicular exhaust also contributes to carbon emissions. Reducing the number of vehicles on the road would also mitigate the City's congestion problem and make streets safer. As the New York metropolitan area has some of the worst traffic congestion in the country, Intro 708 can improve our City's climate and public health crises. Lastly, the bill would also require that DOT implement daylighting at each intersection adjacent to the truck route network. While we believe daylighting is an important tool to increase street safety, we believe the bill should encourage DOT to first identify and prioritize risky intersections for daylighting and, where daylighting might not be feasible, require DOT to explore other safety improvements along the City's truck route network.

Additionally, NYLCV supports Intro 924, which would require DOT to report on the utility and feasibility of using street design as a means to limit or reduce the use of streets in residence districts by commercial vehicles by December 31, 2023. We encourage the bill language to consider other transportation and traffic strategies to mitigate the harms of commercial vehicles, especially in environmental justice neighborhoods that disproportionately experience heavy truck traffic.

NYLCV believes these two bills are important to mitigate the transportation and public health harms of the e-commerce industry. With that said, we would like to underscore the importance of the City using a comprehensive set of strategies to reduce harmful air pollutants, congestion, and carbon emissions from trucks and other commercial vehicles. This includes not only City Council legislation such as increases fines for vehicular idling and installing street level air monitors at certain heavy use thoroughfares, but policy changes such as increasing the share of goods moved by multiple modes of transit, such as water, rail, and cargo bicycles, encouraging the transition to zero emission truck fleets for deliveries, expanding the Neighborhood Loading Zones pilot program, and more.

We look forward to working with the City Council, Mayor's Office, and our fellow advocates to improve the City's air quality and street safety for generations to come.

Thank you for the opportunity to comment.



Jackson Chabot, Open Plans' Director of Advocacy and Organizing, Int. 708 Hearing Testimony April. 10th, 2022

Good afternoon, my name is Jackson Chabot, and I am the Director of Advocacy and Organizing at Open Plans, an over 20-year-old non-profit dedicated to safe and livable streets. I am here today to share our unequivocal support for Int. 708. This bill is sorely needed and long overdue. This hearing should provide the definitive message to the DOT and our city that the health and safety of our neighbors is the highest priority. We can not continue to operate as we have been.

The status quo has overburdened specific communities with emissions, poor air quality, and respiratory illnesses. It has also plagued certain communities with the highest rates of traffic violence. Black and brown communities, redlined communities, and environmental justice communities deserve a truck route that prioritizes safety, increases visibility, reduces traffic congestion and emissions, and reduces vehicle miles traveled. This bill tangibly and systemically improves the safety of our streets by requiring that DOT implement daylighting at each intersection adjacent to the truck route network.

We continue to feel the severe consequences of waiting, delay, and inaction. Quite simply, this bill is a no-brainer. There is a clear consensus amongst members - this bill has 40 sponsors; this bill must pass immediately!



New York City Council Committee on Transportation and Infrastructure April 10, 2023 Testimony of Eric McClure, Executive Director, StreetsPAC

Commerce in New York City is heavily reliant on trucking, with about 90% of the goods transported in or through the city carried by trucks. And while truck trips have boomed over the past few years, driven by New Yorkers' thirst for e-commerce and home delivery, that number is yet expected to increase by two-thirds over the next 20 years.

So were faced with a quandary. While we certainly need to shift significant amounts of large-scale shipments to water-borne and rail freight, and a big portion of last-mile deliveries to e-bikes and other smaller, more nimble vehicles, it's clear that truck deliveries, and lots of them, aren't going away. That underscores why it's necessary to optimize the city's truck routes, and why we support Intro 0708-2022, which requires redesign of New York City's truck-route network to improve safety, increase visibility, and reduce congestion and emissions and vehicle miles traveled.

We don't expect that a truck-route redesign will radically change the existing route map, but with the rapid proliferation of last-mile delivery facilities, updates are almost certainly needed. And we support the provision in the bill that would require visibility improvements at intersections along truck routes. A significant share of fatal pedestrian and cyclist crashes in New York City occur at intersections; taking steps to improve visibility is common sense, while considering the Department of Transportation's concerns that such steps do not enable faster turns.

We also need to get better and smarter at enforcing truck-route regulations. With advances in navigation technology, no truck should be off route except when using the most direct last-mile path to a delivery or pickup, and we should explore using GPS tracking to enforce violations. We also need to adopt a zero-tolerance approach to 53-foot trailers, with fines great enough to keep them off city streets, period.

In addition, we must continue to move aggressively toward off-hour deliveries, consolidation of local deliveries, and expanded use of micro-hubs and dedicated commercial and residential delivery space at the curb.

