

3.0 LONG TERM EXPORT PROGRAM

3.1 Introduction

This section describes the Administration's proposed Long Term Export Program to replace the Interim Export contracts. It provides the background and context for the program, identifies the facilities and services that are part of the Proposed Actions, lists Milestones related to its implementation, and summarizes important features of the operations of these facilities and of other Existing Programs.

3.2 Background

In July 2002, Mayor Bloomberg outlined a new approach to the City's Long Term Export Program and directed the DSNY to develop and implement an MTS Conversion Program. Subsequently, the Mayor initiated efforts to explore and pursue an array of Alternatives to Converted MTSs that might reduce the cost and/or accelerate the Program's implementation. Consistent with the Mayor's direction, the following actions were taken to define and advance the Long Term Export Program:

- Issuance of three procurements to identify private waste transfer facilities in the Bronx, Queens and Brooklyn (BQB RFPs)¹ that could serve as Alternatives to South Bronx and Greenpoint Converted MTSs, receipt of proposals and selection of vendors for contract negotiations;
- Initiation of discussions with the Port Authority on a long-term government-to-government agreement for the utilization of the excess disposal capacity available at the Essex County Resource Recovery Facility in Newark, New Jersey (Essex County RRF);
- Development of plans for the conversion of the MTSs into containerization facilities to 90% design completion and preparation of draft applications for land use approvals and regulatory permits for the Converted MTSs;

¹ Request for Proposals to Receive, Transfer, Transport and Dispose of Department of Sanitation-managed Waste from Brooklyn Formerly Delivered to the Greenpoint MTS; (ii) Request for Proposals to Receive, Transfer, Transport and Dispose of Department of Sanitation-managed Waste from Queens Formerly Delivered to the Greenpoint MTS; and (iii) Request for Proposals to Receive, Transfer, Transport and Dispose of Department of Sanitation-managed Waste from the Bronx.

- Issuance of a procurement to solicit vendor proposals to receive, transport and dispose of the solid waste containerized at Converted MTSs, receipt of proposals and vendors selected for contract negotiations;
- Construction of the Staten Island truck-to-container-to-rail transfer station,² now at 85% completion and via a procurement, selection of a vendor and initiation of negotiations for a 30-year service agreement to receive, transport and dispose of the solid waste to be containerized at the Staten Island transfer facility;
- Issuance of a Request For Expressions of Interest (RFEI) to investigate the availability of New York State disposal capacity for DSNY-managed Waste; and
- Issuance of a DEIS to support the Draft New SWMP.

3.3 Proposed Actions – Long Term Export Facilities and Contracts

The Proposed Action for Long Term Export has the following specific elements.

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- For the Bronx wasteshed, CDs 1 through 12, enter into a long-term contract with one or both of two private waste companies for truck-to-rail disposal of all or a portion of the Bronx waste;
- For the Brooklyn wasteshed formerly served by the Greenpoint MTS, enter into a long-term contract with one or two private waste companies for truck-to-rail or truck-to-barge disposal of all or a portion of the DSNY-managed Waste from Brooklyn CDs 1, 3, 4 and 5;
- For the Brooklyn wasteshed formerly served by the Hamilton Avenue MTS, develop a City-owned Converted MTS on the same site, where DSNY-managed Waste from Brooklyn CDs 2, 6, 7, 8, 9, 10, 14, 16, 17 and 18 will be received and containerized;
- For the Brooklyn wasteshed formerly served by the Southwest Brooklyn MTS, develop a City-owned Converted MTS on the same site, where DSNY-managed Waste from Brooklyn CDs 11, 12, 13 and 15 will be received and containerized;
- For the wasteshed inclusive of Manhattan CDs 1, 2, 3, 4, 7, 9, 10 and 12, enter into a long-term service agreement with the Essex County RRF in Newark, New Jersey to receive and process DSNY-managed Waste delivered in City collection vehicles;
- For the Manhattan wasteshed formerly served by the East 91st Street MTS, develop a City-owned Converted MTS on the same site, where DSNY-managed Waste from Manhattan CDs 5, 6, 8, and 11 will be received and containerized;

² Approved in the 2000 SWMP, based on the 2000 Plan FEIS, the facility is fully permitted.

