

## EXECUTIVE SUMMARY

### 1.0 INTRODUCTION

The New York City (City) Department of Sanitation (DSNY) is proposing a New Comprehensive Solid Waste Management Plan (New SWMP) for the next 20-year planning period. As lead agency principally responsible for undertaking the action, DSNY has caused this Draft Environmental Impact Statement (DEIS) to be prepared in accordance with the State Environmental Quality Review Act (SEQRA) and its implementing regulations (6 NYCRR Part 617) and City Environmental Quality Review procedures (CEQR) set forth in Executive Order 91 of 1977, as amended, and Rules of Procedure for CEQR found in Section 6, Title 62 of the Rules of the City of New York (RCNY). The DEIS is intended to support the adoption of the New SWMP and its related approvals, which together constitute the Proposed Action. As further discussed below, the New SWMP incorporates elements of the existing SWMP and includes major changes to the City's Long Term Export Program for DSNY-managed Waste,<sup>1</sup> to the City's Recycling Program, and to management of Commercial Waste<sup>2</sup> in the City.

A Draft New SWMP, published in October 2004, describes the Proposed Action that, in summary, is to:

- Improve DSNY's Curbside Recycling Program through the award of a 20-year processing contract and the development of a new in-City Recyclables processing facility as well as a Manhattan Recyclables acceptance facility.
- Implement the City's Long Term Export Program through: the development of four Converted Marine Transfer Stations (Converted MTSs); award up to five contracts with private transfer stations for barge or rail export of DSNY-managed Waste for disposal; and, enter into an intergovernmental agreement to dispose of a portion of Manhattan's DSNY-managed Waste at a waste-to-energy (WTE) facility in Newark, New Jersey.
- Provide the capacity for barge export of Putrescible Commercial Waste from the City at one existing Manhattan MTS as well as at the four Converted MTSs.

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<sup>1</sup> DSNY collects and disposes of Putrescible and Non-Putrescible Waste from all residences in the City, institutions, not-for-profit organizations, lot cleaning operations, and other City, state and federal agencies (DSNY-managed Waste).

<sup>2</sup> Commercial Waste is those wastes, including recycled material, generated in the City by business establishments and construction activity, and collected by private carters, that are respectively defined in DSNY's Rules as Putrescible Waste and Non-Putrescible Waste. Most, but not all, Commercial Waste generated is processed through the City's putrescible and non-putrescible transfer stations.

For environmental review purposes, the New SWMP evaluated a reasonable range of facilities and sites as Alternatives to the Proposed Action. This DEIS provides a comprehensive environmental review of 17 sites/facilities, as applicable, that are the Proposed Action in the Draft New SWMP.<sup>3</sup> Comprehensive environmental reviews were also conducted, as applicable, for 14 other Alternative sites/facilities considered during development of the New SWMP.

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<sup>3</sup> Final site selection for certain elements of the Proposed Action is dependent upon the outcome of current procurement actions by DSNY.

## 2.0 PURPOSE AND NEED

In accordance with the requirements of New York State's Solid Waste Management Act (New York Environmental Conservation Law, Section 27-0707), and implementing regulations (6 NYCRR Subpart 360-15), the City's first Comprehensive Solid Waste Management Plan, approved in 1992 (1992 SWMP), established the framework for its solid waste management and recycling programs over a 10-year period. Approved modifications to the 1992 SWMP (1996 SWMP Modification) focused on further expansion of recycling. In 2000, further approved amendments to the SWMP (2000 SWMP Modification) were made, which principally focused on the City's plan to address the closure of the Fresh Kills Landfill on Staten Island. The 1992 SWMP, as amended (Existing SWMP), expires at the end of October 2004. The City and the City Council have requested that the New York State Department of Environmental Conservation (NYSDEC) extend the Existing SWMP to cover the period between the submittal of the Draft New SWMP to the City Council and its adoption and the approval of the adopted Draft New SWMP by NYSDEC.

Each day, the City's 8.1 million residents, commuters, visitors, businesses and residential and commercial construction activity generate very large and diverse quantities of solid waste material. The Draft New SWMP sets forth a plan for the long-term management of the City's solid waste in a cost-effective and environmentally responsible manner and, in addition to the Proposed Action, incorporates by reference the Existing SWMP to support Existing Programs, including the New Initiatives described in the Draft New SWMP. These Existing Programs and New Initiatives, approved pursuant to the Existing SWMP, are, therefore, not part of the Proposed Action that is subject to environmental review in this DEIS.

The City's existing solid waste management system:

- Recycles or disposes of approximately 14,000 tons per day (tpd) or 4,240,000 tons per year (tpy) of DSNY-managed Waste currently generated in the City;
- Recycles or disposes of approximately 10,000 tpd (3,000,000 tpy) of Putrescible Commercial Waste that is generated, and approximately 6 million to 8.3 million tpy of Non-Putrescible Commercial Waste that is currently generated; and
- Provides for the management of Biosolids, Medical Waste and Dredge Spoils and Fresh Kills construction and end use.

### **3.0 PROPOSED ACTION**

The following section describes the Proposed Action for Long Term Export, Recycling and Commercial Waste Management. The DEIS also evaluates the reasonable Alternatives that were considered.

#### **Long Term Export**

The City has long recognized the importance of moving quickly to develop a more permanent system of waste export, to address both the rising cost of nearby landfill disposal as well as the current over-reliance on a truck-dependent system. In July of 2002, Mayor Bloomberg announced a plan to establish a system that would take advantage of the City's waterways and existing infrastructure. The plan called for the physical conversion of the City's existing Marine Transfer Stations (MTSs) to enable waste to be containerized on site, making the waste suitable for out-of-City barge and rail export.

