

SHERIDAN

SANITATION

A GUIDE TO
COMMUNITY BOARD
PARTICIPATION
IN PLANNING
THE DELIVERY OF
CITY SERVICES



THE CITY OF NEW YORK

Edward I. Koch, Mayor

SANITATION

**A GUIDE TO COMMUNITY BOARD
PARTICIPATION IN PLANNING
THE DELIVERY OF CITY SERVICES**

**THE DEPARTMENT OF SANITATION
CITY OF NEW YORK**

Norman Steisel, Commissioner



Prepared by

**The Nova Institute
853 Broadway
New York, New York 10003**

October 1979

© The Department of Sanitation
City of New York

Management and Budget of New York City. Mr. Grossman is Nova's President; he is a former Director of the Budget for New York City.

Julia Johnson provided editorial assistance and designed and prepared layouts. Sally Lindsay drew the illustrations.

The GUIDE was financed by grants to Nova from the Morgan Guaranty Trust Company, the Exxon Corporation, the Fund for the City of New York and the New York City Department of Sanitation. Nova's continuing work with Community Boards, which contributed to the origins of the GUIDE, has been financed by grants from the Robert Sterling Clark Foundation, the New York Community Trust and the Rockefeller Brothers Fund.

Pioneering work done by Community Board 14-Brooklyn in planning changes in its district was a major factor in developing ideas for the GUIDE. The Community Board's work was directed by Ginny Gliedman, Alvin Berk and Marjorie Nathanson. Jon Benguiat, the former District Manager, and Terry Rodie, the Assistant District Manager, provided valuable staff support.

Additional ideas for sanitation service improvements contained in the GUIDE were offered by Sanitation District Superintendents and Community Board District Managers. Members and District Managers from a number of Community Boards assisted in the review of materials in the GUIDE as did staff of the Department of Sanitation and the Mayor's Community Board Assistance Unit.

ACKNOWLEDGEMENTS

This GUIDE was prepared for the Department of Sanitation by The Nova Institute, a not-for-profit organization that works with public agencies and citizen groups to improve municipal service delivery.

Bruce W. Gombos wrote the GUIDE under the editorial supervision of David A. Grossman. Mr. Gombos, Principal Analyst on Nova's staff, formerly worked as a District Manager in several Brooklyn communities and as a management analyst with the Office of

CONTENTS

OBJECTIVES	7		
1. CHANGING THE SANITATION SERVICES FRAMEWORK	9		
Charter Changes	11		
The Timetable	12		
		2. WHAT CAN YOU DO IN YOUR SANITATION DISTRICT?	19
		Pilot Project in Community Board 14-Brooklyn	20
		Questions about the Plan	25
		3. CARRYING OUT A SERVICE CHANGE	29
		Sanitation Department Steps	31
		Community Board Participation	39
		Developing a Service Plan	43
		The Approval and Implementation Process	55
		4. HOW THE DEPARTMENT OF SANITATION WORKS	61
		The Department of Sanitation	62
		Refuse Collection	65
		Street Cleaning	69
		Special Cleaning Operations	70
		Snow and Ice Removal	72
		Enforcement	72
		Waste Disposal	74
		5. APPENDIX	79
		A Brief History of Community Boards	80
		The Role of the District Manager	83
		Community Board 14-Brooklyn	
		Maps and Details	85
		Scorecard and Other Management Indicators	93
		Glossary of Technical Terms	99



THE CITY OF NEW YORK
OFFICE OF THE MAYOR
NEW YORK, N.Y. 10007

To Community Boards and The Department of Sanitation:

There is no higher challenge facing New York than creating a cleaner city.

As all New Yorkers know, we're going to have to meet this challenge without the luxury of all the resources we'd like to assign to the task. This means that a hard-pressed Sanitation work force must apply both mind and muscle. And it also means that every New Yorker must play a part in helping the Department of Sanitation meet its number one objective.

Community Boards have a special role to play. They're responsible, under the City Charter, for monitoring the quality of city service delivery and helping city officials assign scarce resources of personnel and equipment where they'll do the most good.

I know that Sanitation Commissioner Norman Steisel and many men and women of his Department are doing their best in the face of very tough pressures. I am delighted that, in the face of the extreme demands placed on them, they're prepared to invite the Community Boards to work with them to improve sanitation services.

This GUIDE spells out how local Sanitation Superintendents and Community Boards can work together for a cleaner city. I know that we can count on both groups to take up this challenge. I assure you that you can count on my full support as you take on this new task.

Sincerely,

A handwritten signature in dark ink that reads 'Edward I. Koch'.

Edward I. Koch
M A Y O R

The City of New York Department of Sanitation



125 Worth Street
New York, N.Y. 10013
Norman Steisel
Commissioner

To the Members of the Community Boards:

This GUIDE expresses the official policy of the Department of Sanitation. It's an invitation to the citizens of the city to work through their Community Boards to help us clean the city in the most responsive and effective manner.

This Department intends to meet its obligations under the 1975 amendments of the City Charter to the greatest possible degree. This means that while we intend to fulfill all of our responsibilities to clean the city and dispose of its refuse in the most sanitary manner possible, we're also prepared to respond flexibly and imaginatively to local community concerns.

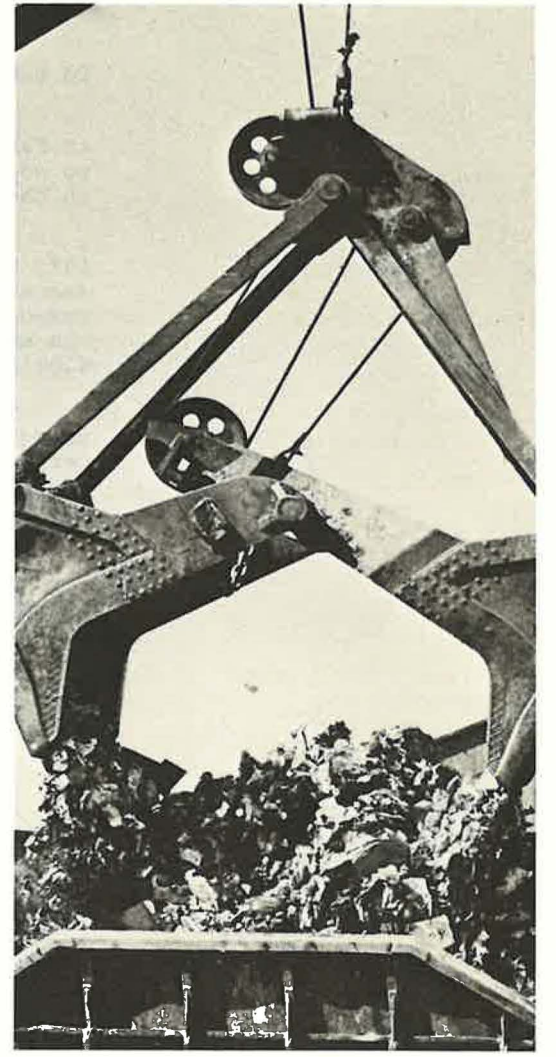
The GUIDE describes how the Department works and how we're changing to do a better job. It also describes what we're prepared to do in cooperation with individual Community Boards to adapt our limited resources of manpower, equipment and facilities to the particular concerns and needs of each community in the City.

We can do this only by whole-hearted cooperation and understanding between the Community Boards and the Department's District and Borough Superintendents and their staffs. On behalf of the Department of Sanitation, I pledge our readiness to cooperate with the Community Boards in a mutual effort.

Sincerely,

A handwritten signature in cursive script, appearing to read "Norman Steisel".

Norman Steisel
Commissioner



OBJECTIVES

The purpose of this GUIDE is to help Community Boards participate in planning with the Department of Sanitation to improve sanitation service.

At the outset, Community Board members must realize that this effort is being undertaken at a time of great fiscal difficulties. To help close the City's projected budget gap, the Department of Sanitation is scheduled to lose 485 sanitationmen during the current fiscal year (by June 30, 1980). Since no new resources can be given to any district, service improvement must be achieved by better use of the available manpower and equipment. To help reach this goal, the Sanitation Department is asking Community Board members and Sanitation District Superintendents to generate comprehensive plans for the provision of sanitation services for their area.

The Role of the GUIDE

This GUIDE tries to help Community Board members understand how to prepare a sanitation service improvement plan.

Long range service planning isn't easy. The development of a good service plan requires accurate projections of needs, which must be matched to existing resources. Furthermore, services must be planned so that all resources are used efficiently and effectively.

The GUIDE tries to provide helpful hints on how a service plan can be developed. A prototype service plan developed by one Community Board is explained. Steps required for both Community Board and District Superintendent participation are laid out, and key dates for accomplishing various steps are given. In addition, various community-related functions performed by the Department are described, and terms commonly used by sanitationmen are defined so that Board members will better understand Sanitation operations.

Organization of the GUIDE

The GUIDE is organized into five major parts:

- * Part One explains City Charter changes which encourage local involvement in service planning and provides a summary timetable for the complete process.