- For the Queens wasteshed formerly served by the Greenpoint MTS, enter into a long-term contract with a private transfer station for truck-to-rail or truck-to-barge disposal of all of the DSNY-managed Waste from Queens CDs 1 through 6;
- For the Queens wasteshed formerly served by the North Shore MTS, develop a City-owned Converted MTS on the same site, where DSNY-managed Waste from Queens CDs 7 through 14 will be received and containerized; and
- For the four wastesheds served by Converted MTSs, enter into 20-year service agreements with one or more waste management companies for transport of containerized waste by barge directly from an MTS to disposal facilities or to intermodal facilities for transloading to railcars or a larger barge, and for disposal at an appropriately permitted out-of-City facility.

Figure 3.3-1, Locations of Draft New SWMP Long Term Export Facilities and Wastesheds Served, identifies the boroughs and CDs that would be assigned to specific facilities.

Table 3.3-1 lists the potential long-term export facilities proposed in the Draft New SWMP. In the Bronx and Brooklyn CDs 1, 3, 4 and 5, noted in Table 3.3-1, the decision as to whether DSNY contracts for export of all or a portion of the DSNY-managed Waste generated in these wastesheds with either of two potential transfer stations will be determined by upcoming negotiations with the proposing companies.

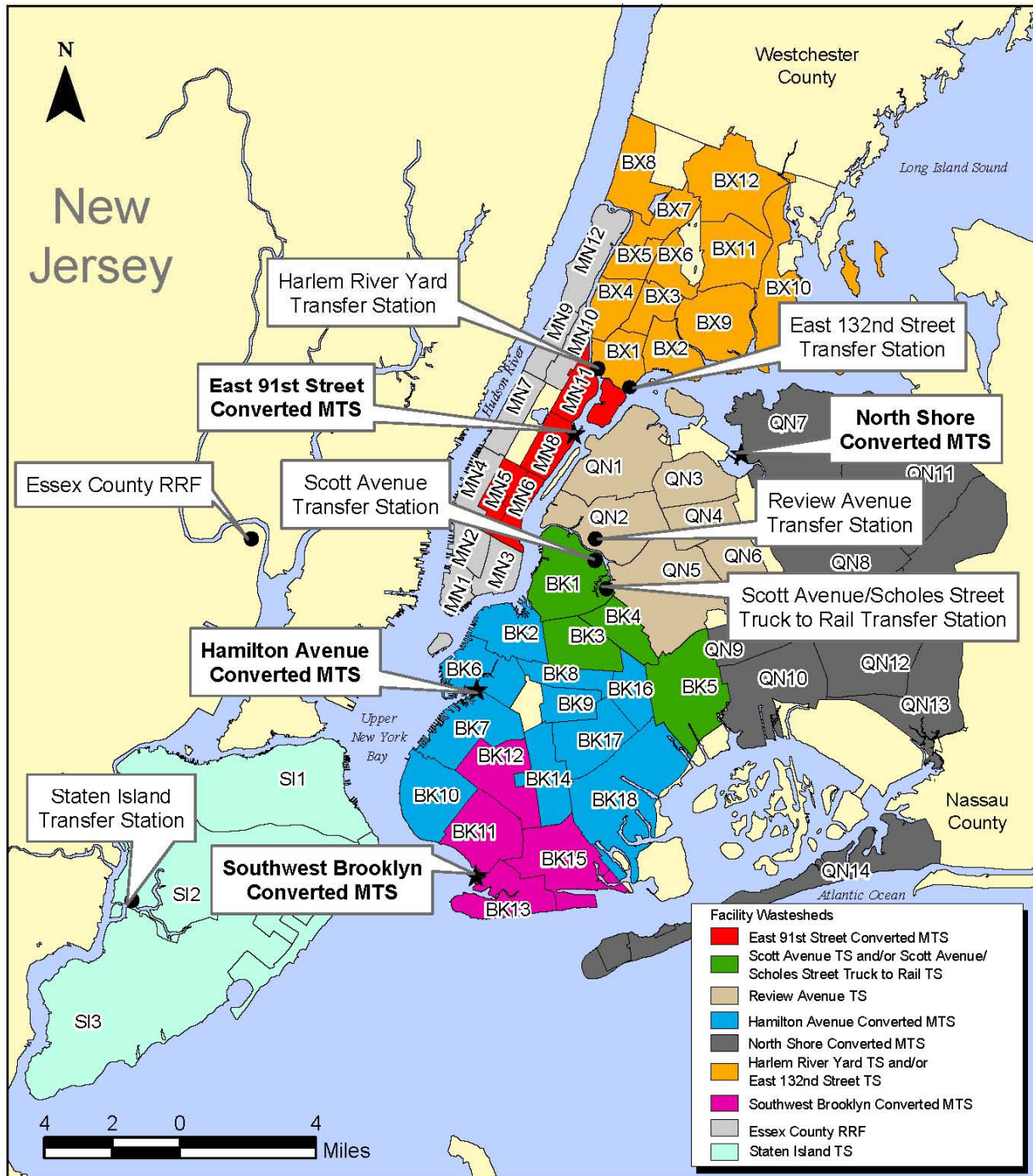
3.3.1 Formulation and Advantages of the Long Term Export Program