The Proposed Action for Long Term Export builds on the Mayor's previously announced plan, but offers an expedited timeframe, a lower cost and reduced reliance on complex MTS conversions outlined initially. The Proposed Action adheres to the two main principles of the Mayor's earlier plan: the containerization of waste and the long-distance export of that waste in containers by barge or rail by primarily relying on a mix of Converted MTSs and private transfer stations with the addition of the existing Essex County Resource Recovery Facility (Essex County RRF) in Newark, New Jersey, where waste would be delivered in collection vehicles. The Proposed Action for Long Term Export is:

- For the entire Bronx wasteshed, enter into a long-term contract with one or two private transfer station waste companies for truck-to-rail disposal of DSNY-managed Waste from the Bronx.
- For the Brooklyn wasteshed formerly served by the Greenpoint MTS, enter into a long-term contract with one or two private transfer stations for truck-to-rail or truck-to-barge disposal of the DSNY-managed Waste from Brooklyn CDs 1, 3, 4 and 5.

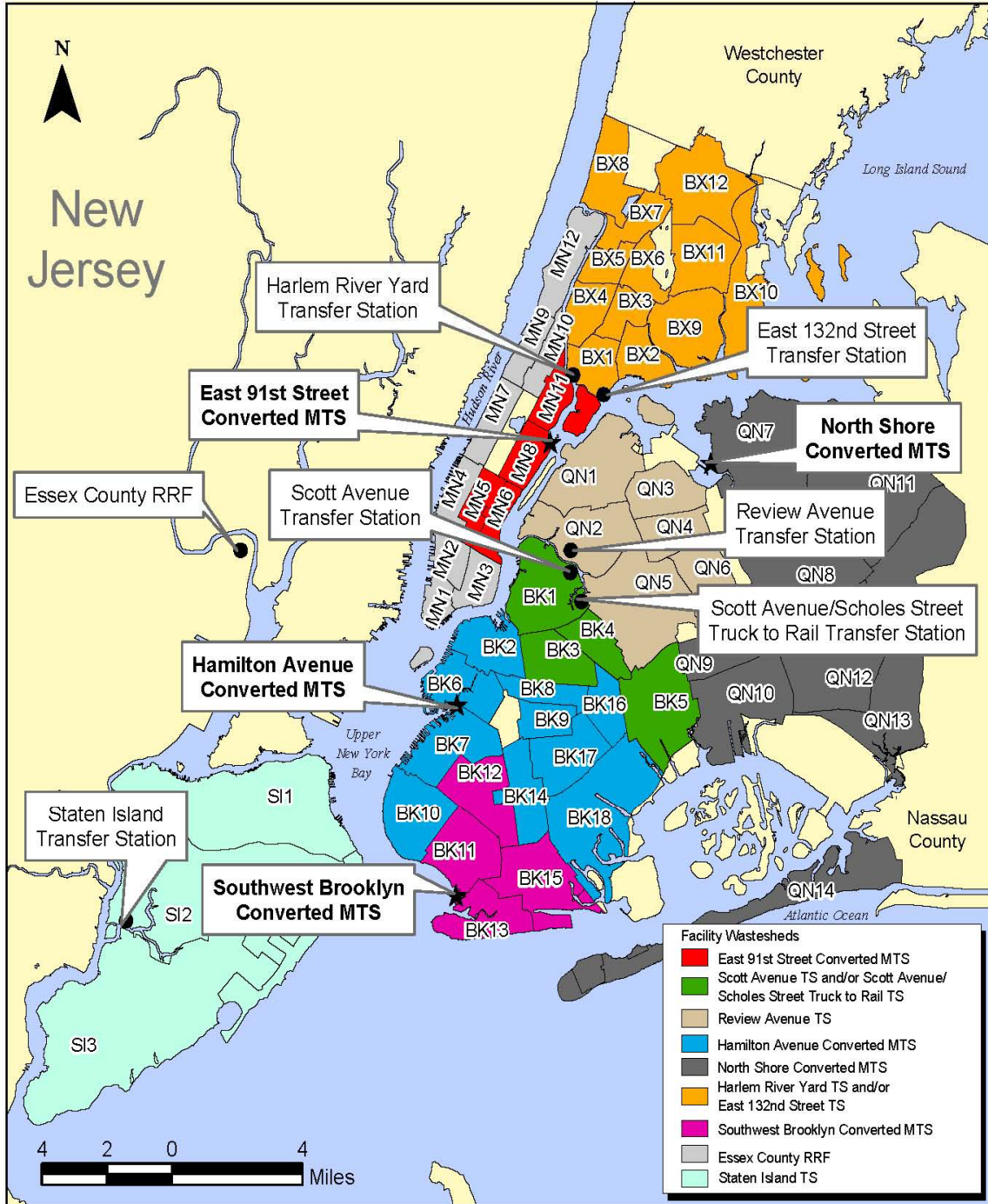
- For the Brooklyn wasteshed formerly served by the Hamilton Avenue MTS, develop a City-owned Converted MTS on the same site, where DSNY-managed Waste from Brooklyn CDs 2, 6, 7, 8, 9, 10, 14, 16, 17 and 18 will be received and containerized.
- For the Brooklyn wasteshed formerly served by the Southwest Brooklyn MTS, develop a City-owned Converted MTS on the adjacent site of the former Southwest Brooklyn Incinerator, where DSNY-managed Waste from Brooklyn CDs 11, 12, 13 and 15 will be received and containerized.
- For the Manhattan wasteshed, 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 91<sup>st</sup> 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.
- 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 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.
- 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 ES-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.

In the Bronx and Brooklyn CDs 1, 3, 4 and 5, shown in Figure ES-1 and noted in Table ES-1, the decision as to whether DSNY contracts for export of DSNY-managed Waste generated in these wastesheds with one or two potential transfer stations will be determined by upcoming negotiations with the proposing companies. The procurement documents issued to implement the Proposed Action have specified that the facilities must be located within the wasteshed they will serve and that all waste received at those facilities (including Commercial Waste) be exported by barge or rail. All contracts entered into for the purpose of implementing the Proposed Action would define the amounts, types and origins of the waste a facility could receive.

