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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October 26, 2009 Start: 1:16 pm Recess: 2:45 pm

HELD AT: Hearing Room

250 Broadway, 16th Fl.

B E F O R E:

SIMCHA FELDER Chairperson

COUNCIL MEMBERS:

Simcha Felder

Maria del Carmen Arroyo

James F. Gennaro Robert Jackson Larry B. Seabrook

James Vacca

Jessica S. Lappin

APPEARANCES

Robert Lange Director Bureau of Waste Prevention, Reuse and Recycling

Nora Nealis Executive Director National Cleaners Association

Wayne Edelman Owner Meurice Garment Care

Debra Kravet Owner Apthorp Cleaners

Victoria Aviles Owner Dry Cleaning business

David Mindich Owner Minda Supply

CHAIRPERSON FELDER: Good

afternoon. I apologize for being 20 minutes late.
I was chairing another hearing across the street
because the chair of that committee had to leave.
So I was a question of either leaving that hearing
or being here on time, and I couldn't make up my
mind. I apologize for being late. Good afternoon
and welcome to this hearing of the Committee on
Sanitation and Solid Waste Management. My name is
Simcha Felder, I'm the Chair of the committee and
I am joined by my esteemed colleague Councilman
Larry Seabrook. I just want to thank him for
waiting. I know he has another commitment and he
was here much earlier than me unfortunately. I
thank you for coming for as long as you can stay.
Before I begin, I'd like to acknowledge the staff
from the committee that prepared today's hearing.
To my right is Jarret Hova counsel to the
committee; Siobhan Watson who is not here who is
the policy analyst to the committee; and my
communications director Eric Kuo who is not here
either. We are here today to conduct a hearing on
two different bills designed to encourage
environmentally friendly practices to dry cleaning

COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT 4 establishments in New York City. The first bill, Intro 983, would require dry cleaners to accept clothing hangers from customers for purposes of reusing them. What else would they do with it? have to take responsibility because presumably I wrote this. I will just say dry cleaners to accept clothing hangers from customers. cleaners would only be required to take back hangers that are similar in composition to the type that they use for their customers. addition, dry cleaners would have to post a sign to notify customers that they accept hangers for reuse. Council Member James Vacca is the primary sponsor of this bill. The second bill, Intro 1019, would require dry cleaning establishments to use plastic garment bags made from recycled plastic materials. Council Member Jessica Lappin is the primary sponsor of this bill. Before we begin today's formal hearing, I would like to emphasize that it is my policy as the chair of this committee to ensure that the hearings begin on time and therefore the rule is that only those individuals who sign up to testify within the first 15 minutes of the start of this hearing

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would be permitted to testify. Since we will begin this hearing at 1:25, you can sign up until 1:40. 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, I'm sorry that they were able to testify before you, but it'll suffice for you to note that you agree with the comments made earlier. It's also my policy as chair of the committee during an oversight hearing, which this is not, to allow the public to testify before the administration. I think that's good public policy. Most of the time people come to testify and they have to wait around for the administration or the Council to talk and then they sometimes have to leave even though they've taken off time from a busy workday. So on oversight hearings, in this committee, we allow the public to testify first, which I think and I would recommend that other committees follow. during a legislative hearing, which this is, we have to introduce the legislation, so it wouldn't make sense to allow the public to testify first. Before inviting members of the administration to

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2 testify, I'd like to see if any of my colleagues

3 have comments. So with that we begin the hearing

4 and I'd ask you to testify. Identify yourself and

5 begin please.

ROBERT LANGE: Thank you Mr.

Chairman. Good afternoon Chairman Felder and members of the Committee on Sanitation and Solid Waste Management. I'm Robert Lange, the Director of the Bureau of Waste Prevention, Reuse and Recycling for the New York City Department of Sanitation. I welcome the opportunity to appear before you on behalf of Sanitation Commissioner John Doherty to discuss Intro 983 and Intro 1019, which I'll address separately. The department is also interested in hearing the comments of other persons here today, particularly those of the members of the dry cleaning industry as this committee explores the views of interested parties concerning the recycling, reuse and management of certain items utilized by dry cleaning establishments in their daily operations, as well as the concerns the authors of each Intro were intending to address by means of the draft legislation. As currently written, Intro 983,

2	would require dry cleaning establishments in New
3	York City to accept consumer's used hangers
4	similar to the type they distribute in their
5	businesses for reuse or recycling. Intro 983 also
6	requires dry cleaning establishments to post a
7	conspicuous sign at or near the entry informing
8	customers they may return their used hangers.
9	Failure by such businesses to accept used hangers
10	or post the required sign would subject the
11	business to a civil penalty of \$500 for a first-
12	time violation and \$1,000 for each subsequent
13	violation within a 12-month period. The used
14	hangers would have to be reused or recycled. It
15	is the department's understanding based on
16	feedback we have received from City Council staff
17	that the Intro was developed partially to address
18	the concerns of dry cleaners about the growing
19	cost of dry cleaning garment hangers brought about
20	by the quickly diminishing number of hanger
21	manufacturers worldwide. Additionally, it is the
22	department's understanding that many dry cleaning
23	establishments throughout the city now accept and
24	encourage customers to return used hangers. While
25	the department generally supports measures that