Currently, Interim Export contracts provide for disposal of all DSNY-managed Waste. The principal features of Interim Export are:

- DSNY contracts with 21 private transfer stations (located both within and outside the City) or out-of-City disposal facilities, to provide sufficient capacity to dispose of approximately 12,500 tpd on an average daily basis;
- 48% of DSNY-managed Waste is moved to out-of-City disposal sites by transfer trailers;

Figure 3.3-1

Locations of Draft New SWMP Long Term Export Facilities and Wastesheds



**Table 3.3-1
Proposed New SWMP Long Term Export Facilities and Potential Contractors**

Facility Type	Owner, Facility Name, and Address	Community District	Wasteshed Served – Community Districts
Converted MTS ⁽¹⁾	DSNY Hamilton Avenue Converted MTS, Hamilton Avenue at Gowanus Canal, Brooklyn	Brooklyn 7	Brooklyn CDs 2, 6, 7, 8, 9, 10, 14, 16, 17 and 18
Converted MTS ⁽¹⁾	DSNY Southwest Brooklyn Converted MTS, Shore Pkwy at Bay 41 st Street, Brooklyn	Brooklyn 11	Brooklyn CDs 11, 12, 13 and 15
Converted MTS ⁽¹⁾	DSNY East 91 st Street Converted MTS, Manhattan	Manhattan 8	Manhattan CDs 5, 6, 8 and 11
Converted MTS ⁽¹⁾	DSNY North Shore Converted MTS, 31 st Avenue and 122 nd Street, Queens	Queens 7	Queens CDs 7 through 14
Truck-to-Rail TS	Waste Management Harlem River Yard, 98 Lincoln Avenue, Bronx	Bronx 1	Bronx CDs 1 through 12
Truck-to-Rail TS ⁽²⁾	Allied Waste Services, East 132 nd Street Transfer Station, Bronx and Oak Point Rail Yard, Oak Point Avenue and Barry Street, Bronx	Bronx 1	Bronx CDs 1 through 12
Truck-to-Barge TS	Waste Management, 485 Scott Avenue, Brooklyn	Brooklyn 1	Brooklyn CDs 1,3, 4 and 5
Truck-to-Rail TS	Allied, 72 Scott Avenue-598 Scholes Street, Brooklyn	Brooklyn 1	Brooklyn CDs 1, 3, 4 and 5
Truck-to-Rail/Barge TS ⁽³⁾	Waste Management, 30-58 Review Avenue, Queens and the LIRR Maspeth Rail Yard, Maspeth Avenue and Rust Street Queens	Queens 2	Queens CDs 1 through 6
Waste-to-Energy Facility ⁽⁴⁾	Port Authority of New York and New Jersey, Essex County RRF, Newark, New Jersey	N/A	Manhattan CDs 1, 2, 3, 4, 7, 9, 10 and 12
Truck-to-Rail Transfer Station ⁽⁵⁾	DSNY Staten Island Transfer Station West Service Road, Staten Island	Staten Island 2	Staten Island CDs 1 through 3

Notes:

- (1) From among the selected proposers responding to DSNY's MTS RFP, DSNY will award one or more contracts for the acceptance, transport and disposal of containerized waste from the Converted MTSs.
- (2) This facility would include use of an off-site intermodal rail yard, as noted in the Table, where containers would be loaded onto railcars.
- (3) Pending the outcome of negotiations between DSNY and Waste Management of New York, LLC, the Review Avenue Transfer station would be modified to operate as either a truck-to-barge or a truck-to-truck-to-rail facility. If operated in a truck-to-rail mode, an off-site intermodal rail yard would be required, where containers would be loaded onto railcars.
- (4) The Essex County RRF is a permitted and operating waste-to-energy facility in Newark, New Jersey. DSNY-managed Waste would be delivered in collection vehicles to this facility or via hopper barges from the existing MTSs, if an enclosed barge unloading facility (EBUF) were to be developed in the vicinity of the Essex County RRF some time in the future.
- (5) The Staten Island Transfer Station was approved in the 2000 SWMP, based on an environmental review in the 2000 Plan FEIS. The facility is fully permitted and under construction. It is listed here since it is part of the Draft New SWMP.