**Figure ES-1**

**Locations of Draft New SWMP Long Term Export Facilities and Wastesheds Served**



## **Recycling**

Through the first half of 2002, DSNY collected and recycled metal, glass and plastic (MGP) and Paper materials sufficient to divert 20% of the DSNY-managed Waste (curbside/containerized) waste stream from disposal. The program flourished in many respects, and compared favorably with the recycling programs of other major cities throughout the United States.

On July 1, 2002, the City's recycling program, having incurred budget cuts in the aftermath of the events of September 11, 2001 and the subsequent economic recession, temporarily suspended glass and plastic recycling. Diversion rates suffered; however, plastic and glass recycling programs were restored in Fiscal Year (FY) 2003 and FY 2004, respectively, and funding for composting and other services was restored in FY 2005.

Moving forward, cost-effective recycling programs are now an even greater priority. To address this priority, the Proposed Actions for recycling will commit the City to a 20-year contract for processing MGP. This long-term commitment will facilitate the development of state-of-the-art processing infrastructure in the City, which, in turn, will generate the consistent streams of materials necessary to foster reliable secondary materials markets. The 20-year contract also ushers in a new era of waterborne transportation of Recyclable materials, mirroring the transportation goals of the Draft New SWMP as a whole. Consistent with the commitment to emphasize waterborne transport as an element of the New SWMP, the City will also develop a Recyclables acceptance facility in Manhattan that would transport Manhattan Recyclables by barge to the newly proposed Recyclables processing facility in Brooklyn.

Accordingly, the Proposed Action for recycling has the following new elements.

- Develop a materials processing facility at the 30<sup>th</sup> Street Pier (in Brooklyn Community District 7) through a public-private partnership involving a 20-year service agreement with a private recyclables processor; and
- Develop a Recyclables acceptance facility in Manhattan.

## **Commercial Waste**

Commercial Waste management is as complex a system as the DSNY-managed Waste counterpart. The volume of Putrescible and Non-Putrescible Commercial Waste managed in the City is even larger, accounting for nearly 75% of the City's total waste stream. Commercial Waste is managed by the private sector through a system of private carters and private transfer stations. Both elements of the systems are subject to regulation – the private carters by the City's Business Integrity Commission (BIC), and the private transfer stations by DSNY and NYSDEC.

Except for that portion of Commercial Waste carted directly out of the City, waste export occurs through a network of land-based transfer stations, points at which waste from local collection trucks is transferred for long-haul export. These transfer stations are generally located in M3 districts (districts reserved for heavy industry) which are well buffered from residential communities. However, waste trucks traveling to and from these transfer stations often pass through residential communities on their way to the designated truck routes.

Two features of the current Commercial Waste management system have served as the focus of recent concern. The first is that Manhattan has no private transfer stations, despite the fact that over 40% of the City's Putrescible Commercial Waste is generated in Manhattan. As a result, although some waste is driven directly out of the City, most of Manhattan's Commercial Waste is driven to another borough before it is exported from the City. Further, because only one of the City's 19 private putrescible transfer stations exports waste by means other than transfer trailer, the export of waste—not just its collection—creates truck traffic.

To achieve a more balanced distribution and reduce effects from Commercial Waste transfer operations in those Community Districts (CDs) that currently have the greatest number of transfer stations, the following measures are proposed:



- Assess the feasibility of providing the site of the existing Manhattan West 59<sup>th</sup> Street MTS to private waste management companies to use for the transfer of Commercial Waste collected by private carters in Manhattan. The facility could be: (i) refurbished and used in conjunction with an enclosed barge unloading facility (EBUF); or (ii) redeveloped as a containerization facility.
- Design measures to encourage private carters to deliver Commercial Waste during the 8:00 p.m. to 8:00 a.m. time period to the four Converted MTSs that are elements of the Proposed Action for Long Term Export (Hamilton Avenue and Southwest Brooklyn, Brooklyn; East 91<sup>st</sup> Street; Manhattan; and North Shore, Queens).
- Negotiate arrangements with the owners/operators of the selected private transfer stations in the Bronx, Brooklyn and Queens that submitted proposals in response to the BQB Requests for Proposals (RFPs) and that are potential elements of the Proposed Action to require Commercial Waste (in addition to DSNY-managed Waste) processed at these facilities to be containerized and exported from the project service area by barge and/or rail.

Table ES-1 lists the 15 Proposed Action facilities and/or potential contractors evaluated, as applicable, in this DEIS.

### **3.1 Major Advantages of the Draft New SWMP**

Combined, the principal elements of the Draft New SWMP constitute a comprehensive and balanced approach to addressing the City's long-term waste export needs. The major advantages of the Draft New SWMP are described below.

#### **Long Term Export**

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

- Reducing the City's dependence on transport by transfer trailer to disposal sites is a priority. Approximately 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.