- * Part Two describes the sanitation problems facing one community district and how that Community Board and Sanitation Superintendent developed proposals to improve local services.
- * Part Three explains preparations the Department of Sanitation has made for this project and suggests sources of information and techniques for effective Community Board participation. This part also suggests how to develop a service plan and describes the approval and implementation process.
- * Part Four describes the most important community services performed by the Department of Sanitation: refuse collection, street cleaning and snow and ice removal. It explains how each service is organized and carried out.
- * The Appendix provides background information on the roles of Community Boards and District Managers (because this GUIDE will be used by the Department of Sanitation as well as the Boards). It also includes other technical information such as a glossary of terms which are frequently used by the Department of Sanitation and a mini-lesson on Project Scorecard.

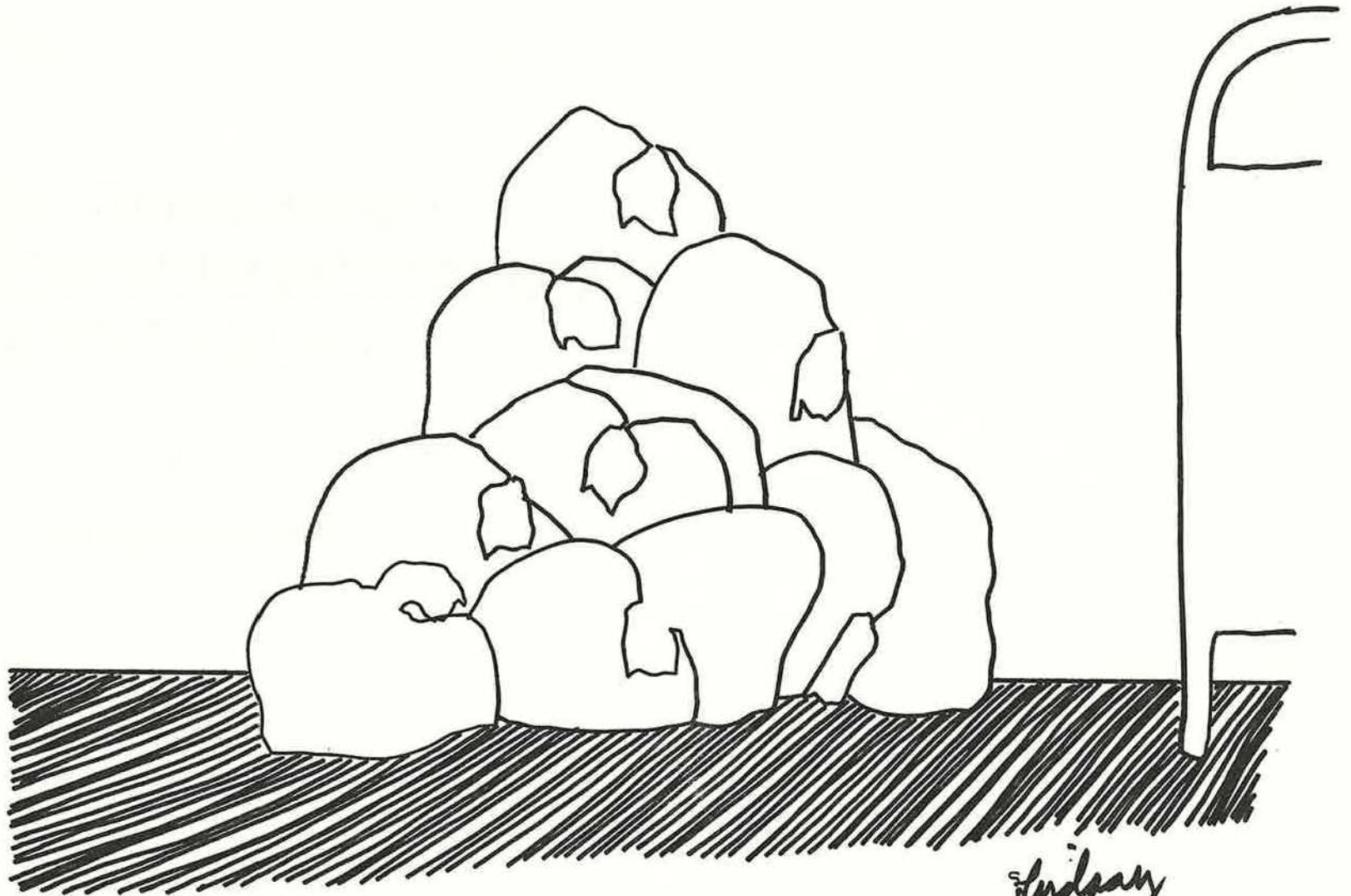
Wherever possible, we've tried to provide illustrative examples and graphic representations.

1

CHANGING THE SANITATION SERVICES FRAMEWORK

CHARTER CHANGES 11

THE TIMETABLE 12



Lindsay

district, have already occurred. Other changes, such as coterminality and command decentralization, will be taking place over the next twelve months.

The Department of Sanitation sees these required changes as an opportunity to improve local service delivery.

Described below are some of the major changes in the New York City Charter which will affect the way sanitation services are delivered. These changes helped form the Department's plan to improve sanitation services.

Coterminality

Community-serving agencies such as the Department of Sanitation must re-align their local service districts so that they have the same boundaries as the 59 community districts of the city. By approximately January 1, 1980, when the requirement for coterminality goes into effect, there will be one sanitation district for each of the 59 community districts. The sanitation district for your area will be identified by the same designation as your community district. In other words, if you live in the Flushing section of Queens, both your community district and your sanitation district will be known as "Queens-7."

Command Decentralization

By January 1, 1980 each city agency must delegate major responsibility for its local service system to its district service chief.

CHARTER CHANGES

In 1975, the voters of New York City approved amendments to the City Charter which strengthened local involvement in the services delivered to their communities. These Charter changes sought to make government more open and responsive to neighborhood concerns. Some changes, such as the formation of District Service Cabinets in every community

This change is known as command or managerial decentralization. In the Department of Sanitation it is the District Superintendent of the local sanitation district who will have increased powers and responsibilities. A description of the revised powers of the District Superintendent is included in Part Three of this GUIDE.

The District Service Cabinet

Each district service chief must participate in a District Service Cabinet, chaired by the District Manager, an employee of the appointed Community Board. The District Superintendent will be the representative of the Department of Sanitation on the Cabinet. The Cabinet also includes the local Police Precinct Commander, Parks Supervisor and other local officials. They meet once a month to coordinate and improve service delivery within the district.

New Roles for Community Boards

Community Boards have been assigned important new roles in consultation on local service delivery. Community Boards monitor the services provided by agencies within the district and assist agencies in the preparation of service plans for the district. Community Boards already play a key consulting role in preparing the city's budgets. In addition, by January 1981, the City will provide Community Boards with geographic-based data on the operating and capital budgets for each agency.

THE TIMETABLE

Developing a comprehensive plan to improve sanitation services is a long and complex process. The following timetable is designed to help you understand the process and to provide you with a framework for the development of your own plan.

NOVEMBER

1 The Mayor and Sanitation Commissioner will meet with Community Board Chairpersons to explain Community Board participation in the project to improve sanitation services.

3 Community Board organizes for project and designates a manager to coordinate its activities. (See pages 39 to 42 of this GUIDE.)

10

12 Project manager convenes a meeting of representatives of civic and religious groups, elected officials, concerned residents and Board committee members interested in sanitation services. Working sub-committees should be formed. (See pages 40 to 42.)

30

DECEMBER

1 Sub-committees determine which operations reports, maps and schedules are needed. Project manager should request this information from the Department of Sanitation. (See pages 44 and 45.)

10

11 Sub-committees determine current planned level of services. (See pages 44, 45 and 48.)

31

JANUARY

2 Sub-committees develop a list of policy questions to consider as they determine adequacy of sanitation services. (See pages 49 to 51.)

15

17 Sub-committees assess the actual level of services provided. (See pages 48 and 49.) Sub-committees ride through the district to "measure dirt." Service needs are determined. (See page 51.)

FEBRUARY

20 Assessment of service levels and needs continues.

21 Sub-committees meet with District Superintendent to review service levels and needs and obtain Superintendent's input for draft service plan. (See page 52.)

MARCH

- 10 Sub-committees meet with District Superintendent
- 31 Draft service plan completed by Sanitation project committees by this date. (See pages 52 to 54.)

APRIL

- 14 District Superintendent completes review of draft plan and proposed changes, if any, to project committee. (see page 56.)
- 24 Community Board may modify plans to include revisions by District Superintendent. (See page 56.)

MAY

- 22 Community Board should hold public hearing on plan. (See pages 57 and 58.)
- 29 Full Board approves sanitation service plan. (See page 58.)
- 31 Community Board must submit its proposed final service plan to the Department of Sanitation by this date. (See pages 58 and 59.)

JUNE

- 30 Sanitation Department review team completes analysis of service plans by this date and notifies Community Board of either unconditional acceptance of their plan or acceptance as modified.

JULY

15 The Board and/or the District Superintendent must file any appeals to review team modifications with the Sanitation Commissioner by this date.

Implementation date for unconditionally accepted service plans.

30 Implementation date for plans modified by review team and subsequently not appealed.

AUGUST

15 Commissioner rules on appeals.
(See page 60.)

28 All service plans are operative by this date.



2

WHAT CAN YOU DO IN YOUR SANITATION DISTRICT?