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to set up for the recycling of returned hangers when hangers can currently be conveniently recycled by residents at curbside as part of the department's MGP program would be unnecessary and burdensome upon dry cleaners that would otherwise opt not to reuse such hangers, such as Laundromats that may outsource dry cleaning services for customers yet would be covered by the bill. The

department is concerned that as drafted by

requiring collection by dry cleaners that are

collects, the bill might have the unintended

unable or unwilling to reuse the hangers that it

consequence of redirecting some wire hangers from 2 the recycling stream to the refuse stream. 3 4 that as commercial establishments, dry cleaners 5 are not serviced by the department's MGP collection. If the provision simply required the 6 return of hangers for reuse, we could understand its intent and possible necessity, assuming any 9 concerns about the sanitary reuse of hangers are 10 properly addressed. Intro 1019 would require dry 11 cleaning establishments in New York City to return 12 clean garments to consumers solely in dry cleaning 13 bags made of recycled film plastic material. 14 Noncompliance with the law would subject the 15 business to a civil penalty of \$500 for a first-16 time violation and \$1,000 for each subsequent 17 violation within a 12-month period. Intro 1019 18 therefore requires the future use of recycled 19 content film plastic dry cleaning bags. 20 bags, to the best of our knowledge, do not exist 21 in the form of a clear or translucent film plastic 22 garment bag unless the recycled content of the bag The department's concern is is miniscule at best. 23 24 that legislatively mandating these low recycled 25 content bags would have minimal consequence in

COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT 10 reducing the use of virgin plastics which appears to be the intent of the draft legislation while potentially imposing a cost burden on the small businesses required to use these bags. Additionally, in requiring the use of garment bags made from recycled content, the bill as currently drafted would preclude the potential use of reusable garment bags, an alternative to film plastic bags explored by the dry cleaning industry in the 1990s in consultation with the Department of Sanitation then New York City Waste Prevention Partnership. As a final comment on both Intro 983 and Intro 1019, it's the department's opinion that the civil penalties proposed under these bills are excessively high in relationship to the possible impacts associated with noncompliance, particularly if Intro 983 was initiated partially to aid dry cleaning establishments in coping with escalating supply costs. The imposition of a \$500 fine for the first-time offense is high compared to the current recycling fine structure for residents and could unintentionally impact the fiscal stability of small business proprietors. Therefore, we would encourage the committee to

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Τ	COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT 11
2	reconsider the penalty amounts for first and
3	subsequent offenders under this legislation.
4	Additionally, we'd ask the committee to consider
5	granting the mayor broader authority in assigning
6	enforcement jurisdiction. Thank you for the
7	opportunity to comment on each of these proposed
8	bills. We're happy to answer any questions you
9	have.
10	CHAIRPERSON FELDER: You mentioned
11	earlier that many establishments do this on their
12	own. Do you have any idea in percentages how many
13	do this on their own without legislation?
14	ROBERT LANGE: Some of the dry
15	cleaners here and their associations will be able
16	to give you better numbers on that.
17	CHAIRPERSON FELDER: Are there any
18	other localities anywhere that you know of that
19	have such legislation?
20	ROBERT LANGE: None that I know of.
21	CHAIRPERSON FELDER: That's on the
22	hanger issue. On the plastic issue, if this were
23	to be enacted, what percentage of what we would
24	call now the new type of plastic could actually be
25	regualed?

ROBERT LANGE: The only dry

cleaning bag like that I'm aware of advertises itself as having 5% post consumer film plastic and 10% post industrial film plastic, meaning in the manufacturing process the scraps go back into manufacturing new bags, which is really a very small percentage. That's just the marketing material provided by that manufacturer. The fact is, whenever you produce any kind of clear film plastic it's very hard to have a high recycle content because the minute you include a high recycle content you have to have a color or you have to have some kind of pigment in it as a result of that.

CHAIRPERSON FELDER: I was

fortunate enough with some of my colleagues to

take a tour of one of the recycling plants with

you. One of the issues you brought up is the

problems posed by that type of material in the

machinery itself. If I'm not mistaken, you

literally had people standing near the machines

pulling some of that stuff out, I guess to prevent

the machines from breaking. Would that be less of

a problem with this new material?

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	ROBER	r Lange:	Presuma	ably	under under
this law i	f everyone	behaves	themselv	ves	and do
everything	they're s	upposed,	they'll	be	bringing
it back to	the dry c	leaners			

CHAIRPERSON FELDER: You would be bringing the plastic back to the dry cleaners as well?

ROBERT LANGE: I believe so. Isn't that the intent of this? Oh no, I'm mistaken.

That was our own plastic bag law in the city which included film plastic and our law was trumped by the state law. The state law does not yet include the film plastic for New York City. The state has proposed to do an amendment to the state law that will allow in New York City for us to collect film at the same locations where we collect plastic bags which does not include dry cleaners.

CHAIRPERSON FELDER: So, again, right now when I throw out my garbage, what am I supposed to do with the plastic that I get from cleaning material?

ROBERT LANGE: You're not required by law to do anything with it at the moment other than to put it in your trash.