- 14% of DSNY-managed Waste is moved to out-of-City disposal sites by rail; and
- 38% of DSNY-managed Waste is moved to out-of-City disposal sites in DSNY collection vehicles.³

The following considerations guided the formulation of the Long Term Export Program:

- Reducing the City's dependence on transport by transfer trailer to disposal sites is a priority. Some 93% of all truck-transferred DSNY-managed Waste is disposed in landfills and most of the landfills under contract are within a radius of 200 miles of the City. A combination of factors is causing the depletion of this capacity and an increase in disposal price. The recent re-bidding of some Interim Export contracts that rely on truck transport to landfills has reflected an average increase of 19% over the initial contract prices.
- Remote disposal capacity remains available, but truck-based transfer to these sites is not economically viable.
- Developing a barge/rail transport system capable of accessing this remote capacity could offset potential increases in disposal costs.
- Developing a long-term solution should be equitable to the greatest extent possible.
- Any long-term solution should be able to be implemented without causing significant adverse impacts.

The proposed Long Term Export Program is a comprehensive plan that balances the City's need to export waste over the long term in a comprehensive manner, with the environmental benefit of significantly reducing the transfer trailer traffic associated with Interim Export. Its major advantages include the following:

- DSNY-managed Waste delivered to private transfer facilities in the Bronx, Brooklyn and Queens will be exported by barge or rail and, depending on the outcome of negotiations, the Commercial Waste processed at these facilities may also be exported by barge or rail.
- The in-City facilities proposed would be developed on existing sites at either MTSs or private transfer stations.

³ Includes Interim Export from Manhattan and Staten Island.

- The proposed combination of facilities provides the City with redundancy in the DSNY-managed Waste system that accommodates future increases in waste generated in the City as a function of population growth. Occasional conditions that may affect certain components of the system will not disrupt future waste export.
- Use of existing private transfer station and Essex County RRF capacity: (i) allows some components to be implemented on a faster timetable; and (ii) minimizes City investment in new capital projects.
- The Converted MTSs will provide capacity that could be available to containerize Commercial Waste for barge/rail export. (This advantage is addressed in more detail in Section 4.)
- The projected economics of the Proposed Action are less costly to the City than four alternative scenarios that were evaluated and than the Mayor's original plan. (See Attachment XI.)

3.3.2 Program Milestones

Table 3.3-2 presents the anticipated Milestones for implementing the Long Term Export Program.

**Table 3.3-2
Draft New SWMP Milestones – Long Term Export**

PROGRAM Milestone	Scheduled Fiscal Year	New SWMP Section
PROPOSED ACTION – LONG TERM EXPORT FACILITIES AND SERVICES		
DSNY HAMILTON AVENUE CONVERTED MTS, HAMILTON AVENUE AT GOWANUS CANAL, BROOKLYN		
Complete procurement and award Transport & Disposal contract	2005	See Draft New SWMP Section 3.2
Complete design and permitting	2005	See Draft New SWMP Section 3.2
Complete construction and begin facility operation	2007	See Draft New SWMP Section 3.2
DSNY SOUTHWEST BROOKLYN CONVERTED MTS, SHORE PKWY AT BAY 41ST STREET, BROOKLYN		
Complete procurement and award Transport & Disposal contract	2005	See Draft New SWMP Section 3.2
Complete design and permitting	2005	See Draft New SWMP Section 3.2
Complete construction and begin facility operation	2007	See Draft New SWMP Section 3.2