PILOT PROJECT IN COMMUNITY BOARD 14—BROOKLYN	20
QUESTIONS ABOUT THE PLAN	25

PILOT PROJECT IN COMMUNITY BOARD 14- BROOKLYN

In November, 1978, Community Board 14 in Brooklyn (Flatbush-Midwood) proposed a comprehensive set of changes in local services to the Department of Sanitation. The revisions were designed to take into account changes in where people live and where refuse is generated within the community. For each suggested change, the Board provided its reason. Maps showing alternate schedules and routes were also provided. No additional resources were requested. Instead, reduced services in some sections of the community were traded for increased services in other, more densely populated and more heavily littered, sections.

The service delivery plan was developed with the assistance of local community groups and the Sanitation District and Borough Superintendents. Some of the proposed service shifts are described on the following pages. These examples are largely drawn from the booklet: A Program for the Improved Delivery of Sanitation Services within Brooklyn Community District 14 by Community Board 14-Brooklyn, November, 1978. (Maps and details of the Community Board 14 project are contained in the Appendix.)

This detailed description of the Community Board 14 plan is for illustrative purposes only. It is intended to give other Community Boards an idea of the range and type of revisions requested by one Board and an understanding of the problems which led to these recommendations. While your plan may include some of the same recommendations, it will also contain many different ones. Don't feel constrained. Each plan should reflect the unique needs of the community which proposes it.

Equalization of Refuse Collection

Housing type and population density vary greatly among the many neighborhoods that make up the Flatbush-Midwood community. Housing ranges from single-family detached homes to high-rise apartment buildings. Population density varies accordingly. Blocks containing apartment buildings may have eight times as many people as those with detached dwellings.

Areas with high population density generate more refuse and dirt per block because more people live in them. Consequently, these areas need more frequent collections. Community Board 14 suggested a shift in collection frequency to increase pickups from two to three times a week in several high-density locations. In other sections -- primarily single-family-home areas -- collections were proposed to be reduced from three times a week to two. The total number of collection routes for the district remained the same, but the revised service schedule should result in fairer and more effective service.

Priorities for Refuse Collection

Community Board 14 felt that collections at public schools should be a priority concern. The amount of refuse generated by each school has grown with the introduction of morning breakfast programs in addition to already existing school lunch programs. Schools have other special problems -- such as vandalism and the danger of fires -- which make it difficult for them to store refuse between collections.

The Board recommended changes in both the timing and frequency of collections. A minimum of three collections a week was requested for all public schools. Those schools located within a two day per week zone were to receive an additional Saturday collection. The Board suggested that school collections take place after the lunch program but prior to late evening when vandalism and arson are most likely to occur.

To alleviate these problems, Community Board 14 sought to increase the regularity of refuse collections so that people would know when they had to get their garbage to the curb. The Board recommended that collections begin at 7 AM of the scheduled collection day and continue through that day. In other words, collections scheduled for Tuesday would not occur on Monday evening or on Tuesday morning before 7 AM.

Scheduling of Refuse Collection

There is a growing Orthodox Jewish community within Community District 14. Currently, much of this community is scheduled for Friday and Saturday collections. This conflicts with religious observances which require placing refuse out before the Sabbath -- earlier than is required -- and forbids removal of emptied trash barrels from the curb until after sundown on Saturday night.

Community Board 14 suggested that refuse collections be done on Monday and Thursday for the area in which the Orthodox Jewish community resides, thus eliminating a source of community conflict.

Bulk Pickup

Bulk items such as chairs and television sets have been collected on the second pickup day of each week by a collection truck. While this truck could handle many large items, it could not dispose of very bulky objects such as sofas and refrigerators.

Predictability of Refuse Collection

In Flatbush-Midwood, the time and day of refuse collections were subject to wide variations. A scheduled Wednesday pickup might occur on Tuesday night. Confused residents tried to "out-guess" the collection schedule by placing their trash out for pickup a full day ahead of schedule. This created the visual impression that refuse was never collected. It also led to dirtier streets since the longer refuse sits out on the street, the greater the chance that it will become scattered about by vandals, stray animals or stormy weather.



The Board recommended that a cut-down truck rather than a collection truck be used for bulk pickup. A once-a-week schedule for each area in the district was suggested.

Equalization of Street Sweeping

Many residential areas of Community Board 14 have been scheduled for two sweeps each week on each side of the street although they do not require such frequent attention. Population density in these sections is low and

many of the residents personally maintain the area near their homes. However, street sweeping on the commercial streets has been inadequate. The growth of fast food stores and contemporary merchandise packaging, with its emphasis on disposable items, has increased the litter in these areas. More importantly, the drastic reduction in recent years of usable sweeping equipment has meant that the remaining operable brooms cannot sweep all the streets scheduled to be done.

Community Board 14 proposed a reduction from two to one sweep per week on each side of the street in low density residential areas. Street-sweep frequency on commercial streets would be kept at three times a week per side. It is hoped that this service change will increase the likelihood that commercial streets will be swept daily and that residential streets will be swept on schedule.

Scheduling of Street Sweeping

Most commercial streets have been scheduled for sweeping between 8 AM and 9 AM. Mechanical broom operators are required to finish sweeping commercial areas before going on to residential streets scheduled to be swept from 8 AM to 11 AM. Alternately, a broom could begin sweeping a residential area at 8 AM and skip the commercial streets scheduled for that time. As a result, residential and commercial street sweep schedules were often in conflict. Furthermore, access to commercial street curbs by mechanical brooms was often blocked by trucks unloading merchandise between 8 AM and 9 AM.

To resolve these problems, Community Board 14 urged nighttime sweeps on major commercial streets. This should enable more sweep routes to be completed as scheduled. The limited number of working mechanical brooms will not be taken from commercial areas to sweep residential streets and residential sweeping won't be reduced so that commercial streets can be cleaned. In addition, access to the curbs will be easier because trucks do not deliver merchandise to stores during the night.

QUESTIONS ABOUT THE PLAN

After reviewing the highlights of the plan developed by Community Board 14 in Brooklyn, you may have some questions about what was done and why. To help the Flatbush-Midwood community prepare for a public hearing on the plan, the Board provided the following set of questions and answers to better explain their actions.

- Q. How did the Task Force decide who gets what?
- A. Simple! We went out and measured the dirt. The members of the Sanitation Task Force actually looked at every street in the District. They noted which blocks were the dirtiest and which were the cleanest, and they took into account how many people live where. Blocks with many apartment houses were found generally to need extra collections, while private-house areas usually needed less attention. Some streets, such as Ocean Avenue, really weren't too dirty, but what dirt is there is very visible because so many people drive along it every day. We want our image to be a good one, so we tried to give extra cleaning to our most public streets.

Q. My block has an apartment house on the corner that really puts out a lot of garbage, but according to the maps, we're going to get only two pickups per week. Can't we get an extra one for the apartment house?

A. Generally speaking, Sanitation Department schedules have to be based on whole blocks, so there's no practical way to give part of a block two collections and the rest three. But we'll look into that situation for you, and if it can be done and you need it, you'll get it.

Q. My street currently gets swept twice a week on each side -- well, it's supposed to be anyway. Why is it being scheduled for less service now?

A. Although your street is scheduled for sweeping twice a week on each side, it actually receives about one sweep per side per week. This is because the Sanitation Department doesn't have enough manpower, a situation that probably won't improve in the near future. Most areas of District 14 get only about 56% to 57% of the scheduled sweeps; nevertheless, we residents must move our cars from side to side every day whether or not the mechanical brooms arrive. We want alternate side parking regulations to reflect the actual number of sweeps we get, not some theoretical number that never is completed.

Q. Very often I have to park my car overnight on a major commercial street near my home. How will the nighttime sweep affect me?

A. Nighttime sweep of commercial streets will be done on an alternate side basis, so that one side of each street is always available to local residents for overnight parking. You'll have room to park!

Q. Look, sanitation services on my block are just fine now. How come you want to change everything?

A. What we're trying to do is deliver the best possible service to the largest



number of people in District 14. The whole thing is like a jigsaw puzzle... each part interlocks with the others. The same mechanical broom that sweeps your block in the morning has to sweep another street in the afternoon. And the same broom does two other neighborhoods on the days it isn't sweeping yours. All this means that if we had to make a change to improve service elsewhere we might have had to change your service too...even though you didn't complain about it.

- Q. As far as I can tell, there's really not any great increase in total services under the new plan. Why are we bothering?
- A. You're basically right. Total service delivery as shown on the accompanying maps (see the Appendix) is not much greater than what we are now scheduled to receive. But the plan offers major advantages. It's realistic. We checked it out with the Sanitation Department. It's based on equipment we actually have. It puts service where it's needed. Remember those missed and random collections? They shouldn't happen because we have enough men and machines to meet the new schedule. Also, we gain flexibility: we can maintain our sweep dumps, attack our leaves and service our public schools properly. At present, if we try to do any of these special details, somebody, maybe you, has to lose service for a while.