Council Members, a super-majority of whom are sponsors of Intro 0708-2022, need to be prepared to support recommended truck-route changes, with the knowledge that no constituent is going to embrace having trucks on their block, and that car owners will vocally oppose removal of parking spaces to increase visibility. Improving truck logistics for everyone will require some shared sacrifice, and it's vital to bettering quality of life across New York City.



Testimony of Sarah Elbakri Community Resilience Coordinator of UPROSE New York City Council Committee on Transportation and Infrastructure Monday, April 10, 2023 1pm

Good afternoon, my name is Sarah Elbakri, I am the Community Resilience Coordinator for UPROSE. Founded in 1966, UPROSE is Brooklyn's oldest Latino community-based organization. We're intergenerational, multi-racial, women of color-led and work at the intersection of racial justice and climate change through community organizing, education, youth leadership development, and cultural artistic expression. UPROSE is based in and serves the Sunset Park neighborhood in Brooklyn- a frontline, working class, environmental justice community of over 130,000, with a population of about 80% people of color.

The explosive and unchecked growth of last-mile e-commerce warehouses in New York City is an environmental justice issue. Last-Mile facilities are not regular warehouses, they are huge in size and bring immensely negative impacts to the environment, health, local economy, safety and traffic of surrounding communities. These facilities bring increased truck traffic to residential areas with narrow streets not designed for those uses–worsening air pollution, high asthma rates and health concerns, congestion and pedestrian safety issues.

Last-mile warehouses continue to be sited and built in low-income, working-class communities of color like Sunset Park, with no notice, no environmental review or community engagement processes. There are at least 2 huge new facilities coming to Sunset Park. Leaving this issue unregulated and community health unprotected is unacceptable. As an environmental justice community, Sunset Park already deals with the cumulative impacts of many polluting facilities and environmental burdens including the Gowanus expressway and BQE. Today, we continue the fight for clean air, safe and healthy neighborhoods for Black and Brown people that have been historically overburdened and neglected by white supremacist, patriarchal, capitalist practices that value profit over people.

The legislation before us today proposing to redesign New York City's truck routes is absolutely necessary to start improving the safety of our streets, reduce traffic, congestion and emissions, and start helping to address the negative impacts of last-mile e-commerce facilities in working class communities of color like Sunset Park.

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> > www.uprose.org

April 10, 2023

Committee on Transportation and Infrastructure

Regarding Intro 708, a Local Law to amend the administrative code of the city of New York in relation to redesigning the truck route network to improve safety and reduce traffic congestion and emissions.

Testimony before the New York City Council from Andrea Sansom, Red Hook resident.

Dear Transportation Chair and Committee,

Thank you for introducing this legislation and receiving this testimony. Your recognition of the urgent need to address traffic impacts in NYC, especially in critically impacted Environmental Justice and Disadvantaged communities such as mine, is greatly appreciated.

Regarding the bills language requiring NYC DOT to consult with City Agencies and affected residents, etc: such coordination and consultation is essential if NYC Environmental Justice Communities are to have safer, healthier neighborhoods. But some City agencies, such as NYC Department of City Planning (DCP), have been recalcitrant in updating zoning so as to prevent the clustering of businesses that depend on polluting vehicles – in particular the recent explosion of e-commerce last-mile distribution centers which, unlike traditional warehouses, are contributing to unprecedented truck-traffic and delivery vehicle use. While I certainly support any truck-route redesign to improve safety and mitigate emissions, congestion, etc., and hope that any redesign will be effective, there is only so much a redesign can accomplish for my community of Red Hook which is a roughly 1 square mile hemmed-in peninsula. There are very limited options for improving traffic conditions here.

The current and likely future truck route cuts right through several public parks; the prevailing wind brings airborne particulate matter into our vulnerable community.

Something must be done to prevent polluting businesses from clustering and overburdening communities like mine. Our conditions mean that we cannot physically, geographically and environmentally withstand this increase in heavy vehicle use.

Genuine coordination among the various City agencies (especially including NYC DCP), impacted communities, EJ organizations, and businesses is essential toward reducing and mitigating the historic and cumulative impacts communities like mine have faced for decades.

NYC must become compliant with federal health-based air quality standards for ozone. NYC must comply with the Climate Justice and Community Protection Act. If any agency is recalcitrant toward compliance, thereby causing further harm to vulnerable communities, mechanisms must be created to prevent this obstructive practice so that your efforts are not in vain.

Failing that, residents like myself feel hopeless in the face of all of the harms we endure: health impacts from polluting vehicles; traffic accidents and injuries – especially children who use our parks adjacent to a truck route and other vulnerable residents given our

high asthma rates; noise impacts; vibrations from excessive traffic and large trucks; degradation of roadbeds; sea-level rise and urban heat-island impacts owing to CO2 emissions.