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CHAIRPERSON FELDER: I'm not her

to give you any aggravation, I think. Right now you want me to put it in the garbage because if I don't put it in the garbage, what some people do

is they put it in the plastic, right? 6

ROBERT LANGE: It's not a

designated recyclable. So if it goes in the 9 recycle on the MGP side, metal, glass and plastic,

it's a contaminant. You're correct, when it goes 10

11 to a MRF what happens is because it's film it

12 wraps around everything. It wraps around valuable

13 material. If there is a piece of copper pipe or a

14 piece of aluminum, it can wrap around that. And

15 then in order to free the copper or the aluminum,

16 you have to remove the plastic which is labor-

17 intensive or mechanically-intensive.

> CHAIRPERSON FELDER: I wouldn't say most, but I think many people think they're doing a good thing when they throw the plastic from the hangers into the recycling. Right now it's

22 supposed to go in the garbage.

> ROBERT LANGE: That's correct.

24 CHAIRPERSON FELDER: And you're

saying that if we mandated that the cleaners

Τ	COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT I
2	provide this material that can be recycled we
3	don't know yet what we'd do with it because we
4	don't know what the state law is, how it would
5	encompass this. Is that what you said?
6	ROBERT LANGE: I don't want to try
7	to make any assumptions but I think you indicated
8	that this Intro was proposed a while ago. It may
9	have been proposed at the same time that the
10	city's plastic law was proposed. If that was the
11	case, there was an assumption that the film
12	plastic that was being recycled in the city could
13	be used as raw material for the manufacture of
14	these bags, basically creating a market for the
15	raw material that was now being collected. That
16	might have been the assumption. Council Member
17	Arroyo has a question.
18	COUNCIL MEMBER ARROYO: Thank you,
19	Mr. Chairman. I'm sorry I missed your opening,
20	but you're Mr. Lange?
21	ROBERT LANGE: Yes.
22	COUNCIL MEMBER ARROYO: Currently,
23	the metal hanger fits where in the recycling
24	stream?
25	ROBERT LANGE: In the metal, glass

COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT 16 1 and plastic stream, or your blue can. 2 COUNCIL MEMBER ARROYO: My dry 3 cleaners gladly takes back my used product. It 4 5 certainly saves her a lot of money. I only take her the ones that are in really good condition, 6 7 otherwise I rip the paper off and put the paper in the paper recycling and the put the wire in metal 9 and I guess everybody's happy if everyone did it that way. What's the cost, or what's the benefit 10 11 to the city if we reduced that product from our 12 recycling stream? 13 ROBERT LANGE: It's not a simple 14 question to answer. Metal hangers are probably a 15 very small percentage overall of what we receive 16 in the metal, glass and plastic stream. So they 17 are metal, they have some value. What that value is I can't put a dollar value on it. 18 19 COUNCIL MEMBER ARROYO: I guess I 20 cannot ask you why we use plastic on garments and 21 not something else. Would you defer that to the 22 industry? 23 ROBERT LANGE: I'm not sure I 24 understand what you mean. 25 COUNCIL MEMBER ARROYO: Well, we

1	COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT 17
2	get the plastic film that protects the clothing.
3	Why plastic?
4	ROBERT LANGE: First of all, most
5	people want it in a clear bag so they can see
6	their dry cleaning within their closet. Even
7	though the EPA and others recommend you take your
8	dry cleaning out of the plastic bag when you bring
9	it home, most people don't do that.
10	COUNCIL MEMBER ARROYO: So you can
11	get rid of the toxic chemical that the cleaners
12	use.
13	ROBERT LANGE: Yes. Whatever is
14	there can be dispersed.
15	COUNCIL MEMBER ARROYO: The Bronx
16	is composing, you know, the Sanitation Committee.
17	ROBERT LANGE: I think that's the
18	primary reason.
19	COUNCIL MEMBER ARROYO: It's a
20	function of convenience?
21	ROBERT LANGE: It's a function of
22	convenience and being able to see your clothing
23	within that bag.
24	COUNCIL MEMBER ARROYO: Well that's
25	what I mean by the convenience part. That I can

2 tell it's a blue suit instead of a red one.

ROBERT LANGE: I did mention in my testimony, the Dry Cleaning Association in New York City had tried out in the mid 90s a reusable garment bag. It was a bag that the industry could advertise their services on or lease out that space and you brought the bag back with your clean clothing and your clothing could go back in that bag again, but it didn't catch on. I would leave it to the Dry Cleaning Association to explain why it didn't catch on.

COUNCIL MEMBER ARROYO: That sounds similar to what we're being encouraged to buy when we go into Rite Aid or Duane Reed or any other supermarket as a matter of fact, this funky material bag that you can reuse every time you come to the grocery store.

ROBERT LANGE: Yes, it's similar to bring your own bag.

of your testimony you indicate that it's the department's opinion that the civil penalties proposed under the bill are excessive. Does that imply that you're not opposed to the legislation?