Q. What advantages does the new plan have for me?

A. Besides better overall service, the thing that will please you the most will be the regularity of service. You'll know when you have to get your garbage to the curb and when you must move your car, and you will be able to depend on the arrival of the collection truck and the mechanical broom. Of course, if the Department doesn't deliver the service, you'll know, and we'll get an explanation. Right now, schedules are so mixed up that you can't really tell whether you're getting less service than you did last week or not.

Q. What happens if this plan doesn't work?

A. We'll go to work again and make changes. The Sanitation Task Force will periodically review service delivery and revise schedules according to your needs. The Community Board office keeps a record of service delivery complaints so we can monitor the situation; and don't forget, we're neighbors and we talk to one another. The Task Force doesn't think we'll suffer even the smallest decline in services without somebody knowing about it and spreading the word.

Q. If I don't like something in the plan as it is being presented now, how can I get it changed?

A. First, call the Community Board office and let them know your thoughts. Someone from the Task Force will get back to you to discuss your point. If you don't get satisfaction, you may speak at the public hearing that Board 14 plans to hold. The final plan will not be submitted until everyone has had a chance to comment. The whole point is to satisfy the needs of our community.

3

CARRYING OUT A SERVICE CHANGE

SANITATION DEPARTMENT STEPS	31
COMMUNITY BOARD PARTICIPATION	39
DEVELOPING A SERVICE PLAN	43
THE APPROVAL AND IMPLEMENTATION PROCESS	55



Recognizing this need for a firm commitment of resources, the Sanitation Department is establishing a "minimum manning" level for each district. This is a minimum level of personnel and equipment each District Superintendent has available to complete the sanitation services required in his district. This allotment of personnel and machines can be reassigned within the sanitation district as the Community Board and District Superintendent develop a service plan for the area.

How Are Minimum Manning Figures Developed?

Minimum manning levels are determined by a district's workload. Each activity which must be done on a daily basis such as refuse collection, street sweeping and support services is identified. For each of these activities, the appropriate number of men and machines is calculated. Whether a district receives 100 or 140 men (and the corresponding vehicles) to handle these activities depends on how much work needs to be done.

Assigned alternate side parking curb-miles is the basic measure for the number of mechanized sweepers required. Tonnage and the density of refuse generated within an area is the basic measure for the assignment of collection trucks.

Let's look at how the amount of refuse generated in an area is translated into manpower and equipment.

In areas with light refuse generation (for example, a residential neighborhood in east-

SANITATION DEPARTMENT STEPS

Since the fiscal crisis began in 1975, the Department of Sanitation has frequently had to shift men and machines from one district to another on a daily basis in order to make ends meet. This frequent and constant detachment of resources deprived the District Superintendent of any real sense of responsibility for his district and reduced his incentive to work quickly and efficiently. Too often, good performance only meant that men and machines would be transferred to another district.

The resources assigned to a sanitation district set the limits for the services that can be provided. To develop a sanitation service plan, a Community Board and a District Superintendent must know in advance the number of men and machines consistently available to handle the workload.

ern Queens), one truck can collect between eight and ten tons of refuse on a shift. In areas of moderate density (for example, brownstone areas in Brooklyn), trucks average between nine and eleven tons. In areas of high-rise buildings where a lot of refuse is generated in a small space (for example, Manhattan's Upper East Side) trucks are expected to collect between ten and thirteen tons per shift. Once the amount of refuse generated in each area is known, the number of trucks that should be assigned to each district can be determined by dividing the average tonnage per truck per shift into the total tonnage to be collected. The number of men assigned is then determined by truck crew size. Currently, a three-man crew is the standard. The charts below show some figures for each type of area.

Light Area:	Tonnage	216
	Tons per shift	9
	Number of trucks ($216 \div 9$)	24
	Number of men (24×3)	72
Moderate Area:	Tonnage	200
	Tons per shift	10
	Number of trucks ($200 \div 10$)	20
	Number of men (20×3)	60
Heavy Area:	Tonnage	228
	Tons per shift	12
	Number of trucks ($228 \div 12$)	19
	Number of men (19×3)	57

Notice that a light area of refuse generation may require more trucks than a heavy area even if there's less tonnage to pick up. This is

because it takes longer to collect the same amount of refuse in a light area than in a heavy area since a greater number of curb miles must be covered, resulting in additional stops, starts and turns.

Once the minimum number of men is determined, a factor is added to account for the men who will be absent from duty because of a scheduled day off, vacation, injury, illness or other reasons. To that total is added the number of men present, but unable to perform regular duty. This total represents the ideal manning requirement for a sanitation district.

The following example shows how a minimum and/or ideal manning figure for one typical district would be calculated.

<u>Activity</u>	<u>Men Needed</u>
Regular refuse collection	60
E-Z Pack container collection	3
Garage support services	7
Mechanical brooms	6
Cleaning broom transfer points	2
Flushers	2
Administrative staff	4
Total manpower required for district	84
Multiplied by average absence factor of 1.5 (84×1.5)	126
Plus limited duty personnel (4 men)	130

Thus, the minimum manning requirement for this district is 84 men. If more than the

Command Decentralization

The Sanitation Department -- as well as many other city agencies -- will grant local service chiefs greater authority in the scheduling, allocation and assignment of personnel and equipment as a result of the 1975 amendments to the City Charter. This increase in authority for local managers is known as command decentralization. The Department of Sanitation believes that command decentralization, along with this effort to encourage local input in sanitation service plans, offers some very real opportunities to improve management and service delivery.

Below is a description of some of the changes that are taking place in standard Sanitation Department procedures. These changes are intended to increase significantly the authority of District Superintendents and to give them the flexibility to respond quickly to daily situations. Remember, all actions taken by a District Superintendent must be consistent with Department-wide policy and the City's contract with the unions that represent the Department's employees.

84 men necessary to handle all regularly assigned tasks are available on a given day, the Superintendent can assign the extra men to handle special service needs. If fewer than the required number of men (or the equivalent man hours) is available, the Superintendent can borrow some from the Departmental manpower reserve. If the reserve can't help, the Superintendent must determine which operations are the least important and cut back on them.

Resource Allocation. Districts will be assigned a minimum level of resources for district allocation that will only be reduced by the Department under special conditions (such as seasonal demand fluctuations, strikes or severe equipment and personnel shortages). The District Superintendent will have complete authority to deploy this manpower and equipment within his district. The Superintendent can revise work charts. A Departmental manpower and equipment reserve will be established sufficient to meet most emergency shortages. This reserve will be administered by the Director of Operations and the Borough Superintendents. (Note: all boroughs except Staten Island have more than one borough command area.)

Collection. The District Superintendent is responsible for administering collection operations. The Department will make every effort to complete all collections on the assigned day. As new sanitation plans reflecting current needs and resource levels

are developed, adherence to an agreed-upon schedule will be possible more often. The District Superintendent will be responsible for determining which areas within each district will receive service during days or at night, if necessary. When collections resume after a snowstorm or other emergencies, the District Superintendent will determine collection priorities.

Street Cleaning. The District Superintendent administers all mechanical and manual sweeping operations. For sanitation districts with mechanical sweepers housed in a broom depot, as well as districts with brooms in their own garages, the District Superintendent will determine which sweeper routes to cover when shortages of manpower and/or equipment occur.

Special Services. For special services such as block party clean-ups in which the required manpower and equipment is provided by the sanitation district, the District Superintendent

will determine whether the service should be provided. His decision will be heavily influenced by the availability of resources. The need to maintain flexibility for special services should be kept in mind as service plans are developed. When a scarce additional resource such as the Auxiliary Field Force is required for the special service (to clean a large vacant lot, for example) the availability of the manpower and the priority of the project is determined by the Borough Superintendent.

Meetings with Community Groups. District Superintendents can attend community meetings at their own discretion. The only meeting that a District Superintendent is required to attend is the monthly District Service Cabinet.

Sanitation Police. The Sanitation Police Division has been decentralized, and one Sanitation patrolman is now assigned to each district under the supervision of the Dis-

district Superintendent. The patrolman issues summonses for violations of the Health and Administrative Codes and for parking violations to vehicles which hamper mechanical broom cleaning operations. If additional Sanitation patrolmen are needed to correct a problem, the District Superintendent can request the assistance of the centrally controlled Sanitation Police strike force.

Snow Plowing and Salting. District Superintendents will continue to obtain weather forecast information from borough and central office managers. District Superintendents will determine when to begin salting and/or plowing operations within their districts.

Mechanics. Mechanics in the district garage are supervised by mechanic foremen from the Bureau of Motor Equipment. Mechanics will continue to respond to requests and priorities set by both the district garage foreman and the District Superintendent.



Collection Route Redesign

Existing refuse collection routes were not designed with coterminality in mind. As a result, they frequently crisscross the new coterminous district boundaries. If current routes were merely cut at community district lines and patched together with parts of other routes within district boundaries, the workload would not be balanced between routes and driving time would not be minimized. This would lead to a decrease in service.

To avoid this problem, the Department of Sanitation has hired a consulting firm, Eco-Data, to engineer efficient new refuse collection routes for each coterminous sanitation district. Eco-Data will produce a set of four maps for each district:

- * District map with sections and collection schedules.
- * District tonnage map.
- * District transportation map.
- * Section route maps.