We can submit testimony like this but feel hopeless in the face of the lack of coordination among NYC agencies as well as the quagmire of disaggregation amongst City, State and Federal standards and regulations.

I have attended numerous meetings regarding traffic and environmental concerns in my district. NYC DOT repeatedly says that they are hamstrung by NYC DCP which allows as-of-right construction of truck-dependent facilities. I have yet to hear a fulsome response from any DCP representative.

If NYC DOT is, per your language, to be required to consult with City agencies and communities, organizations and businesses, please help DOT in the facilitation of this coordination. Otherwise, I fear they will continue to say that their hands are tied.

Thank you,

Andrea Sansom Red Hook, Brooklyn April 10, 2023

Committee on Transportation and Infrastructure

Regarding Intro 924, Redesigning the truck route network to improve safety and reduce traffic congestion and emissions.

Testimony before the New York City Council from Andrea Sansom, Red Hook resident.

Dear Transportation Chair and Committee,

Thank you for introducing this legislation and receiving this testimony. Your recognition of the urgent need to address traffic impacts in NYC, especially in critically impacted Environmental Justice and Disadvantaged communities such as mine, is greatly appreciated.

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Thank you,

Andrea Sansom Red Hook, Brooklyn My name is Gloria Boyce-Charles. My family has resided in the Brookville/Springfield Gardens community of Queens since 1975. I commend the City Council for its attention to the trucking issues in New York City and for introducing legislation to address this critical issue with a view to relieving some of the burdens that are inordinately imposed on Black and Brown communities. There are several things that I would ask that the legislation require DOT to consider and incorporate in their redesign:

- 1. Int 0708 and Int 0924 should explicitly reference the current regulation regarding movement of 53 foot trucks in NYC, should state that this regulation must not be removed or lessened and should require that the DOT provide clear, measurable strategies for monitoring and enforcing it: One of the biggest problems that our communities face is the movement of 53 foot trucks through our local streets. These trucks should not be traversing on local streets. Per section 385 of the Vehicle & Traffic Law, 53 foot trailers are allowed only on routes through NYC to reach destinations in Long Island, using specified connections along I-95, I-295 and I-495; and they are not allowed to make pickups or deliveries in any of the boroughs of New York City. In addition, based on a NY State law passed in 2015, 53 foot trucks are also allowed to access JFK Airport via the Van Wyck Expressway. The City Council's proposed legislation should include language specifying that this regulation should neither be removed, lessened nor compromised in the revised routing plan.
- 2. Redesign of the truck routes will be an exercise in futility without ongoing Monitoring, Evaluation, Enforcement, Accountability and Transparency (MEEAT): Our predicament today serves as proof. There are already rules on the books prohibiting 53 foot trucks on local streets, yet that activity is not being effectively monitored or enforced. Communities are especially frustrated by the fact that City agencies are not taking accountability for the regulatory abuse, and regularly pass the buck from one to another. DOT says its only role is to monitor, yet it doesn't do so effectively. NYPD says its role is to enforce, yet how many times have I seen a police car drive along Springfield Blvd without stopping as 18 wheeler trucks line our streets?

It's not enough to redesign truck routes if there are no clearly assigned responsible agencies, linked to tasks...if there are no specified goals and milestones for success, and a strategy and a timeline for monitoring and remediation...and if there is no plan for regular engagement and reporting to the community. These elements are not ancillary, they are in fact the **MEEAT**...the heart and soul of the intervention. In their absence, DOT will be wasting the time and talent of those who participated in the redesign, dashed the hopes and further compromised the trust of the communities that they are privileged to serve. And accountability is not just for our City agencies. It extends to violators of the routes and should take the form of penalties that are commensurate with the violation.

3. Lived experiences of the human beings who reside in the impacted areas: It is critical that DOT's report and redesign is informed by the lived experiences of the people in highly affected areas. Admittedly, such engagement is already part of the City Council's instruction to DOT. But community engagement must be more than a bullet point in the DOTs strategy.

It's not enough for DOT to hold a poorly advertised Town Hall on one side of town that attracts a few people, or that they send someone to an area to study traffic patterns for a few days. It is critical that DOT representatives who are actually redesigning the routes get an up-close and personal look at the toll that these trucks are taking in our communities. Come to the Brookville community and see how the trucking repair shops and warehouses on one side of 147th Ave and Guy

Brewer Blvd impose themselves on the quality of life of the homes on the other side of the street. Travel a few blocks east to see how 18 wheeler trucks have left tire marks on the fences of homeowners from squeezing their oversized forms into ill-suited parking bays. A few blocks further east, talk with residents whose homes shake, whose cars have been sideswiped, and whose streets are in total disrepair because of the heavy truck traffic. Then consider the high instances of low birth weight, premature death, COPD- and asthma-related visits to the ER, and indeed the high instance of COVID illness and death associated with these communities.