Table 3.3-2 (continued)
Draft New SWMP Milestones – Long Term Export

PROGRAM Milestone	Scheduled Fiscal Year	New SWMP Section
PROPOSED ACTION – LONG TERM EXPORT FACILITIES AND SERVICES		
DSNY EAST 91ST STREET CONVERTED MTS, MANHATTAN		
Complete procurement and award Transport & Disposal contract	2005	See Draft New SWMP Section 3.2
Complete design and permitting.	2005	See Draft New SWMP Section 3.2
Complete construction and begin facility operation	2007	See Draft New SWMP Section 3.2
DSNY NORTH SHORE CONVERTED MTS, 31ST AVENUE AND 122ND STREET, QUEENS		
Complete procurement and award Transport & Disposal contract	2005	See Draft New SWMP Section 3.2
Complete design and permitting	2005	See Draft New SWMP Section 3.2
Complete construction and begin facility operation	2007	See Draft New SWMP Section 3.2
BRONX LONG TERM EXPORT PROCUREMENT		
Complete contract negotiations and award contract	2005	See Draft New SWMP Section 3.2
Complete design permitting and construction, if required, ⁴ and begin facility operation	2006	See Draft New SWMP Section 3.2
BROOKLYN LONG TERM EXPORT PROCUREMENT		
Complete contract negotiations and award contract	2005	See Draft New SWMP Section 3.2
Complete design permitting and construction and begin facility operation	2006	See Draft New SWMP Section 3.2
QUEENS LONG TERM EXPORT PROCUREMENT		
Complete contract negotiations and award contract	2005	See Draft New SWMP Section 3.2
Complete design permitting and construction and begin facility operation	2006	See Draft New SWMP Section 3.2
INTERMUNICIPAL PROCUREMENT FOR DISPOSAL SERVICES AT A REGIONAL WASTE-TO-ENERGY FACILITY		
Complete contract negotiations, award contract and commence service	2005	See Draft New SWMP Section 3.2
STATEN ISLAND TRANSFER STATION		
Complete facility construction	2005	See Draft New SWMP Section 3.1 and Table 3.2-1
Complete transport and disposal vendor negotiations	2005	See Draft New SWMP Section 3.1 and Table 3.2-1

⁴ Only one of the two private waste transfer stations in the Bronx requires permit modifications and construction.

3.4 Summary of Facility Operations

3.4.1 Converted MTSs

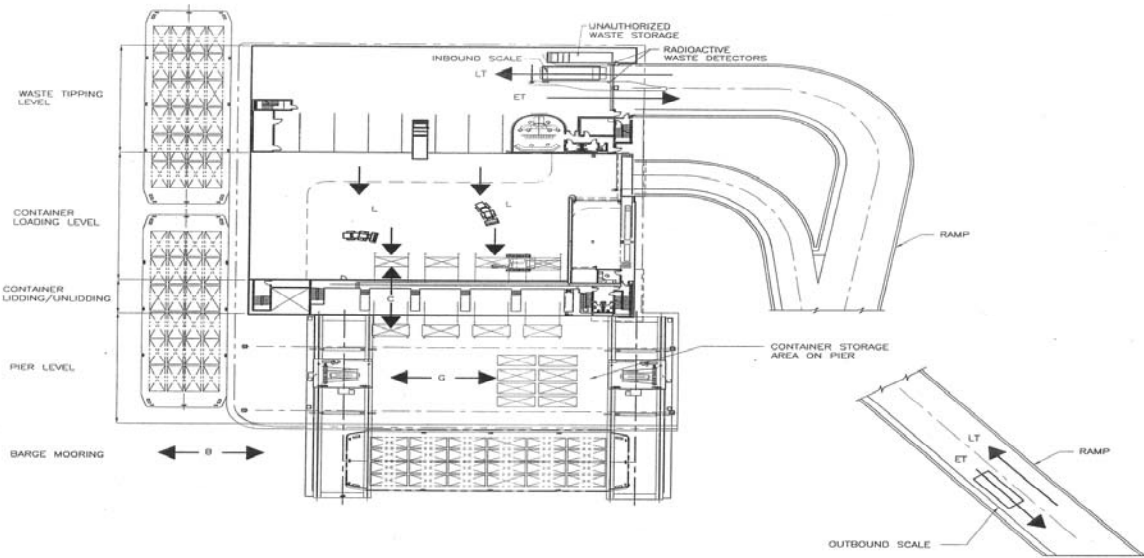
The four Converted MTS facilities have a common three-level processing building design. Figure 3.4-1 provides a schematic of plan and section views of a typical Converted MTS that depicts the following operational features:

- Collection vehicles enter a tipping floor at the uppermost level and tip waste onto the second-level loading floor, 12 feet below;
- On the loading floor, waste is sorted and pushed by front-end loaders through slots in the floor directly over intermodal containers, located on the first level of the processing building;
- Equipment operating over the slots in the loading floor evens and tamps the waste in the containers, which are then lidded with leakproof gasketed covers and moved by trolley to the external pier level of the facility;
- A gantry crane on the pier loads full containers onto and unloads empty containers off of a flatbed barge moored to the pier;
- Each barge has a capacity for 48 containers; and
- Tugboats move full/empty barges directly to an out-of-City disposal site⁵ or between the MTS and an intermodal transloading facility where they are loaded onto railcars or a larger barge for transport to a disposal facility.