The Eco-Data work products will provide useful planning data. The tonnage maps will indicate the amount of refuse collected from each block on a typical off-peak day. The transportation maps will indicate traffic direction on each block, prohibited turns, "step streets" and other important information about the streets the trucks will drive through. The district and section maps will

show which streets each truck is scheduled to cover while collecting refuse on an assigned day.

The Eco-Data project is being conducted on a district-by-district basis, one borough at a time. Its city-wide completion is scheduled for May, 1980. Because of this time schedule, some Community Boards will have prepared their service plans before Eco-Data's recommendation of new collection routes for their district. This will enable the Board's suggested collection frequency and scheduling changes to be incorporated into the route design process. In other communities, coterminous collection routes will have been proposed by Eco-Data prior to the Board's completion of a service plan. These Boards will be able to use the recommended routes as a resource in their evaluation of the appropriateness of sanitation services. Eco-Data's proposed collection routes will not eliminate the possibility of further changes in refuse collection schedules; the new routes are being designed so that changes can be accommodated. Each District Superintendent will receive a Users Manual for Refuse Collection which includes a "how-to" section on adjusting routes.

Management Training for District Superintendents

With additional managerial powers, District Superintendents need additional management skills. A major feature in the improvement of sanitation services is expanded training in managerial skills. The Department is providing this training to all its district-level

managers. The training program is being coordinated and staffed by the Urban Academy for Management.

The training effort began in May, 1979. It will help District Superintendents handle their increased managerial functions in service delivery, budget planning and preparation, resource allocation and community relations. Twenty-seven two-hour sessions will be provided for each District Superintendent. Core areas for training include:

Resource Allocation. Training will be directed toward analyzing workloads and projecting manpower and equipment needs. The objective is to help District Superintendents use available resources more efficiently.

Budget Analysis. This training unit will help District Superintendents participate more effectively in the district consultation phase of the budget preparation process. It will explain the basic elements of New York City's expense and capital budgets and review the actual procedures and documents used by the Sanitation Department.

Time Management. This unit will teach local managers how to budget their time better. The concept of time as a scarce management resource will be stressed.

Effective Supervision. Training will identify different managerial styles and demonstrate when and how each style can be used. Supervisory skills such as work planning, scheduling, motivation, evaluation and

follow-up will be reinforced.

Decision-Making. Techniques for identifying and solving problems will be the focus of this training unit.

Communication. This unit will improve communication skills by focusing on public speaking techniques and identifying barriers to effective communication. This will help District Superintendents both within the Department and at District Service Cabinet and Community Board meetings.

In addition to training for District Superintendents, related training sessions will be held for borough and central office managers.

COMMUNITY BOARD PARTICIPATION

Changing the sanitation services delivered within your community district is a difficult and sensitive task. A Community Board must examine the level of services it currently receives, the manpower and equipment available to the District Superintendent and the service needs of each residential, commercial and industrial area within its borders.

Organizing the Board

Most Boards will want to form a project committee to coordinate the Board's involvement. If your Board has functional committees, the committee normally responsible for sanitation is a logical choice to serve as project coordinator. The familiarity that members of this committee have with Department of Sanitation procedures and personnel will prove useful.

Some Boards have neighborhood, rather than functional, committees. These Boards have divided their community district into sub-districts composed of one or more local neighborhoods. Board committees correspond to the neighborhoods with each committee monitoring all city services delivered to its area. If your Board has geographic committees, a project committee composed of representatives from each geographic area should be formed. This will enable the committee to consider service shifts from one sub-district to another.

A third option for your Board is a specially organized project committee. This committee may be the executive committee of the Board or a committee composed of volunteers specifically interested in this project.

Outreach to Community Groups

The improvement of sanitation services in a community district without any additional resources suggests that some men and equipment will be shifted from one area to another,

depending on where they will do the most good. Some areas within your community district may receive a reduction in services so that other areas of great need can receive additional attention. Reducing someone's services -- whether you're the Mayor, the Commissioner or the Community Board -- is not easy. An area scheduled to have its services reduced must feel certain that the decision is based on sound facts and careful study. One way of developing this confidence is to invite community people concerned with sanitation services to participate from the beginning of the service improvement process.

The project committee may want to invite representatives from every elected official, block association, neighborhood association, sanitation council, religious institution, civic group and merchant association to a kick-off meeting. At this meeting, the objectives of the sanitation service improvement project can be explained. Ask the people who come to the meeting whether they would like to join the project committee. Remember: the broader the community involvement in formulating the proposals, the easier it will be to secure wide-spread community acceptance.

Your Board may also want to reach out to groups which can provide technical assistance. Local colleges and institutions such as hospitals may be useful sources of people with backgrounds in areas such as operations research and engineering. These skills will be helpful if your Board develops alternative schedules and routing.

sanitation services. Sub-committees may be formed around particular functions such as refuse collection, sweeping, snow and ice removal and vacant lot cleaning. After the topical sub-committees are decided upon, members should be assigned to them. Each neighborhood or other interest group should be represented on each sub-committee. Individuals with special technical skills should be assigned to sub-committees where these skills will be most useful.

It may be a good idea to designate one Board member as an overall project manager. He or she would be responsible for assigning people to sub-committees and choosing an action-oriented chairperson for each sub-committee. The project manager would be responsible for sitting down with the sub-committee chairperson to create a work plan for each study area. The work plan or "schedule board" will list the activities that need to be accomplished, the person responsible for the action and when it needs to be done by. (The illustration on page 42 shows a sample schedule board.) The project manager would also serve as the Board's liaison with the Department of Sanitation.

Organizing the Project Committee

Once membership on the project committee is set, the committee will need to organize itself. The first task may be to form sub-committees to study particular aspects of

Another possible approach is to have the District Manager act as the coordinator of the Board's overall sanitation improvement effort. Because the time schedule is tight and there will be a lot of planning and coordinating to do, the District Manager will have to be fully involved either as project manager or as staff aid to the Board member who is assigned that responsibility.

SAMPLE SCHEDULE BOARD

Collection Committee

ACTIVITY	PERSON RESPONSIBLE	OCTOBER		NOVEMBER				DECEMBER				
		22	29	5	12	19	26	3	10	17	24	31
Committee inventories district needs		█	█									
Committee reviews collection schedule				█	█	█	█					
Committee schedules meeting with District Superintendent						█	█					
Committee evaluates district needs							█	█	█	█		
Committee meets with District Superintendent									█	█	█	█
Committee suggests collection changes										█	█	█

Note: dates and activities are illustrative only.

DEVELOPING A SERVICE PLAN

Now, let's talk about how a sub-committee evaluates local services. What are the work tools? What are the constraints you have to keep in mind so that your plan can be implemented by the Department of Sanitation? What do you do next to develop a service plan?

Work Tools

With the right tools, doing a good job is much easier. Before beginning work, be sure that you have the information you'll need. Most of the information listed below can be obtained from either your Board's District Manager or the District Sanitation Superintendent.

A Users Manual for Refuse Collection is being prepared for each sanitation district. The manual explains the collection route re-design project (see page 37) and shows how to use the various products. Products include a district map with sections, collection schedules and routes noted, a district tonnage map and a district street transportation map.

The Agency Service Statement issued to each Community Board by the Mayor's Community Board Assistance Unit will give you recent information on the amounts of personnel and equipment assigned and available to your district. Your District Superintendent should be asked to update this information.

Maps detailing section boundaries and days of service in your sanitation district can be obtained from your District Superintendent. Be sure you obtain maps for both refuse collection and street sweeping routes. Make enough copies of the maps so that each member of the sub-committee can have one.

Mechanical Broom Routes can be obtained from your District Superintendent. These lists will tell you the streets included in each

current non-coterminous broom route, scheduled day(s), frequency and time of sweeping and total number of curb-miles included in the route.

Refuse Collection Routes, grouped by sanitation sections, are available from your District Superintendent. Day of collection and specific streets included in each route are given for each section.

Salt Spreader and Snow Plow Routes are available from your District Superintendent. Streets in your community district will be assigned to one of three service categories (primary, secondary or tertiary). Routes will be indicated for streets within each category. Copies of the criteria used by the Sanitation Department to determine spreader and plow priorities are available.

Reports on Collection and Sweeping Activities are kept in the District Operations Record Book. The "percent of collections on schedule," "percent of night collections" and "total tons collected" are examples of the type of information reported. This information is also available on a section-by-section basis through the Section Operations Record Book.

Scorecard Reports on Street Cleanliness are available. Scorecard is a system originally developed for the Sanitation Department by the Fund for the City of New York. It provides objective measurements of street cleanliness through the personal observations of "raters" who compare actual conditions to

predetermined standards. A street can be rated from 1.0 (for a perfectly clean street or sidewalk) to 3.0 (for a very dirty area). Ratings are provided for each sanitation section. (See pages 93 to 96 for an explanation of how Scorecard works.)

Community Board Records will suggest district needs. Agendas and minutes of Community Board meetings and District Service Cabinet meetings list and describe service delivery and facility problems. The complaint log book kept in the District Manager's office will provide you with a record of sanitation complaints received by the Community Board.



Constraints

A number of contractual and operational constraints must be respected if your service plan is to be implemented.