**Table ES-1  
New SWMP Facilities and Potential Contractors**

<b>Facility Type</b>	<b>Owner, Facility Name, and Address</b>	<b>Community District</b>	<b>Wastashed Served – Community Districts</b>
<b>Long Term Export Facilities</b>			
<b>Converted MTS</b>	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
<b>Converted MTS</b>	DSNY, Southwest Brooklyn Converted MTS, Shore Pkwy at Bay 41 <sup>st</sup> Street, Brooklyn	Brooklyn 11	Brooklyn CDs 11, 12, 13 and 15
<b>Converted MTS</b>	DSNY, East 91 <sup>st</sup> Street Converted MTS, East 91 <sup>st</sup> Street and York Avenue, Manhattan	Manhattan 8	Manhattan CDs 5, 6, 8 and 11
<b>Converted MTS</b>	DSNY, North Shore Converted MTS, 31 <sup>st</sup> Avenue and 122 <sup>nd</sup> Street, Queens	Queens 7	Queens CDs 7 through 14
<b>Truck-to-Rail TS</b>	Waste Management, Harlem River Yard, 98 Lincoln Avenue, Bronx	Bronx 1	Bronx CDs 1 through 12
<b>Truck-to-Rail TS<sup>(1)</sup></b>	Allied Waste Services, East 132 <sup>nd</sup> Street Transfer Station, Bronx and Oak Point Rail Yard, Oak Point Avenue and Barry Street, Bronx	Bronx 1	Bronx CDs 1 through 12
<b>Truck-to-Barge TS</b>	Waste Management, 485 Scott Avenue, Brooklyn	Brooklyn 1	Brooklyn CDs 1, 3, 4 and 5
<b>Truck-to-Rail TS</b>	Allied, 72 Scott Avenue-598 Scholes Street, Brooklyn	Brooklyn 1	Brooklyn CDs 1, 3, 4 and 5
<b>Truck-to-Rail/Barge TS<sup>(1)(2)</sup></b>	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
<b>Waste-to-Energy Facility<sup>(3)</sup></b>	Port Authority of New York and New Jersey, Essex County RRF, Newark, New Jersey	NA	Manhattan CDs 1, 2, 3, 4, 7, 9, 10 and 12
<b>Long Term Export Potential Support Facilities</b>			
<b>Barge Staging Area<sup>(4)</sup></b>	DSNY, 52 <sup>nd</sup> Street Barge Staging Area, 52 <sup>nd</sup> Street and 1 <sup>st</sup> Avenue, Brooklyn	Brooklyn 7	NA
<b>Intermodal Barge-to-Rail Yard<sup>(5)</sup></b>	Harlem River Yard, East 132 <sup>nd</sup> Street and St. Anns Avenue, Bronx	Bronx 1	NA

**Table ES-1 (Continued)**  
**Proposed New SWMP Facilities and Potential Contractors**

<b>Facility Type</b>	<b>Owner, Facility Name, and Address</b>	<b>Community District</b>	<b>Wasteshed Served – Community Districts</b>
<b>Intermodal Barge-to-Rail Yard</b> <sup>(5)</sup>	NYCEDC, 65 <sup>th</sup> Street Intermodal Yard, Brooklyn	Brooklyn 10	NA
<b>Recycling Facilities</b>			
<b>Recyclables Processing Facility</b> <sup>(6)</sup>	30 <sup>th</sup> Street Pier at the South Brooklyn Marine Terminal (SBMT), Brooklyn	Brooklyn 7	City-wide
<b>Truck to Barge Marine Transfer Station</b> <sup>(7)</sup>	Former site of Gansevoort MTS, Pier 52, Manhattan	Manhattan 2	Manhattan CDs 1 through 12

**Notes:**

- (1) Both the East 132<sup>nd</sup> Street Truck-to-Truck-to-Rail Transfer Station in the Bronx and the Review Avenue Truck-to-Truck-to-Rail Transfer Station in Queens would dray containers between their respective transfer stations and intermodal rail yards that are in the respective project service areas but not at the same sites as the transfer stations. These intermodal yards are existing facilities that would receive non-discretionary permits from DSNY for handling solid waste and, as such, are not subject to environmental review. However, the movement of containers on tractor chassis between the transfer stations and the intermodal yard is subject to an environmental review that is reported in the DEIS section for each respective transfer station.
- (2) Pending the outcome of negotiations between DSNY and Waste Management, the Review Avenue Transfer Station would be modified to operate as either a truck-to-barge or a truck-to-truck-to-rail facility.
- (3) The Essex County RRF is a permitted and operating WTE facility in Newark, New Jersey. As such, the facility itself is not subject to environmental review in this DEIS. DSNY-managed Waste would be delivered in collection vehicles to this facility or via hopper barges from the existing MTSs, if an EBUF were to be developed in the vicinity of the Essex County RRF some time in the future. The routing of DSNY collection vehicles to bridge and tunnel portals leaving the City is subject to environmental review and is reported in Chapter 16 of this DEIS.
- (4) The 52<sup>nd</sup> Street Barge Staging Area historically served the existing MTSs as a location where barge movements between individual MTSs and Fresh Kills could be staged. A replacement-in-kind of the pier structure is proposed. Its purpose in the Long Term Export Program will be more limited; principally, a supply storage facility and a location to temporarily moor barges that are scheduled for maintenance at other facilities.
- (5) Two intermodal barge-to-rail facilities at Harlem River Yard and the 65<sup>th</sup> Street Rail Yard, respectively, may be constructed as transload facilities to move containers between the Converted MTSs and railheads. DSNY has modified its Rules to allow a non-discretionary permit by registration process for intermodal facilities handling containerized waste that is not subject to environmental review. However, the USACE Section 10/404 permits and the NYSDEC Article 15/25 permits pertaining to waterfront construction are subject to environmental review. Note that there are other existing intermodal facilities that may be used for intermodal transfer of containers from the Converted MTSs.
- (6) This 30<sup>th</sup> Street Pier at SBMT is a complex of facilities that would be designed to receive and process DSNY Curbside Recyclables. Curbside Recyclables collected in Brooklyn would be delivered by truck to this facility. Curbside Recyclables from other boroughs would be delivered by barge. Recyclables would be transferred from this facility by barge. As a recycling facility, it is not subject to regulation as a solid waste facility. However, the waterfront construction requires USACE Section 10/404 permits and the NYSDEC Article 15/25 permits that are subject to environmental review.

**Notes for Table ES-1 (continued):**

<sup>(7)</sup> The timetable for designing, permitting and constructing this facility, which would receive truck deliveries of DSNY MGP Curbside Recyclables collected in Manhattan for barge transfer to the 30<sup>th</sup> Street Pier at SBMT for processing, is approximately seven years. Accordingly, the environmental review of this facility is deferred until more detailed design information is available. However, an analysis of the potential for off-site traffic, air quality and noise impacts from directing DSNY's Manhattan Recyclables collection vehicles to this destination was conducted.