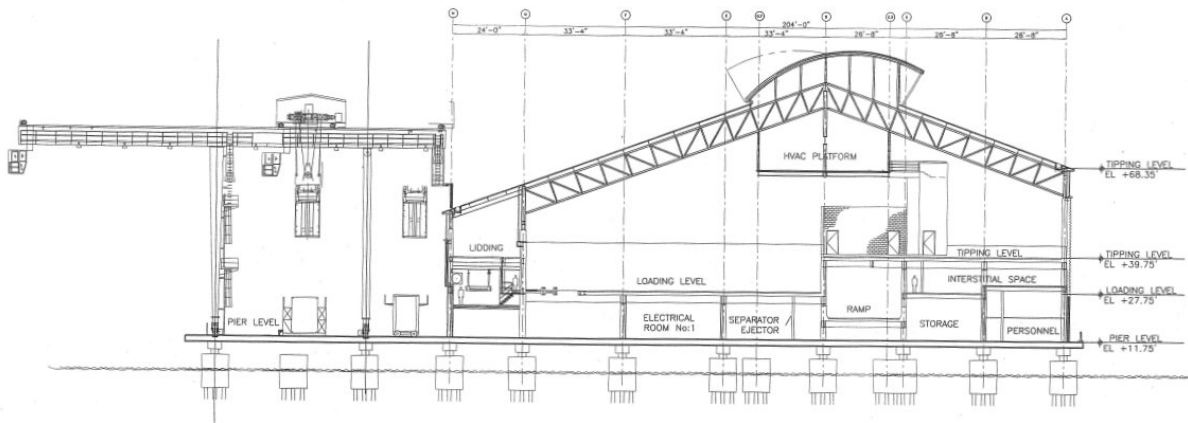
The intermodal containers are approximately 20 feet long, 12 feet high and 8½ feet wide. They are capable of holding approximately 62 cubic yards of refuse. The density of the waste entering the container is increased from approximately 450 pounds per cubic yard to approximately 700 pounds per cubic yard by tamping. On average, it is estimated that each container will contain approximately up to 22 tons of waste.

⁵ The procurement of transport and disposal arrangements whereby private companies would service the Converted MTSs was the subject of a DSNY Request for Proposals to Transport and Dispose of Containerized Waste from the Converted MTSs (MTS RFP). DSNY has completed an evaluation of these proposals but definitive contractual arrangements for transport and disposal services have not been negotiated.

Figure 3.4-1



Plan View



Section View

Subject to the outcome of negotiations between DSNY and the proposers selected pursuant to the MTS Containerization RFP, containerized waste will be transported by barge from the Converted MTSs directly to: (i) a disposal site; or (ii) intermodal terminals in the New York Harbor region, where the containers will be transloaded to railcars or a larger barge for transport to an out-of-City disposal facility. The intermodal yards would be either existing facilities not subject to environmental review or a modified or a new facility that is reviewed in the DEIS supporting this Draft New SWMP.

3.4.2 Converted MTS Capacities

In order to define the average and peak hourly design capacities of the Converted MTSs, historical data regarding truck and tonnage arrival rates from FY 1998 were evaluated and analyzed. Based on this analysis, it was determined that a Converted MTS would be designed with a tipping floor to accommodate 30 collection vehicles per hour and a loading level to process and containerize 220 tons of MSW per hour. If the facility were to operate at full capacity over an entire day (i.e., three shifts with a productivity of 6.5 hours per shift), it could process 4,290 tons of waste. Under normal or average conditions, the Converted MTS will not approach this level of processing.