1	COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT 19
2	I don't think you make that clear.
3	ROBERT LANGE: In the testimony I
4	hope we made clear.
5	COUNCIL MEMBER ARROYO: You like it
6	or you don't like it?
7	ROBERT LANGE: We don't fully
8	understand the intent of the two pieces of
9	legislation, what they were designed to address
10	and therefore we think some clarification is
11	needed. In terms of the fines, we address those
12	specifically. We think they're too high.
13	COUNCIL MEMBER ARROYO: So you're
14	not openly opposed to the idea?
15	ROBERT LANGE: We're not opposed or
16	in favor. We need more information.
17	COUNCIL MEMBER ARROYO: Thank you
18	Mr. Chair.
19	CHAIRPERSON FELDER: Councilman
20	Vacca?
21	COUNCIL MEMBER VACCA: Yes, I'm
22	here because I'm sponsoring one of the bills. I
23	think basically today when people have hangers
24	you're supposed to recycle them. Most people do
25	not recycle them. There should be an opportunity

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for people to return those hangers to dry cleaners and upon getting them back they can be used again through that vehicle. And we're preventing a lot of this from going to landfill. That was the purpose of my bill. I know that there are one or two issues I think that the Department of Sanitation has with the bill but I'm willing to work on it with you. This is certainly not a punitive bill, but it's something that seeks to increase recycling in our city. So it's in that vein that I hope that we can work out whatever concerns you may have. Do your concerns center on implementation?

ROBERT LANGE: Just what you address now, I mean I think it's a big assumption that people who will not take a metal hanger out to their metal, glass and plastic can will actually schlep it all the way back to the dry cleaners. It requires a much higher level of motivation to bring it all the way back to your dry cleaners.

COUNCIL MEMBER VACCA: I understand that. But I come back to the point that most people don't even think that they can recycle the

1	COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT 21
2	hangers to begin with.
3	ROBERT LANGE: People do bring
4	their hangers back to their dry cleaners now.
5	COUNCIL MEMBER VACCA: I have not
6	seen that. Do you see it? I have not seen it.
7	COUNCIL MEMBER ARROYO: I do it.
8	COUNCIL MEMBER VACCA: You do it?
9	COUNCIL MEMBER ARROYO: I do.
LO	ROBERT LANGE: The Dry Cleaning
11	Association I believe is here and they can tell
12	you at least anecdotally what their experience is
13	with people bringing back hangers. I mean my
L4	experience with dry cleaning is not all the
15	hangers you bring back to your house can even be
L6	reused again because they're kind of frail and if
L7	you don't pull it out very gingerly you'll
L8	compromise the hanger and they don't want a
L9	compromised hanger back at the dry cleaners.
20	COUNCIL MEMBER VACCA: I think it's
21	something that we can work on and see if we can
22	make this successful.
23	CHAIRPERSON FELDER: We've been
24	joined by Robert Jackson, Council Member from
25	Manhattan. We have Councilwoman from Manhattan,

even had a chance to review your testimony. I will say this and this would have been my opening statement if I had been able to be in two places at once. Obviously the goal of my legislation is to cut our consumption of plastic bags. We discard more than 45 million plastic dry cleaning bags a year in New York. We've been trying to find some creative ways to enact legislation that would do something about that and both reduce the pollution and try to improve our environment. I have met with some people who are in the industry and received their feedback on the bill. I'm not sure if the discussion today was about the amended legislation or not, but there certainly are some changes that I'm willing to make. You have some

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concern that it would preclude the use of reusable

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garment bags as an alternative. Let me just ask
you about this a little bit because one of the

5 things that came up when I met with the industry

6 was that there are recycled bags and there are

7 bags that use a certain percentage of recycled

8 material. There are biodegradable bags. There

9 are different kinds of bags that can be better in

10 terms of the environment. Can I ask you just to

elaborate on the issue in terms of the content or

12 that makeup of the bags themselves?

experience, there's very little post consumer material in any of these garment bags that are being marketed. The highest we've seen is 5%.

Again, this information is purely from the marketing materials provided by the manufacturers themselves. There is a 10% of post manufacturing material in there, so the scraps that are left over when they cut a bag for example, go back into the manufacturing process. But the post consumer content is only 5% which is a very small percentage. Again, it only comes from the marketing material from the industry. Our

experience is that in manufacturing any kind of clear or translucent product, you can have only a very small percentage of post consumer material because of all of the related contamination issues. And to produce a clear or translucent product, a film, you really have to have a pure stream of material. Where would this post consumer material be coming from that would be making these bags?

COUNCIL MEMBER LAPPIN: I think
what I'm going to do, since I came in the middle,
is have a chance to kind of review what your
feedback was and discuss with the chair and the
counsel to the committee how we can move forward
on incorporating both some of the changes and
concerns I've heard from the industry and some of
your comments today. I don't want to take any
more of the committee's time today.

ROBERT LANGE: We would also be happy to sit down with Council staff and go over the complexities of plastics, which plastics seem very simple but in fact they're very complex. For example, compostable bags, if you allow within the city compostable bags under one law, they may

1	COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT 25
2	compromise the integrity of plastics collected
3	under another program. So you have to be very
4	careful in developing legislation that one law
5	doesn't actually impact adversely another law.
6	COUNCIL MEMBER JACKSON: Thank you
7	very much. We're going to ask Mrs. Ashley Seever
8	[phonetic] to come up next. She's going to be
9	reading testimony and not questions because we
10	have other panels from the industry that will be
11	coming as well. Thank you very much.
12	[Pause]
13	COUNCIL MEMBER JACKSON: He's just
14	going to make copies so the committee members will
15	have copies.
16	[Pause]
17	COUNCIL MEMBER: Is she only going
18	to read someone's testimony and not take
19	questions? If that's the case then she can just
20	submit the testimony.
21	COUNCIL MEMBER JACKSON: Yes, the
22	Chairman has a rule about that.
23	COUNCIL MEMBER: If it's not her
24	testimony and she's just going to read somebody
25	else's testimony and not take questions, she can

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COUNCIL MEMBER JACKSON: The Chairman has a rule about that.