I ask that the legislation not **limit DOT's consultation to "large generator of truck traffic buildings"** – commercial buildings that are over 500,000 gross square feet in size. Size should not be a defining indicator. Rather the nature and amount of truck activity. As a community located near JFK Airport, I have no knowledge of the size of the warehouse that is embedded within my community. Yet it would be a gross disservice if that warehouse, and warehouses like it, were not included in your outreach and remediation strategy.

- 4. **Signage:** New signage is critical and long overdue. I am convinced that many of the truck drivers who we find on our local streets, especially those who drive 53 footers, do not even know that they are in violation of the law.
- 5. Daylighting: I am concerned that the use of daylighting, in particular along streets that are adjacent to trucking routes, could result in some unintended consequences. Today, State legislation seeks to increase density in our communities through its Affordable Dwelling Unit (ADU) initiatives. More people will potentially be added to our communities, for example through basement apartments or through garages that may be converted to additional dwelling units. More people means more cars in communities that already suffer serious parking challenges. These challenges will only be exacerbated by daylighting initiatives that lessen the availability of residential parking during certain hours. As mentioned in the testimony of EQA Chair, Barbara Brown, this is an approach that will need to be further explored through engagement with community members and Civics to determine suitability at the community level.
- 6. Reparation: This may be out of scope for current legislation, however for the record...For far too long, it seems as though this city has turned a blind eye to the regulatory abuse of the trucking industry. Residents have complained, have asked for monitoring, cameras and traffic lights, signage, and as I alluded earlier, only to be put off by DOT or passed along from one agency to the next. In the meantime, their quality of life, their health, safety and their homes have been compromised. There should be an initiative to consider ways to give redress to homeowners and residents who suffered such harms.
- 7. **Re. INT 906**: While I think that identifying a parking facility in each of the boroughs may be a reasonable solution for parking of single unit and smaller trucks, I am not sure how 53-foot trucks would be able to park in our boroughs without moving along local streets within our communities, which would be a violation of current regulation. I believe that 53-footers should have designated stations/lots along their legal routes where they offload and divide their cargo into smaller

conveyances before heading back out along the same legal routes that they came in. I would like to see the Port Authority take much more responsibility for providing truck parking for 53-foot trucks. In an Op-Ed that I wrote for the September 6, 2022, Daily News (Tractor Trailers Clogging Queens Residential Streets), I reference a 2013 JFK Air Cargo Study in which EDC and the Port Authority sounded the alarm about a significant decade-long decline in JFK's air cargo market share. The study identified 53-foot trucks as one way to reverse the trend. The larger trucks, they said, were "the vehicle of choice for efficiency and cost-effectiveness." The report cited existing New York City road restrictions on these trucks as critical barriers to economic success. Their concerns contributed to the 2015 passage of a law expanding tractor-trailer routes in New York City and allowing these trucks to access the JFK Airport via the Van Wyck Expressway. This could explain why there are so many more trucks on our NYC streets today. Today, JFK is redeveloping its cargo area as part of a larger \$18-billion redevelopment effort. As they do this, I implore them to develop infrastructure that not only generates revenue but also helps resolve the health and quality of life problems that they have quite frankly helped to create within our Southeast Queens communities.

My name is Maureen O'Boyle and I am a community member from Sunset Park in Brooklyn. I have been concerned about lastmile facilities for some time now because they endanger human health by increasing truck traffic, emissions, congestion, and safety concerns where our families live, work, pray, and play.

The issue of huge last-mile facilities coming to environmental justice communities like Sunset Park must be regulated. Sunset Park is a working-class community of color that already deals with many environmental burdens and our community has health and income disparities that make us more vulnerable to the impacts of pollution and climate change. I have COPD and the current pollution in my community has a negative effect on my health. I live on 19th Street between 4th and 5th Avenue and my block is currently a truck route for way too many vehicles. I have days when I struggle to breathe, I get nauseous, and I am gasping for air. I do not wish any type of breathing issues on anyone, especially the children and seniors in my community. Asthma rates and pollution levels are disproportionately high in Sunset Park. We need to stop the assault on my community. I support Councilmember Aviles's legislation because redesigning truck routes in New York City is a step in the right direction to protecting community health and mitigating the negative impacts of the growing e-commerce economy.

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