Manpower and equipment is the toughest constraint. You can't provide more services than the manpower and equipment assigned to your district allows. A minimum manning level for each district has been determined by the Department. This is the number of sanitation workers and amount of equipment needed in each district to accomplish necessary daily activities. Your District Superintendent can tell you the precise figures for your district.

The Department's personnel chart sets another manpower constraint. This is a contractual provision with the Uniformed Sanitationmen's Association and the Uniformed Sanitation Officers Association which sets the work schedule for sanitationmen and officers. It establishes which days they work and which they have off. Your demand for manpower on a given day must be consistent with the manpower available on that day. Workload has to be balanced throughout the week. If you change the scheduled collection days in one area from Monday/Thursday to Tuesday/Friday, you'll have to compensate in another area.

Next, remember that some sanitation services are provided on a scheduled basis and others on an as-needed basis. (Part 5 of this GUIDE describes the major community-related services.) Refuse collection and street cleaning are pro-

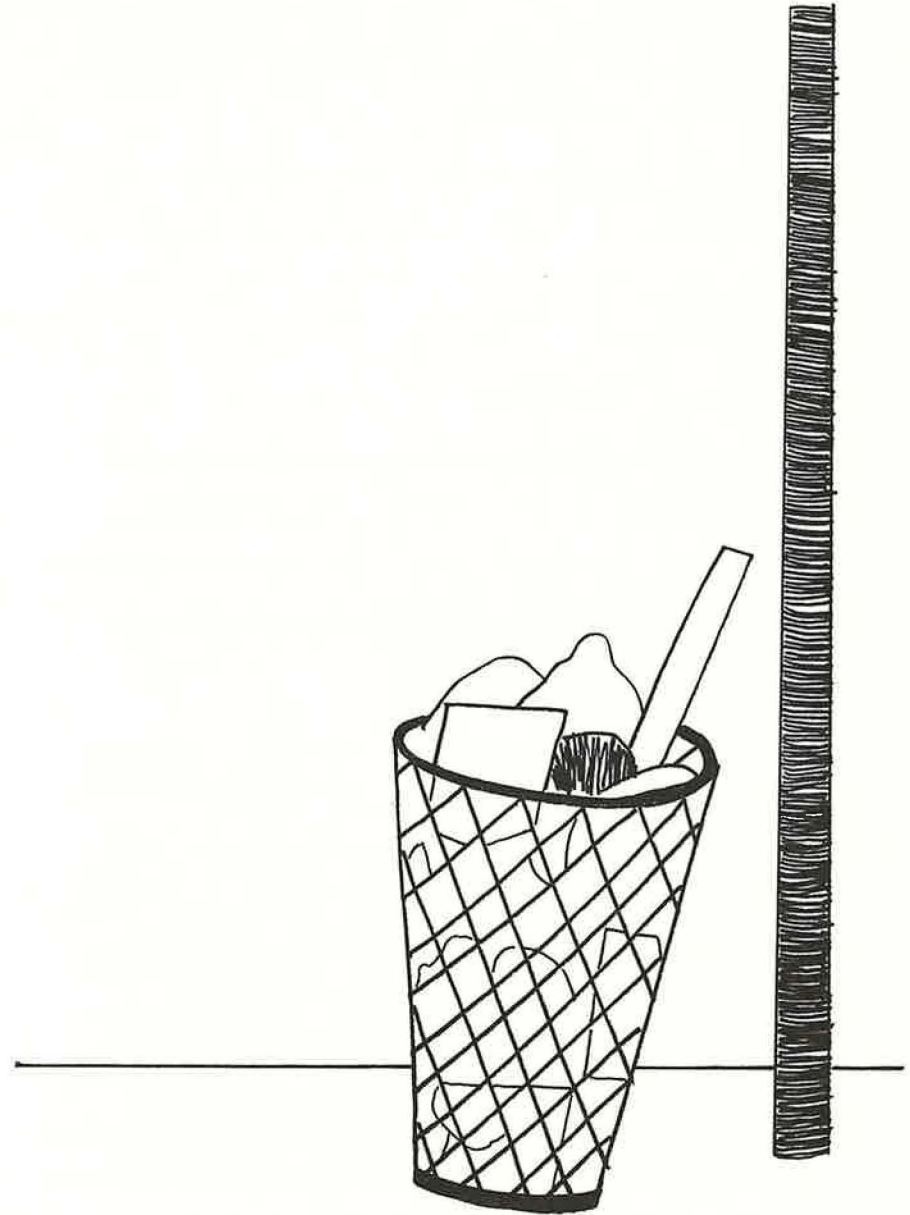
vided on a regular basis. But while the day of service can be specified, the exact time of service usually can't. Vacant lot cleaning and leaf removal are examples of special services scheduled on an as-needed basis. You may choose to leave enough flexibility in your service plan so that special services can be handled without unacceptable cutbacks in regularly scheduled services.

While most sanitation services are provided by the district, some services must be provided by the borough. An example of this is container pickup. There is not a sufficient workload within most neighborhoods for each district to have its own E-Z Pack or Hoist Fitted Chassis for container service. One suggestion is for all Community Boards within a borough to meet with the Borough Superintendent and develop a borough-wide service schedule.

Broom disposal sites are temporary dump sites -- on a street or a vacant lot, for example -- which enable mechanized brooms to unload their hoppers (containers) without traveling to a more distant marine transfer station, landfill or other permanent disposal site. These sites are necessary for efficient street sweeping operations, but they are not very popular with people who live near them. Without convenient broom disposal sites, many fewer streets could be swept during a work shift. The Sanitation Department will gladly listen to suggestions for better disposal sites and will also try to clean disposal sites regularly.

Sign changes for alternate side parking and other parking regulations may be a particularly thorny problem. City-wide changes in parking signs are expensive and time consuming. It may cost as much as \$15 million to make all the necessary sign changes. The time factor is no less a problem. It will take approximately two to three years for all the necessary sign changes to be made. Interim steps must be worked out by the Department and Community Boards.

Finally, routes need to be balanced. Collection crews should have equal workloads. Sweepers should have a sufficient workload for the full three-hour alternate side parking period. Workload is primarily determined by the amount of refuse generated and mileage covered. For example, if a new sweeper route is requested, a preliminary workload check should be made to see if the mileage is similar to the mileage for similar routes in the district. A car odometer (the mileage measure on your speedometer) can be used to measure curb miles; it's roughly accurate to tenths of a mile.



Determine What You Have

After each sub-committee has assembled and reviewed the "tools" and the "constraints" for this project, it must determine the current level of services provided to the community. This will serve as a base for the sub-committee in evaluating the effectiveness of current service levels and recommending necessary adjustments.

The maps and service schedules that the committee has gathered indicate planned service levels. These levels, however, are not always attained. During the past few years, sanitation manpower has been steadily declining and an aging vehicle fleet has experienced more frequent breakdowns. One way of determining the actual level of services provided is to review the district operation reports. They will indicate when the Department has fallen short of its objectives. The reports should, for example, indicate the actual number of mechanical broom routes swept as a percentage of the assigned broom routes.

Observation by committee members is a second way to determine current service levels and practices. Committee members can begin by noticing whether their own street is collected or swept on schedule. For more reliable information, a sample can be drawn of streets on each collection and sweeper route. Committee members and others can be assigned to monitor actual performance on these streets.

A key source of information on current service delivery practices and shortfalls is the District Superintendent. He will be able to supply a context for both the numbers and the observations that you've gathered.

Determine What You Need

Determining the appropriate mix and frequency of sanitation services is a crucial step toward improving effectiveness. As communities change, sanitation services must also change. In the past, however, District Superintendents -- the Department personnel most aware of changing community needs -- did not

have the authority to revise schedules. In addition, the Community Board was neither formally nor systematically consulted on local service needs. It is now the policy of the Sanitation Department to encourage and seriously consider realistic alternatives to current local work plans. These suggestions may originate from the community, from District Superintendents or, best of all, from their cooperative efforts.

Changes in sanitation services in your district may be necessary. What you need may not be what you have. Each committee should draw up a list of items and questions to consider as they conduct their study. Some questions and sources of information on refuse collection, street sweeping and snow and ice removal are listed on the following pages.

Refuse Collection

- Do areas of similar population density receive the same frequency of collection? Are all one- and two-family areas receiving the same number of pickups? What about apartment-house areas? (HINT: The Bureau of the Census can give you 1970 population figures for each census tract in your community district. There are 30 to 40 tracts within most community districts. Your liaison from the Department of City Planning will be able to help you obtain and update these population figures.)

- Do areas that generate similar amounts of refuse receive the same frequency of collection? (HINT: Check the "total tons collected" figure for each sanitation section and route.)
- Do certain areas require more frequent collections than others? (HINT: Review Scorecard cleanliness ratings for different sanitation sections.)
- Are there any areas such as schools, parks or litter baskets which generate unique refuse problems?
- Are there any special scheduling factors -- religious observances, late shopping nights or vandalism -- to consider?