CHAIRPERSON FELDER: Thank you very much. I don't know what happened but I surmise that someone is here to read someone else's testimony. The point with that is that although we would like to trust you, I have no reason not to, we have no idea whether that person really agree with what you're saying. You're coming in and read someone else's testimony. So we don't allow that. You can submit it and if you have anything you'd like to say on your own, you can say whatever you want for yourself, but you can't say anything for anybody else. That's one. Two, it's much less of a reason, but people send testimony in the mail and other ways, so I don't feel that it's fair to them. Their testimony doesn't get read into the record. We submit it into the record. So if you have anything you'd like to say you can do so. We're going to take your testimony and put it into the record. you very much. I just want to mention for the record that I highly recommend that we do this in

all the committees. I don't want my committee to be special despite the fact that I'm the chairperson. But I think that that's the way we should go with all of the committees because they're long hearings and people sometimes wait, particularly the honorable chair of the Education Committee is sometimes here for hours and hours and hours and somebody who wants to speak, who is there to testimony personally on their own will wait for hours while other testimony is being read from people who are not sitting there. So I don't think it's fair.

[Pause]

CHAIRPERSON FELDER: We're going to have one panel. I'm going to ask the sergeant-at-arms if you can please add one chair. I think this way it will be efficient. David Mindich, Victoria Aviles [phonetic], Debra Kravet, Nora Nealis, and Wayne Edelman, if you can all please come up. Is there anyone here who has signed up to testify whose name I did not mention? We need five chairs.

[Pause]

CHAIRPERSON FELDER: As the

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2 testimony goes forward, you are permitted to

3 switch chairs so that they can get near the mike.

4 Whoever wants to start should please start.

5 Identify your name.

NORA NEALIS: Good afternoon, my name is Nora Nealis. I'm here representing the NCA, which is the National Cleaners Association, formerly known as the Neighborhood Cleaners Association and interestingly enough, we're the industry group referenced by the Department of Sanitation during their testimony. We're headquartered right here in New York City and we'd like to thank the City Council and this committee for the opportunity to comment on Intro 1019 and begin a dialogue with you explorer the ways that cleaner's use of plastic packaging can be handled in a more environmentally friendly manner. Let me begin by saying that as I prepared for this hearing I came to the realization that this is a very complex issue and that the ramifications go far beyond what even I would have believed. would like to highlight for you some of the challenges that we're going to have to work through in order for any green goals to be

realized in a reasonable and equitable fashion. 2 First, I would like to call to your attention that 3 the proposed legislation exempts shirt laundries 4 5 from this measure, but not the dry cleaner that uses their services. Given the fact that men have 6 their shirts laundered far more often than they have their suits dry cleaned, this will create a 9 myriad of costly problems and undue burden for the neighborhood dry cleaner that is not operating his 10 11 own shirt laundry. Now I'd like to enumerate the 12 reasons a cleaner has come to rely on plastic 13 packaging. Number one, it is clear and allows the 14 consumer to easily identify the item as their 15 property and see the condition of the item being 16 returned. Experience has shown the cleaner that 17 these are very important benefits to their It's clear and therefore makes finding 18 customers. 19 a lost item inside the plant on the conveyor much 20 easier for both the cleaner and their staff. 21 water-resistant and therefore protects the garment 22 from the elements walking to and from. It can be 23 easily tied at the bottom so that you eliminate 24 the lost belt, the lost tie, the pants slipping

off the strut. It's affordable, though it does

comprise one of the largest percentages of a dry 2 cleaners' annual supply cost, probably second only 3 to hangers. Therefore, if there is a way to 4 5 reduce the cost in terms of recycling or reuse, this is not something that you would get industry 6 opposition to, you would get industry support and cooperation. When compared to alternative 9 packaging such as paper, fabric, non-wovens, it's 10 lighter weight, which means there are lower 11 transportation costs in, the product is easier for 12 the consumer on delivery or the delivery man on 13 running it around and it minimizes the bulk on the 14 conveyor which is that carousel that you see going 15 around in dry cleaning establishments. 16 considering any legislation regarding the 17 cleaner's use of plastic bags, you should also be aware of the following. In an effort to control 18 19 costs, cleaners will often place call-off or 20 blanket orders with their suppliers. That might 21 be for an inventory to cover them for as long as a 22 year or maybe longer. Given the fact that the 23 industry in New York City has experienced a 24 downturn of anywhere from 20-30% depending on 25 which cleaner you talk to, cleaners can find