LIRR = Long Island Rail Road

NYCEDC – New York City Economic Development Corporation

NA = Not Applicable

- Remote disposal capacity remains available, but truck-based transfer 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 that is equitable to the greatest extent possible.
- An alternative to long-distance transport, the delivery of DSNY-managed Waste in collection trucks to a regional WTE facility, achieves an approximately 75% reduction in the volume of waste (ash residue and non-processible waste) disposed in landfills, and reduces the potential impact of landfill price inflation. A long-term disposal contract with a WTE facility can provide a buffer against inflationary price increases that are likely to affect regional landfill capacity.

The proposed Long Term Export Program is a comprehensive plan that balances the City's need to export waste over the long term 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 either existing MTS or private transfer station sites.
- 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) avoids City investment in new capital projects.
- The Converted MTSs will provide capacity that could be available to containerize Commercial Waste for barge/rail export.
- The projected economics of the Proposed Action are less costly to the City than four alternative scenarios that were evaluated and the Mayor's original plan.

## **Recycling**

The major advantages of the Proposed Action to develop a Recyclables processing facility are that it:

- Commits the City to maintain its Curbside MGP Program over the next 20-years.
- Creates a relationship in which the processor has economic incentives to expand product markets, and thereby increase the net recovery rate for MGP. Historically, DSNY has had considerable difficulty in establishing stable and cost-effective relationships with the contractors that have processed its Curbside MGP, in part due to the practice of contracting for a five-year term with a short-notice cancellation clause. This created economic uncertainty for the contractor and discouraged investments in facility upgrades to improve recovery rates. The 20-year term of the service agreement removes these disincentives and will create a relationship in which the processor has economic incentives to expand product markets and increase the net recovery rate for MGP processed.
- Enhances the opportunity to produce and market new products by recovering materials that are now marginal. The City's Curbside MGP have high proportions by weight of glass, particularly mixed-color broken glass, a material that does not have economic markets. Better technology to be used in the materials processing facility, in addition to aggressive research and development – both afforded by a long-term contract – will address this situation.
- Secures competitive price terms for the City and stabilizes costs over the long term.
- Creates a waterborne transportation network that is consistent with the City's goal of reducing truck traffic. An estimated 85% of the Recyclable materials will be delivered to the new Recyclables processing facility via barge, and 75% will leave post-processing via barge. This is a shift that will help reduce truck traffic on City streets and improve the local environment.

- Creates significant local employment opportunities through creation of an estimated 160 construction jobs and 100 permanent jobs when facility operations commence.

The major advantages of the Proposed Action to develop a Recyclables acceptance facility in Manhattan are that it:

- Eliminates the need for Recyclables collection vehicles to travel from Manhattan to acceptance or processing facilities in other boroughs or New Jersey;
- Facilitates the relocation of the recycled Paper barge operation now based at the West 59<sup>th</sup> Street MTS to Gansevoort, which will enable the West 59<sup>th</sup> Street MTS site to be potentially developed for export of Commercial Waste; and
- Results in a more equitable distribution of transfer facilities among the City's boroughs.

### **Commercial Waste**

These Proposed Actions, if fully implemented, would facilitate the City's transition from an almost wholly truck-based waste export system to a predominantly rail- and/or barge-based export system for the City's Putrescible Waste.

Developing the West 59<sup>th</sup> Street MTS site for transfer of a portion of Manhattan-generated Commercial Waste would:

- More equitably distribute the impacts of Commercial Waste transfer among the City's boroughs;
- Reduce the volume of transfer trailer truck traffic in the City;
- Provide the site most proximate to midtown, a major generator of Commercial Waste; and
- Shorten carters' current travel time from the end of their midtown collection route to their tipping locations in other boroughs, resulting in a decline in the overall duration of commercial collection operations and fewer vehicle miles traveled in the City.

The advantages of using the Converted MTSs to containerize Commercial Waste include that it:

- Capitalizes on unused capacity during the hours when private carter collection operations occur. As DSNY would tip during the day and private carters at night, there is minimal potential for conflict in terms of processing both waste streams at the Converted MTSs.
- Potentially removes approximately 178 transfer trailers from the City's streets that would otherwise be transporting waste for export. As containerization facilities, the four Converted MTSs have potentially available capacity for processing up to approximately 3,915 tpd of Commercial Waste.

The advantages of requiring private transfer station owners/operators who are containerizing and exporting DSNY-managed Waste by barge and/or rail to also containerize and export by barge or rail any Commercial Waste processed at their respective facilities are that it:

- Reduces outbound transfer trailer traffic from the private transfer stations, thus reducing truck traffic in these communities; and
- Accelerates the conversion of the City's private transfer network towards a barge- and/or rail-based system that will have long-term economic and environmental benefits for the City.

## **4.0 SELECTION AND ENVIRONMENTAL REVIEW OF THE PROPOSED ACTION AND CONSIDERATION OF ALTERNATIVES**

### **4.1 Siting Criteria and Site Screening**

The types of sites considered for the Proposed Action were: (i) existing MTS sites as locations for the Converted MTSs; (ii) existing truck-receiving privately owned solid waste transfer sites that are currently capable of exporting or can be modified to export by barge, rail or truck-to-rail; and (iii) new sites that could be developed as truck-receiving solid waste transfer sites that would be capable of exporting by barge, rail or truck-to-rail.

Table ES-2 identifies the 13 Alternatives considered for detailed environmental review in this DEIS. The existing MTSs in Manhattan also are considered as Alternatives to the Gansevoort acceptance facility Proposed Action.