Street Sweeping

- Do areas of similar density have the same frequency of street cleaning? Are all one- and two-family areas receiving the same number of sweeps? What about apartment-house areas? Commercial streets?
- Do certain areas such as commercial streets, apartment-house areas or one- and two-family home areas require more frequent cleaning than others? (HINT: Review Scorecard cleanliness rating for different sanitation sections.)
- Should commercial streets be swept from 8 AM to 9 AM or is there a more convenient and effective time for this sweeping?
- Are there any special scheduling factors to consider such as religious observances, late shopping nights or commercial deliveries?

Snow and Ice Removal

- Should streets currently rated as secondary or tertiary be changed to primary, or do changes need to be made in the other direction? (HINT: Review the classification definitions for primary, secondary and tertiary streets. Are the streets in your district classified properly? Should other criteria be considered?)
- Are streets which have major community facilities such as fire houses, police

precincts or hospitals designated primary?

- Are all bus routes and feeder approaches and exits to and from highways, bridges and tunnels designated as primary?

The work tools discussed at the beginning of this section will be useful as your committee proceeds to answer these and other questions.

In addition to reviewing reports and records, each sub-committee must go out and "measure the dirt." Look at every street in the district and see which are dirtiest and which are cleanest. See how many people live in each area and what off-street facilities they have for holding refuse. Ask the District Superintendent to accompany you on a tour of the district so that you can get a first-hand impression of his sense of district problems. Visual impressions make report numbers and complaint records come alive. You may want to do your own Scorecard rating of your community district. See the Appendix for a description of how Scorecard operates and how you can do it yourself.

When these steps are completed you should have a good sense of the type and frequency of service that your community has been receiving and whether changes and trade-offs need to be made.

promises. Since the District Superintendent will be the manager of the new service plan, it is important that he is positive that it is the most effective use of scarce resources.

The Superintendent will also be concerned with basic managerial issues such as whether there are enough foremen and scout cars to supervise all proposed sections or if collection routes contain workloads that are both sufficient and fair.

Putting It All Together

Different approaches can be used to prepare your district's service plan. One approach might be "incremental;" another might be a "zero base" approach.

An "incremental" approach would start with what exists -- the current services provided to your district -- and focus on necessary adjustments. A typical incremental change would be a reduction in collection frequency from three times a week to twice a week in one section and a corresponding increase in another section because of a shift in population and refuse generated within the two sections. Similarly, street cleaning might be reduced from twice to once a week in one area and extended to another area which had not previously been a part of the alternate side parking street cleaning program.

A "zero base" approach would start with a clean slate and plan service delivery from scratch. Services would be added in priority order until all the available manpower was

Input from the District Superintendent

The best plans to improve sanitation services will come from joint efforts of Community Boards and local Sanitation Superintendents. The project committee should be in frequent contact with the District Superintendent as the service plan is prepared. The Superintendent is both a technical resource and a keen observer of district sanitation needs. After all, he has the daily headache of handling requests for service. He must also determine whether the district has the available resources to deliver what the plan

exhausted. For example, a first cut might designate twice a week collection in all neighborhoods within the community district (twice a week is the minimum collection service in New York) and once a week street sweeping to all streets which the project committee feels should receive regular street cleaning. To this base additional collections, street sweeps or special services would be added where necessary as long as manpower and equipment are available.

Trade-offs between adding or reducing one service (collection) or another (cleaning) would be considered. In addition, the committee would decide which neighborhood should receive the extra service. (Keep in mind that in order to add one collection route on a given day you must cut three street cleaning routes. This is because each collection truck needs three men while a single operator handles a mechanical broom.)

Presenting Your Plan

Each plan must be written in a clear, concise manner. Someone not involved in the committee's work should be able to pick up the plan and understand the overall thrust and reason for each requested change.

The plan should list each issue to be examined, describe the problem and then propose a recommendation. Maps (similar to those included as part of the Appendix) showing current schedules and proposed schedules should be included. The chart on the next page illustrates this format.

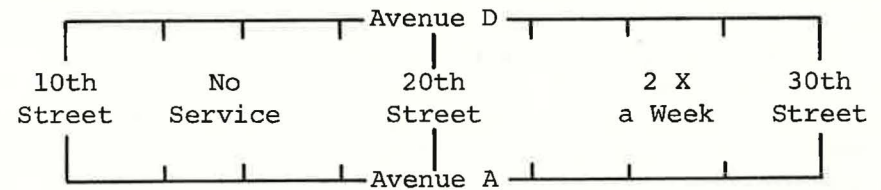
SAMPLE SERVICE PLAN

Issue: Scheduling of Alternate Side Parking/
Street Sweeping

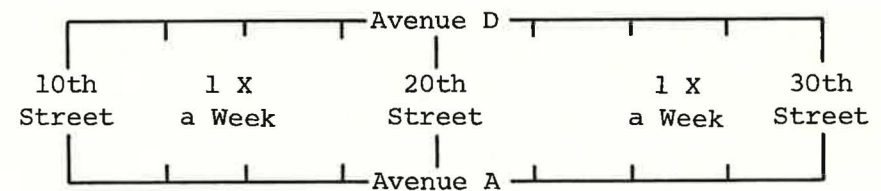
a cutback in street sweeping from twice
a week to once a week.

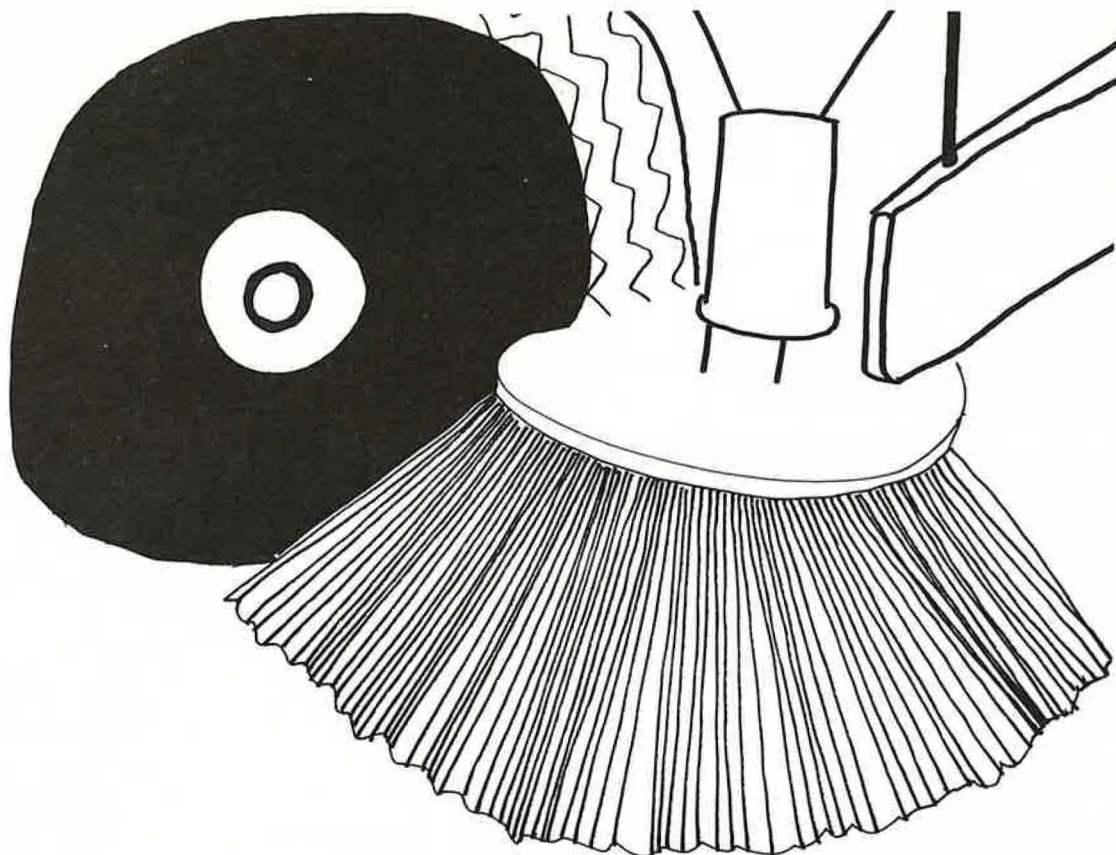
- I. Problem: Alternate side of the street parking/street cleaning has not been extended to all neighborhoods within our community district. While some sections receive twice a week street sweeping, other areas receive no regularly scheduled service. Areas without regular street sweeping have more broken glass and refuse along the curb. This was verified by a review of "Scorecard" cleanliness ratings.
- II. Recommendation: We would like to improve the overall cleanliness of our community by extending the alternate side parking program to areas currently not receiving this service. We would like the area bounded by Avenue A, Tenth Street, Avenue D and Twentieth Street (see map below) to receive service one day a week. The area bounded by Avenue A, Twentieth Street, Avenue D and Thirtieth Street will receive

III. Map of Existing Schedule



IV. Map of Proposed Schedule





THE APPROVAL AND IMPLEMENTATION PROCESS

Once your sanitation service plan has been prepared, it must be submitted to the Sanitation Department and to the community for comment, modification and, hopefully, acceptance.

Review by the District Superintendent

Before a final copy of the service plan is submitted to the Department of Sanitation, a draft copy should be sent to the District Superintendent for review and comment.