themselves with an awfully big inventory on a 2 early adopted piece of legislation that could 3 prove to be not a fit with what you folks do here 4 5 today. Plastic bags with a high content of recycled material do not have the clarity that 6 cleaning customers demand. This goes back to what the Department of Sanitation as talking about. 9 Bag producers report that 5% recycled material is 10 about the ideal. Though some say they can push it 11 higher, none of them will commit to a higher 12 number. Bag producers also report that there's no 13 way to tell by looking at a bag whether or not it 14 in fact contains a particular amount of recycled 15 materials. So the practical aspects of how any 16 legislation the Council adopts is going to be enforced must be part of the equation if a level 17 18 playing field is to be ensured. While 19 biodegradable plastic bags have been recently 20 introduced to the market, these bags reportedly 21 cost anywhere from 25-30% more than the traditional bag. In addition, there is some 22 23 concern among the cleaners, and this is an 24 important component for cleaners, as to what the

long-term position of that bag will be if it's

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left in the closet on a garment for a year or two and what that biodegradation might mean to the garment. It may mean nothing or it may mean something. But it's a product that's new enough to the market that we don't know. So any legislation that's adopted has to address the fact that we don't want to find ourselves in a position of mandating something that proves to be detrimental to the garments. Reusable bags are also being marketed to the industry and this is something NCA was actively involved in 10 or 15 years ago. While on the face of it, it looks like a great idea, in practice there are problems. The cost of acquisition for these bags is significant. Depending on the material that the bag is made from you're looking at anywhere from \$4-\$10 per bag. For most cleaners, given the tough economic times, the upfront investment is beyond their It's a cost that can't be absorbed by the means. cleaner and is either equally unaffordable to some consumers or unacceptable as a surcharge to others. While considering this, please keep in mind that the typical New York City dry cleaner has annual gross sales volume of about \$300,000 a

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year. There is not much room for them to move and they are in survival mode. Reusable bag manufacturers will tell you that consumer participation in reuse will be higher than that for retailers like CVS and Duane Reed because the bag will serve a dual purpose, dirty clothes in, clean clothes back. However, the industry's experience has shown that this is not the case. The 80/20 rule in terms of customers is alive and well in the dry cleaning industry. You have to keep in mind that approximately 80% of the cleaner's loyal customers are only one, two or three times a year dry cleaning users. This is very hard for anybody who is a weekly customer to understand. On the other hand, the people who come once a year have a hard time understanding that there are people who go every week. It's the nature of the beast. It's reasonable to expect that most of that 80% of the client base is likely to lose track of the bags in the ensuing months or find a better use for the bag. So in practice, the cleaners who have tried them found that customer participation is not sufficient to justify the investment. In addition, to the

extent reusable bags are in play, it further 2 increase a cleaner's cost because the bag must be 3 cleaned or washed, depending on the material, 4 5 prior to its being used as a protective covering for the cleaned clothes. No one wants their 6 cleaned clothes returned in the bag that held the dirty clothes. Finally, I would like you to 9 consider that over the years some cleaners have 10 tried to implement plastic recycling in their 11 operations. To the best of my knowledge these 12 efforts failed, not because of the cleaners lack 13 of trying, but because of lack of customer 14 participation, the consumer treating the effort 15 cavalierly and dumping all manner of non-plastic 16 materials, hangers, staples, receipts in the recycle bins with the plastic which in turn 17 18 required the cleaner to invest the time and the 19 labor in trying to sort everything out, and the 20 difficultly in coordinating with an affordable 21 recycler in the market. I'm sure all of these 22 obstacles are not insurmountable and that by 23 working together we can come up with a plan that 24 will work for everyone concerned, the city, the 25 Council, the cleaner and the consumer. We look

forward to sharing the creative problem solving process with you. Thank you.

4 CHAIRPERSON FELDER: Thank you.

Before we go to the next witness, I just wanted to make sure to introduce Councilman Robert Jackson who was at another hearing and has joined us and Council Member James Gennaro. Is anyone else going to speak? You have an option to leave if you want. Do you want to testify? Do you want to decide whether you want to speak? We'll be delighted to hear you.

Edelman. I'm a Manhattan resident, residing at 1623 Third Avenue in Manhattan and a Manhattan business owner, owning Meurice Garment Care with two locations in Manhattan and one in the Bronx. The recycled hanger issue is a great step in the right direction, but as the gentleman from the Department Sanitation represented, there are a lot of issues that really need to be addressed before we can put it into play with sanitation and not general, but individual sanitation being the biggest issue. Hangers are comprised of cardboard, paper and could potentially be carrying

2	agents from apartments to apartments. So the same
3	way that we were concerned with this reusable bag
4	issue, if a designated bag was not designated for
5	an individual customer, the potential to cross
6	contaminate our customers' apartments and
7	especially with the bed bug issue that is
8	currently gaining epidemic proportions in New
9	York, I think we really need to look at this.
10	There are certain hangers that we can reuse and we
11	can sterilize. Somebody else brought up another
12	significant point that if the hangers are in their
13	original condition it's fine, but a lot of
14	cleaners are currently using automation that if
15	the hangers are not in their same parameters in
16	terms of dimensions it will foul the automation
17	and cause damage to the equipment and potentially
18	to other customer owned goods. Thank you.
19	CHAIRPERSON FELDER: Thank you very
20	much. A question, Council Member Jackson, do you

want the other witness to come back to the table?