### **4.2 Environmental Review of Proposed Action and Alternatives**

As this DEIS demonstrates, the Draft New SWMP Plan would enable export of DSNY-managed Waste and some of the City's Commercial Waste in an efficient and environmentally sound manner. Any impacts associated with the Proposed Action are capable of being mitigated. This summary conclusion is supported by the comprehensive environmental reviews, as applicable, of the Proposed Action and Alternatives in Chapters 4 through 31 of this DEIS. In compliance with CEQR/SEQR, these environmental reviews addressed: Land Use, Zoning, and Public Policy; Socioeconomic Conditions; Community Facilities and Services; Open Space; Cultural Resources; Urban Design, Visual Resources, and Shadows; Neighborhood Character; Natural Resources; Hazardous Materials; Water Quality; Waterfront Revitalization Program; Infrastructure, Solid Waste and Sanitation Services, and Energy; Traffic, Parking, Transit, and Pedestrians; Air Quality; Odor; and Noise.



**Table ES-2  
Draft New SWMP Alternatives**

<b>Facility Type</b>	<b>Owner, Facility Name, and Address</b>	<b>Community District</b>	<b>Wastashed Served – Community Districts</b>
Converted MTS	DSNY, South Bronx Converted MTS, Farragut Street, Bronx	Bronx 2	Bronx CDs 1 through 12
Converted MTS	DSNY, Greenpoint Converted MTS, North Henry and Kingsland Avenue, Brooklyn	Brooklyn 1	Brooklyn CDs 1, 3, 4, and 5; Queens CDs 1 through 6
Converted MTS	DSNY, West 135 <sup>th</sup> Street Converted MTS, West 135 <sup>th</sup> Street and 12 <sup>th</sup> Avenue, Manhattan	Manhattan 9	Manhattan CDs 9, 10 and 12
Converted MTS	DSNY, West 59 <sup>th</sup> Street Converted MTS, West 59 <sup>th</sup> Street and Marginal Street, Manhattan	Manhattan 7	Manhattan CDs 1, 2, 3, 4 and 7
Truck-to-Rail TS	IESI or TransRiver Marketing, Meserole Street Transfer Station, 568 Meserole Street, Brooklyn	Brooklyn 1	Brooklyn CDs 1, 3, 4 and 5
Existing MTS	DSNY, South Bronx MTS, Farragut Street, Bronx	Bronx 2	Bronx CDs 1 through 12
Existing MTS	DSNY, Greenpoint MTS, North Henry and Kingsland Avenue, Brooklyn	Brooklyn 1	Brooklyn CDs 1, 3, 4 and 5; Queens CDs 1 through 6
Existing MTS	DSNY, Hamilton Avenue MTS, Hamilton Avenue at Gowanus Canal, Brooklyn	Brooklyn 6	Brooklyn CDs 2, 6, 7, 8, 9, 10, 14, 16, 17 and 18
Existing MTS	DSNY, Southwest Brooklyn MTS, Bay 41 <sup>st</sup> Street and Shore Parkway, Brooklyn	Brooklyn 11	Brooklyn CDs 11, 12, 13 and 15
Existing MTS	DSNY, West 135 <sup>th</sup> Street MTS, West 135 <sup>th</sup> Street and 12 <sup>th</sup> Avenue, Manhattan	Manhattan 9	Manhattan CDs 9, 10 and 12
Existing MTS	DSNY, West 59 <sup>th</sup> Street MTS, West 59 <sup>th</sup> Street and Marginal Street, Manhattan	Manhattan 7	Manhattan CDs 1, 2, 3, 4 and 7
Existing MTS	DSNY, East 91 <sup>st</sup> Street MTS, East 91 <sup>st</sup> Street and York Avenue, Manhattan	Manhattan 8	Manhattan CDs 5, 6, 8 and 11
Existing MTS	DSNY, North Shore MTS, 31 <sup>st</sup> Avenue and 122 <sup>nd</sup> Street, Queens	Queens 7	Queens CDs 7 through 14

Table ES-3 summarizes the results of technical evaluations of potential air (on-site and off-site), traffic, odor, and noise (on-site and off-site) impacts of the Proposed Action Facilities. Several of these facilities are existing permitted facilities that require either no modifications, minor modifications, or major modifications for exporting DSNY-managed Waste by barge or rail. As such, the level of environmental review conducted for these facilities varied. A description of the analyses undertaken for each element of the Proposed Action is described in more detail in this DEIS.

For the Proposed Action, the following measures were identified to mitigate estimated adverse impacts:

- Traffic signal timing adjustments would mitigate estimated traffic impacts identified at three intersections near the Southwest Brooklyn Converted MTS; two intersections near the Hamilton Avenue Converted MTS; two intersections near the East 91<sup>st</sup> Street Converted MTS; two intersections near the North Shore Converted MTS; and one intersection near the Scott Avenue/Scholes Street Truck to Rail TS.
- A reduction in the number of DSNY and other City agency vehicles making deliveries to the facility during the facility peak hour would be required to mitigate estimated traffic impacts identified at one intersection near the East 132<sup>nd</sup> Street TS and Oak Point Rail Yard; and
- A restriction on the number of Commercial Waste vehicles delivering waste to the Hamilton Avenue, East 91<sup>st</sup> Street and North Shore Converted MTSs during certain hours will mitigate estimated off-site noise impacts at receptors along the routes to these facilities between 8:00 p.m. and 8:00 a.m.

Table ES-4 provides a summary of the impact assessments for the Proposed Action across all remaining environmental review categories.