Although the design capacity of the Converted MTSs is 4,290 tpd, Table 3.4-1 presents expected throughput capacities at the Converted MTSs for DSNY-managed Waste, based on average tpd and average peak tpd waste generated in the wastesheds served by these facilities, including Commercial Waste.⁶ The average and average peak day tpd are numbers that DSNY has used for planning purposes and are consistent with the environmental review in the DEIS. There would be occasions, subject to permit limits, when the full design capacity of the Converted MTSs would be required to deal with upset conditions in the City's waste management system. The classic example of this is following a snow emergency, when several days of waste have accrued. Also, unanticipated outage conditions in one element of the system could require temporary shifts in waste deliveries among the Converted MTSs.

⁶ The subject of potentially processing Commercial Waste at the Converted MTSs is addressed in Chapter 4.

Table 3.4-1
Converted MTS Average Throughputs

Converted MTS Location	(1) DSNY Average TPD	(2) Average Peak Day TPD	(3) Commercial Tonnage (Noise Constrained)⁽¹⁾ TPD	Total (Sum of Columns 2 and 3)
New SWMP Export Facilities				
Hamilton Avenue	1,900	2,280	1,274	3,554
Southwest Brooklyn	950	1,140	828	1,968
East 91 st Street	720	864	780	1,644
North Shore	2,200	2,640	1,000	3,640

Note:

⁽¹⁾ This total includes the potential for processing Commercial Waste that is presented as a Proposed Action in Section 4.

3.4.3 Private Transfer Stations

All of the five private transfer stations included in the Draft New SWMP are existing facilities. Of the five existing facilities, four would require permit modifications to facilitate barge or rail export and/or expansions of their existing permitted capacities. Table 3.4-2 provides a summary of the permitted status of these facilities, proposed capacity expansions where applicable, other required permit modifications where applicable, and DSNY wastesheds served. Where an expansion of capacity is proposed (see Table 3.4.2), the BQB RFPs require that waste companies make arrangements to offset these proposed capacity expansions in their respective project service areas, except the Queens procurement requires that offsets be obtained in Brooklyn Community District 1 or Queens Community District 12.

**Table 3.4-2
Private Transfer Station Capacities**

Facility	Community District Location/ Wasteshed Served	Current Permitted Capacity (TPD)	Proposed Expansion Increment (TPD)	Other Permit Modifications	Average Peak Day DSNY Waste (TPD) ⁽¹⁾	Commercial Waste Processed (Yes/No)
Allied Waste Services, East 132 nd Street, Truck-to-Truck-to-Rail Transfer Station, Bronx	Bronx 1/ Bronx CDs 1 through 12	2,999	None	Addition of lidding facility	2,337	Yes
Waste Management, Harlem River Yard, Truck-to-Rail Transfer Station	Bronx 1/ Bronx CDs 1 through 12	4,000	None	None	2,337	Yes
Waste Management, 485 Scott Avenue, Truck-to-Barge Transfer Station, Brooklyn	Brooklyn 1/ Brooklyn CDs 1, 3, 4 and 5	1,500	None	Containerization floor plan, lidding area and bulkhead and platform for loadout of containers onto barges	1,114	Yes
Allied Waste Services, 72 Scott-598 Scholes, Truck-to-Rail Transfer Station, Brooklyn	Brooklyn 1/ Brooklyn CDs 1, 3, 4 and 5	220	1,148	Consolidation of operations among three separate facilities, rail improvements	1,114	Yes

Table 3.4-2 (Continued)
Private Transfer Station Capacities

Facility	Community District Location/ Wasteshed Served	Current Permitted Capacity (TPD)	Proposed Expansion Increment (TPD)	Other Permit Modifications	Average Peak Day DSNY Waste (TPD) ⁽¹⁾	Commercial Waste Processed (Yes/No)
Waste Management, 30-58 Review Avenue, Truck-to-Rail/Barge Transfer Station, Queens	Queens 2/ Queens CDs 1 through 6	958	242	Containerization floor plan, lidding area and (for barge option) bulkhead and platform for loadout of containers onto barges	934	Yes

Note:

⁽¹⁾ Average peak day values are those used in DEIS.

As a further step in identifying the best options for intermodal transfer of Containerized Waste, DSNY intends to issue an RFEI to solicit more information about these and other intermodal facilities to assess the degree of interest and the general terms on which these services would be offered. The outcome of this RFEI process and subsequent contract arrangements between facility owner/operators and the companies proposing transport and disposal services will determine which facilities are utilized by the Long Term Export Program.

3.5 Existing Programs

DSNY's operations also include refuse and Recyclable collections and Interim Export. These and other existing DSNY activities are described in Attachment VIII and Appendix E.