COUNCIL MEMBER JACKSON: Just a
question on the recycling of hangers. I recycle
hangers at my local dry cleaners. I'm not the

once or twice a year customer. I guess I'm a more

than weekly customers. In fact, my wife likes the dry cleaners directly across the street, so I go to two different dry cleaners. She doesn't like the one that I go to. But anyway, concerning the recycling of hangers, the ones that I use for my shirts are normally white and they're a little bigger than the ordinary hangers. And then there are other hangers which I guess comes with the clothes. Some of them have the paper with we love our customer or what have you. Why is that necessary to put the paper on there? Couldn't you just have the metal hanger? The situation as far as hangers and the cardboard ones carrying agents from people's homes, maybe roaches, bugs or other stuff like that, why is it necessary to have the

WAYNE EDELMAN: Nothing is necessary. Why would some individual drive a car with leather seats versus one with fabric seats? I think it comes down to the way the cleaner and the level of the cleaner, the way they present their product. It's the equivalent of why when you go to Macys would they wrap your purchase in

paper around metal hangers where it says we love

our customers? I assume it's not necessary.

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2 tissue paper before they gently place it in a bag.

3 Why the tissue paper, you know, as opposed to just

4 throwing it in the bag? The paper does serve a

5 purpose if a cleaner was going to put some tissue

paper in a garment to help it maintain its shape

7 and form as it makes its way back into your

8 closet, it gives it a cleaner way to affix that

9 tissue paper to the hanger. A plain wire hanger

10 | will work well for returning uniforms to a gas

11 station but doesn't really do justice to a nice

12 man's suit. It doesn't really allow it or help it

13 to maintain its shape and form.

COUNCIL MEMBER JACKSON: I can understand that. I was mainly referring to the paper that's around the regular hanger that says we love our customers. Like you said, that's presentation and how it looks and how someone wants to present themselves more so than anything else.

WAYNE EDELMAN: Well it is presentation and it also adds to the integrity of the garment. A plain metal hanger with a garment on it has the propensity to flex whereas the paper, because it's sealed around the perimeter of

1	COMMITTEE ON SANITATION AND SOLID WASTE MANAGEMENT 39
2	it, does maintain the shape of the garment and the
3	hanger.
4	COUNCIL MEMBER JACKSON: But the
5	paper that I'm referring to in my opinion has
6	nothing to do with the ones that come when I take
7	my suits there. That's a little different. The
8	paper that I'm referring to is thinner than this
9	and it's just basically sitting on the hanger. I
LO	don't think that has anything to do with the
11	integrity of the garment.
12	CHAIRPERSON FELDER: Before you
13	answer the question, I just want to know, are the
L4	other three going to testify or not? The other
L5	three who have not testified, do you plan on
L6	testifying? You are welcome to; I just want to
L7	know whether you're going to.
L8	MALE VOICE: I'm the main supplier
L9	to the industry.
20	CHAIRPERSON FELDER: It's a yes or
21	no.
22	MALE VOICE: Yes.
23	CHAIRPERSON FELDER: Okay.
24	NORA NEALIS: In answer to your
25	question, in some cases it's kind of like makeup

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failure of initiatives. So as an industry what are you planning to be greener?

NORA NEALIS: Cleaners are doing a lot of things, depending on where they're located and who their market is. Obviously depending on where you are you can get greater or lesser consumer buy-in. Some cleaners are making reusable bags available to their customers on a voluntary basis. If the customer wants to invest or share in it or take responsibility for consistent use of the bag, the cleaner is facilitating. Many cleaners encourage their customers the same as you to bring back your hangers to your cleaner. You start to get into trouble in terms of saying 100% of the cleaners have to take back 100% of the hangers because, as Councilman Jackson here, if I've got one cleaner I'm going to who loves their customer and another cleaner I'm going to who's name is Acme Cleaners and I'm now taking my hangers back to I love my customer cleaner, he's now getting also back the Acme Cleaner hangers and what is he supposed to do with them, use the Acme Cleaner hangers? Does everybody understand my point there? It's kind of

hair. That's why my hair is so short. They don't 2 bring it back. They just do not bring them back. 3 4 I mean we offer pick up bags which are nylon bags 5 that the customers put their dirty clothes into and when we tell them to please also insert the 6 reusable garment bags, not plastic film, in with their order, it just doesn't happen. It really 9 doesn't. So I think that although it's a good 10 option, it's just not a practical one. 11 problem also with hangers is that I have no 12 problem taking hangers back from my customers, but 13 when you take customers back from anybody who is 14 walking down the street that happens to see a sign 15 in your window that says we recycle hangers or 16 plastic and they're not your customers, it creates 17 a burden to the business. I received a panic call 18 from a customer one day saying you've got to do 19 something about the hangers because I keep getting 20 violations from the Sanitation Department. 21 hangers are metal with paper on them. She said 22 it's just too much work for me to take the paper 23 off, put the paper with the paper and put the 24 metal with the metal. I said to her just return 25 them to me and I'll take care of it. She said,

"Really" and I said yes. So now she regularly
returns her hangers. We try to advise our
customers that when they do return the hangers
that they need to put them in a separate bag
because if they throw them in with their clothes
there's the potential for damage to the clothes

8 which has happened on numerous occasions. So

there are pros and cons to everything. I just

10 think as a dry cleaning owner/operator and

consumer that these are things that need to be

12 dealt with. Thank you.