**Table ES-3  
Summary of Air Quality, Traffic, Odor and Noise Analyses  
For Proposed Action Facilities and Contracts**

	Air Quality									Traffic	Odor	Noise	
	On-Site						Off-Site					On-Site	Off-Site
	CO	NO <sub>2</sub>	PM <sub>10</sub>	PM <sub>2.5</sub>	SO <sub>2</sub>	HC	CO	PM <sub>10</sub>	PM <sub>2.5</sub>				
Hamilton Avenue Converted MTS, Brooklyn <sup>(1)</sup>	X	X	X	X	X	X	X	X	X	X <sup>M</sup>	X	S	X <sup>M</sup>
Southwest Brooklyn Converted MTS, Brooklyn <sup>(1)</sup>	X	X	X	X	X	X	X	X	X	X <sup>M</sup>	X	X	X
East 91 <sup>st</sup> Street Converted MTS, Manhattan <sup>(1)</sup>	X	X	X	X	X	X	X	X	X	X <sup>M</sup>	X	X	X <sup>M</sup>
North Shore Converted MTS, Queens <sup>(1)</sup>	X	X	X	X	X	X	X	X	X	X <sup>M</sup>	X	X	X <sup>M</sup>
Harlem River Yard Truck to Rail TS, Bronx	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
East 132 <sup>nd</sup> Street Transfer Station, Bronx	N/A	N/A	N/A	N/A	N/A	N/A	S	X	X	X <sup>M</sup>	N/A	N/A	S
485 Scott Avenue, Brooklyn	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	S	N/A	N/A	N/A
72 Scott Avenue-598 Scholes Street, Brooklyn	X	X	X	X <sup>M</sup>	X	X	N/A	N/A	N/A	X <sup>M</sup>	X	X	S
30-58 Review Avenue, Queens	X	X	X	X <sup>M</sup>	X	X	N/A	N/A	N/A	N/A	X	S	S
Essex County Resource Recovery Facility, New Jersey	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Staten Island Transfer Station, Staten Island	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
52 <sup>nd</sup> Street Barge Staging Area, Brooklyn	X	X	X	X	X	X	N/A	N/A	N/A	N/A	X	S	N/A
Harlem River Yard Barge to Rail TS, Bronx	X	X	X	X	X	X	N/A	N/A	N/A	N/A	X	X	N/A
Oak Point Rail Yard, Bronx	N/A	N/A	N/A	N/A	N/A	N/A	S	X	X	X <sup>M</sup>	N/A	N/A	S
65 <sup>th</sup> Street Intermodal Yard, Brooklyn	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Maspeth Rail Yard, Queens	N/A	N/A	N/A	N/A	N/A	N/A	S	X	X	S	N/A	N/A	S
30 <sup>th</sup> Street Pier at the SBMT, Brooklyn	N/A	N/A	N/A	N/A	N/A	N/A	S	N/A	S	S	N/A	N/A	S
Gansevoort Recyclables Acceptance Facility, Manhattan	N/A	N/A	N/A	N/A	N/A	N/A	S	X	X	S	N/A	N/A	S
85 Edgewater Road, Bronx	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Long Island City, 30-27 Greenpoint Avenue, Queens	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

**Notes:**

<sup>(1)</sup> Restrictions on deliveries of Commercial Waste during certain hours and at certain locations along routes to this facility are required between 8:00 p.m. and 8:00 a.m. to mitigate the potential for off-site noise impacts.

X = Analysis found no significant impact.

X<sup>M</sup> = Analyzed with a mitigated impact.

S = Below screening threshold for analysis.

N/A = Analysis not applicable to this site.

U = Unmitigatable impact.

**Table ES-4  
Summary of Impact Analyses  
Proposed Action**

<i>Site/Facility Option</i>	<b>Land Use, Zoning, and Public Policy</b>	<b>Socioeconomic Conditions</b>	<b>Community Facilities and Services</b>	<b>Open Space</b>	<b>Cultural Resources</b>	<b>Urban Design , Visual Resources, and Shadows</b>	<b>Neighborhood Character</b>	<b>Natural Resources</b>	<b>Hazardous Materials</b>	<b>Water Quality</b>	<b>Waterfront Revitalization</b>	<b>Infrastructure, Solid Waste and Sanitation Services, and Energy</b>
<b>Hamilton Avenue Converted MTS, Brooklyn</b>	N	N	N	N	N	N	N	N	N	N	N	N
<b>Southwest Brooklyn Converted MTS, Brooklyn</b>	N	N	N	N	N	N	N	N	N	N	N	N
<b>East 91<sup>st</sup> Street Converted MTS, Manhattan</b>	N	N	N	N	N	N	N	N	N	N	N	N
<b>North Shore Converted MTS, Queens</b>	N	N	N	N	N	N	N	N	N	N	N	N
<b>Harlem River Yard Truck to Rail TS, Bronx</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>East 132<sup>nd</sup> Street Transfer Station, Bronx</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>485 Scott Avenue, Brooklyn</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>72 Scott Avenue-598 Scholes Street, Brooklyn</b>	N	N	N	N	N	N	N	N	N	N/A	N	N
<b>30-58 Review Avenue, Queens</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>Essex County RRF, New Jersey</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>Staten Island Transfer Station, Staten Island</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>52<sup>nd</sup> Street Barge Staging Area, Brooklyn</b>	N	N	N	N	N	N	N	N	N	N	N	N
<b>Harlem River Yard Barge to Rail TS, Bronx</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>Oak Point Rail Yard, Bronx</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>65<sup>th</sup> Street Intermodal Yard, Brooklyn</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>Maspeth Rail Yard, Queens</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>30<sup>th</sup> Street Pier at the SBMT, Brooklyn</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N	N/A	N	N/A	N/A
<b>Gansevoort Recyclables Acceptance Facility,</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>85 Edgewater Road, Bronx</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>Long Island City, 30-27 Greenpoint Avenue, Queens</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

**Notes:**

- N indicates no adverse impact.
- MI indicates a significant mitigated environmental impact.
- N/A indicates not analyzed.