VICTORIA AVILES: My name is

Victoria and I will be brief because Debra said

most of the things that I was going to say. I

just want to tell you that this past winter in

January, February and March we gave away 1,000

reusable bags. It is now October and we have 2

customers out of 1,000 that are using that bag.

What happened to the other 998? They're in the

garbage or maybe at home. Customers are

inconvenienced by that bag. I think the plastic

is a good option and we can come up to a solution,

but those reusable bags do not work. Also, on the

return of the hangers, because I do recycle

hangers and plastic, we also send out with those bags the tag saying that we do reuse plastic and hangers and the things that you get back sometimes you would not even want to handle it. Some of the hangers have rust, dirty, filthy; I mean you couldn't use it. You can sanitize some of them and reuse them but the others will be very laborintensive to use. Maybe this is something for the Sanitation Department to handle, just the way you reuse metal and plastic that there should be something for this because it's not just the cleaners but all the other industries. You go to the grocer and everyone issues in practice so I believe that this law has to be a citywide issue

DAVID MINDICH: Hello, my name is

David Mindich. I own a company called Minda

Supply. We are the main supplier to the dry

cleaning industry, all packaging products, but

specifically hangers and poly for today's

purposes. When I first heard this bill, the first

thing I though of is ten years ago we tried to put

together a recycling program for the industry.

What happens is the dry cleaners are great. The

Thank you.

and not just for the cleaners.

dry cleaners want to do everything to become green 2 and participate and make it work. 3 consumers, as you're hearing a little bit here 4 5 today, they don't participate and they make it much more costly to do this, which in fact I 6 think, would make the cost of dry cleaning go up. When we tried it ten years ago what happened was 9 we would pick up the plastic bags from the dry cleaner then we would give them back to the 10 11 manufacturer. The dry cleaner had taken them from 12 the customers, as you're encouraging. Well, I 13 think you heard a little bit about it, but we would get back pieces of tissue, and safety pins. 14 15 Anything, I mean garbage cans, they were using the 16 dry cleaner to throw out their garbage. By the 17 time we got it and gave it back to the 18 manufacturer they were sitting with garbage that 19 could not be recycled. Today's plastic bags that 20 we sell and we sell two different kinds. One is 21 the regular clear plastic that you see that we're 22 talking about. That bag is already made from 5% to 20% of post industrial recycle product. 23 24 spoke to my major source of manufacturing the 25 other day. As far as making that a bigger number,

it's not really feasible but they would because it 2 makes the cost go down. Post consumer recyclable 3 material is a lot less expensive than not using 4 5 it. So they want to get as much as possible and we want to get as much as possible but it's not 6 really feasible. What is feasible today is biodegradable bags which is a fairly new product. 9 It's about a year old. They're a little bit more 10 expensive than regular bags by about \$3 a roll, 11 which maybe is about 10%. What is does is it 12 gives you the ability to throw it out. 13 biodegradable comes in contact with the soil in a 14 landfill it will degrade over time. I spoke to 15 Jarret the other day. I thought this would be the 16 best opportunity for some type of compromise with 17 this. As far as the hangers go, I really don't 18 think everybody truly understands how unsanitary 19 it would be to reuse hangers. Shirt hangers are 20 the main source of hangers in the business. 21 dry cleaners do not do their own shirt so to reuse 22 shirt hangers is to send them back to the person 23 that did the original laundering of the shirt is 24 nearly impossible. Caped hangers which have the 25 paper and strut hangers which are the pants

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2 hangers, the cardboard that goes at the bottom,

3 cannot be reused. You heard Wayne's testimony.

4 It's just unsanitary. That only leaves a suit

5 hanger. So really are we talking about just

6 reusing suit hangers or are we talking recycling

7 | all hangers. I just don't think that that is a

possibility. If you have any questions I'll be

9 happy to go on further.

CHAIRPERSON FELDER: Thank you.

11 Council Member Lappin has a question.

Mr. Chairman. It's nice to see you all, nice to see a couple of you again. There is a lot of discussion from this panel about reusable bags and I just wanted to make clear that's not what's in the legislation in terms of my colleagues who are here today. So while very interesting and I think it's unfortunate and surprising that more people didn't use those reusable bags, I just wanted to make note that that's not what we're discussing legislatively today. Your point about the percentage of recycled material I think is discussed in the committee's report and certainly we could discuss including in the bill a

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2 percentage, a minimum, a maximum, both, whatever.

3 I'm open to that. It's sort of interesting

4 | Sanitation's comment about the biodegradable bags

5 because I think it's an interesting option to give

6 cleaners the opportunity to say we're using some

7 recycled content in our plastic film or we're

8 using the biodegradable. I'm not sure why

9 Sanitation says why that matters as long as those

10 bags aren't thrown into the recycle bin, they're

11 being thrown away which my guess is most of them

12 are anyway. I wouldn't see why legislatively

there's a problem with giving you guys the option

to do one or the other. It doesn't sound like

15 adding reusable bags would make any sense

16 whatsoever because you don't find that to be

17 particular successful, although I would love that.

18 I think that'd be great. I mean those are sort of

my two comments that I wanted to make. I don't

20 really have a question for the panel.

CHAIRPERSON FELDER: Do any of my colleagues have any questions? Thank you very much for your testimony. The hearing is hereby

24 closed.

I, Donna Hintze 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.

Signature_

Date __November 6, 2009_