## 5.0 PUBLIC REVIEW PROCESS –CEQR AND SEQRA

Adoption and approval of the New SWMP will provide the basis on which the facilities selected for development by the City could receive permits. The City's commitment of resources to develop and operate the facilities would be predicated upon the findings presented in the Final Environmental Impact Statement (FEIS) that, consistent with social, economic, and other essential considerations of City and state policy, from among the reasonable Alternatives, the Proposed Action is one that minimizes or avoids significant adverse environmental effects to the maximum extent practicable, and that adverse effects would be minimized or avoided by incorporating identified mitigative measures, as practicable (2001 CEQR Technical Manual: pages 1 through 11; Section 270, Agency Findings).

Pursuant to CEQR/SEQRA rules and procedures, the DSNY is designated as lead agency. Involved agencies with discretionary approval of the New SWMP are the City Council and the New York State Department of Environmental Conservation (NYSDEC). Agencies interested in the Long Term Export Program elements of the Proposed Action and assessments of facilities and services related to that program that are included in this DEIS are listed below.

### *Federal Agencies*

- United States Army Corps of Engineers (USACE)
- United States Environmental Protection Agency (USEPA), Region 2

### *New York State Agencies*

- Department of State
- Office of Parks, Recreation and Historic Preservation (OPRHP)
- Office of General Services (OGS)

### *New York City Agencies*

- City Office of Environmental Coordination (OEC)
- Department of Environmental Protection (NYCDEP)
- Department of Transportation (NYCDOT)

- City Planning Commission
- New York City Economic Development Corporation (NYCEDC)
- Landmarks Preservation Commission (LPC)
- Department of Health (NYCDOH)
- Department of Parks and Recreation (NYCDPR)

The purpose of this DEIS is to provide decision-makers with an understanding of the potential environmental consequences of the Proposed Action so that they may make an informed decision about the actions they are asked to undertake. In addition, this DEIS provides the basis to make reasoned comparisons of the Alternatives to the Proposed Action.

A series of Public Scoping Meetings were held between June 15 and July 1, 2004 to solicit comments and concerns from the public and regulatory agencies regarding the proposed approach to evaluation of the Proposed Action (see Chapter 1, Section 1.8, Public Outreach Process/Environmental Justice, for a description of the public participation and outreach program). In addition to comments received at the Scoping Meetings, written comments were accepted until July 11, 2004. The Final Scoping Document was revised to address the public comments received.

As part of the Environmental Impact Statement (EIS) process, an FEIS will be prepared after public comment on this DEIS.

A public hearing to provide an opportunity for the public to comment on the DEIS will be held no sooner than 30 days after the distribution of the DEIS. The DEIS is available at DSNY's website: [www.nyc.gov/sanitation](http://www.nyc.gov/sanitation). Copies of the DEIS can be viewed at the Public Repositories listed in Table 1.6-1 of Chapter 1. Compact disks of the DEIS can be obtained by sending a mail or fax request to Assistant Commissioner, Harry Szarpanski P.E., DSNY Bureau of Long Term Export, 44 Beaver Street, New York, New York 10004, fax number (212) 269-0788.

Following the close of the DEIS comment period, all comments received at the public hearing and in writing will be reviewed and addressed in the FEIS. The FEIS will include necessary revisions, additions and clarifications to the document, as well as categorized responses to comments received. Issuance of the FEIS is required for City Council adoption of the Final New

SWMP. The FEIS findings will be used to support all other public actions and approvals inclusive of anticipated potential permit actions. These potential actions are listed in Chapter 1, Section 1.7 of the DEIS. Additionally, Chapter 2, Section 2.5 provides a table listing the possible applicability of permit requirements to specific sites.

## **6.0 OVERVIEW OF DEIS CHAPTERS**

Chapter 1, Proposed Action, describes the purpose and need, defines the Proposed Action, and identifies the Alternatives considered and the involved and interested public agencies.

Chapter 2, Description of Facility Sites, provides, in Sections 2.2 through 2.4, a description of the important characteristics of each of the 17 Proposed Action sites at which potential export facilities were considered, and describes the 14 Alternative sites for which detailed environmental reviews, as applicable, were conducted. Section 2.5 provides a summary of potentially applicable permits for these sites.

Chapter 3, Overview of Study Methodologies for Site-Specific Analyses, describes, in Sections 3.2 through 3.19, the analytical methods that were applied, consistent with CEQR/SEQRA requirements, to evaluate the potential environmental impacts of the Proposed Action and Alternatives. CEQR/SEQRA requirements were refined in a process of consultation with interested agencies and applied consistently to all site/facility options.

Chapter 3 describes the methodologies used to conduct environmental reviews in the categories:

- Definition of Study Areas
- Analysis Years and Baseline Conditions
- Land Use, Zoning, and Public Policy
- Socioeconomic Conditions
- Community Facilities and Services
- Open Space
- Cultural Resources
- Urban Design, Visual Resources, and Shadows
- Neighborhood Character
- Natural Resources
- Hazardous Materials
- Water Quality
- Waterfront Revitalization Program
- Infrastructure, Solid Waste and Sanitation Services, and Energy
- Traffic, Parking, Transit, and Pedestrians



- Air Quality
- Odor; and
- Noise

Chapters 4 through 31 report the results of the impact analyses in the above-listed categories for each Proposed Action and Alternative.

Chapters 32 through 39 discuss the following:

- Chapter 32, Construction Impacts
- Chapter 33, Public Health Evaluation
- Chapter 34, Evaluation of the Proposed Action
- Chapter 35, Unavoidable and Adverse Impacts
- Chapter 36, Irreversible and Irretrievable Commitment of Resources
- Chapter 37, Growth-Inducing Aspects of the Proposed Action
- Chapter 38, References/Bibliography
- Chapter 39, List of Preparers

Appendices included in Volume III of this DEIS include:

- Appendix A – Agency and Utility Correspondence
- Appendix B – Demographic and Socioeconomic Data
- Appendix C – Essential Fish Habitat Assessment of Eight MTS Sites
- Appendix D – Commercial Waste to the MTS Summary Report
- Appendix E – Off-Site Noise Analysis TNM Results
- Appendix F – Phase II Site Investigation Reports