The Department has requested that each District Superintendent prepare a written response to the draft service plan. The response should list and explain any objections to the service plan and suggest, where possible, alternate ways of accomplishing changes. After the sanitation project committee has had an opportunity to study the Superintendent's proposed modifications, the project manager and the Superintendent should attempt to eliminate remaining differences.

Community Review

The City Charter requires that Community Boards hold public hearings on any proposed plans which affect the health and welfare of their districts. As part of the process to revise sanitation services, the Sanitation Department asks that each Community Board hold a public hearing on its service plan. These hearings will be the first chance the community has to review the sanitation project committee's work and will provide an opportunity for the community to comment on it.

A good community turn-out at these hearings is important. Active public participation increases the likelihood that the Board's final service plan reflects the feelings of the entire community. The time, place and purpose of the hearings should be widely advertised.

The "Open Meetings Law" requires that public notice of all public hearings be provided at least 72 hours prior to the meeting date. You can satisfy the "Open Meetings Law" requirement by advertising in the City Record, in a local community newspaper or in a city-wide daily.

There are other good ways to inform concerned citizens. Some ideas include:

- A notice to all community groups and residents on the Board's mailing list. Mailings should include a description of the service plan and maps of current and revised schedules.

- A series of posters or leaflets distributed in key spots throughout the community such as schools, subway stations and shopping centers.
- News coverage of the sanitation service plan in the local press.

Notices should tell community residents how they can obtain a copy of the service plan and where they should call if they have any questions concerning the plan.

Now let's turn our attention to the hearings. Here are some hints on holding a successful public hearing:

- Be sure that you have an adequate meeting place. It should be large enough to hold the anticipated crowd and have a good sound system in working order.
- Be sure that you have a sufficient number of copies of the Board's service plan so that everyone in attendance can follow each speaker's comments.
- Establish, in advance of the meeting, a procedure for recognizing speakers. Set a time limit for each speaker. Adhere to both of these items.
- State the meeting's purpose clearly at the start. The chairperson should keep the meeting from turning into a general gripe session on current sanitation services.
- Remember, a public hearing is not a debate. There is no need for either Board members or other community residents to respond (for other than information purposes) to a speaker's comments.

Submission of a Proposed Final Plan

After the public hearing and the meeting with the District Superintendent, the sanitation project committee should prepare and adopt a proposed final plan. Because it reflects the testimony furnished at the public hearing and suggestions made by the District Superintendent, the proposed final service plan may differ from the draft plan. Before the plan is submitted to the Department of Sanitation, the full Board should vote to approve the plan.

Copies of the plan should be sent to the officials listed on the next page.

- * Hon. Norman Steisel
Commissioner
Department of Sanitation
125 Worth Street
New York, New York 10013

Attention: Ms. Kathy Hyer
Executive Assistant
- * Hon. Frank Sisto
First Deputy Commissioner
Department of Sanitation
125 Worth Street
New York, New York 10013
- * Your Borough Superintendent
- * Your District Superintendent

Sanitation Department Approval

A team made up of the First Deputy Commissioner of Sanitation, the Director of the Department's Office of Evaluation, Planning and Control and the Borough Superintendent whose zone the Community Board is located in will review each plan.

The review team will examine each plan for conformity with Department-wide policies, contractual obligations and current manning and equipment levels. In addition to studying the service plan, the review team will consider each District Superintendent's evaluation of the service impact of the proposed plan. The review team may request meetings with the District Superintendent and the Community Board. At the conclusion of their study, the review team will recommend a final plan to the Community Board and the District Superintendent. The Borough Superintendent will be responsible for communicating the findings of the review team. The review team may adopt plans in total, reconcile differences between a District Superintendent and a Community Board or modify decisions previously agreed to by the District Superintendent and the Community Board. The review team will notify the Community Board and District Superintendent in writing of its decision.

If either a District Superintendent or a Community Board objects to any part of the final plan as recommended by the review team, either or both can appeal to the Commissioner of Sanitation. All appeals must be submitted

within 15 days of the review team's written decision.

If a Community Board submits an appeal, it can also (at the time of filing the appeal) request a meeting with the Commissioner to present its arguments. The Commission agrees to meet for at least one half-hour to hear each such presentation.

The Sanitation Commissioner will rule on any appeal within 30 days after its filing date (or after the hearing, if one is requested). The decision of the Sanitation Commissioner will be final and binding on all parties.

4

HOW THE DEPARTMENT OF SANITATION WORKS

THE DEPARTMENT OF SANITATION	62
REFUSE COLLECTION	65
STREET CLEANING	69
SPECIAL CLEANING OPERATIONS	70
SNOW AND ICE REMOVAL	72
ENFORCEMENT	72
WASTE DISPOSAL	74

THE DEPARTMENT OF SANITATION

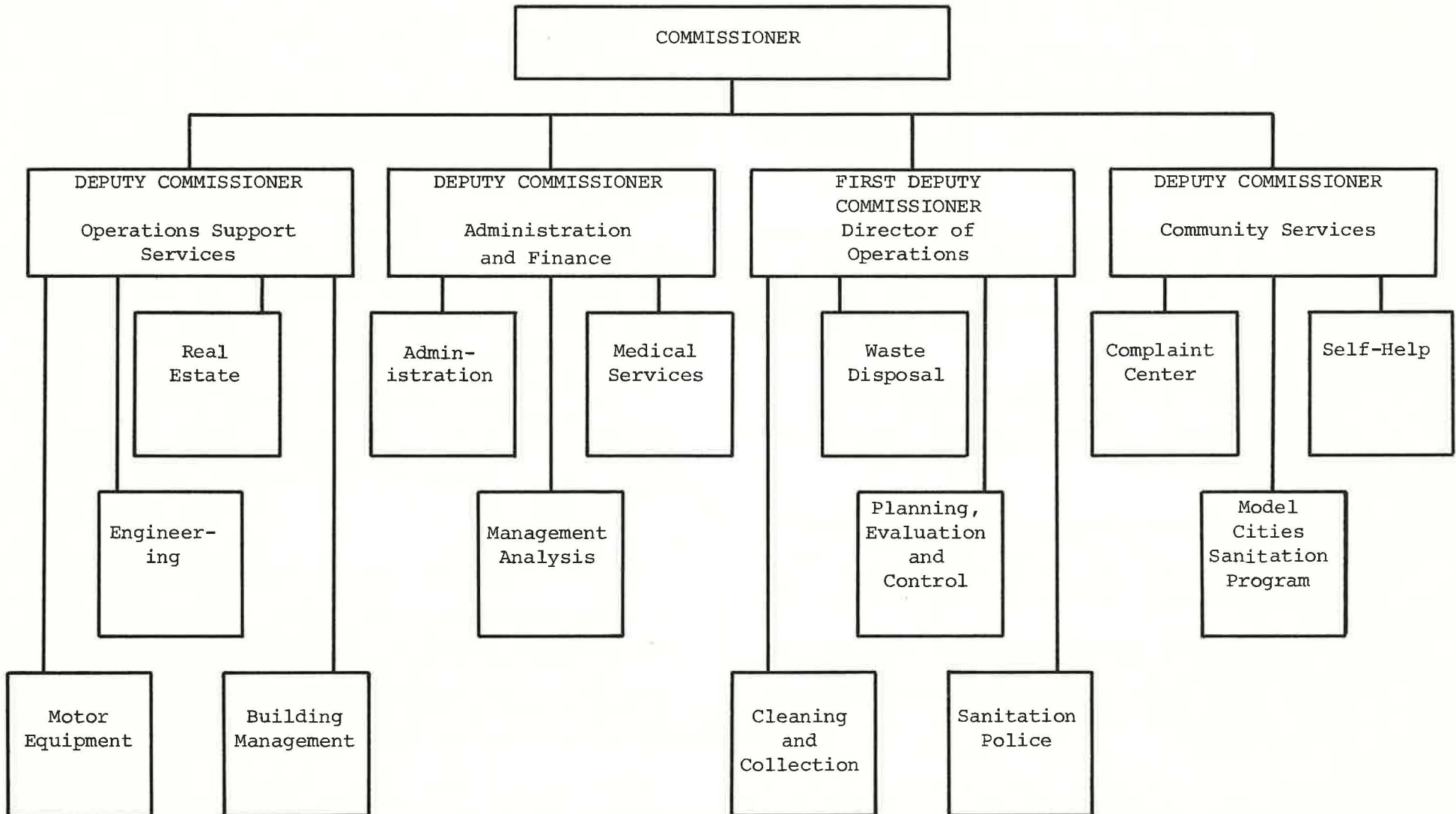
Clean streets and the collection and disposal of household refuse are essential to the health of all New Yorkers. The Department of Sanitation is responsible for these functions. In addition, the Department removes snow and ice from city streets after winter storms.

To get the job done, the Department is divided into three major units: operations, support and administration. Each unit is headed by a deputy commissioner who reports to the Commissioner of the Department.

- The First Deputy Commissioner (who is also the Director of Operations) is responsible for the Department's primary functions: cleaning, collection and waste disposal.
- The Deputy Commissioner for Operations/Support Services is responsible for the motor equipment and facilities which support cleaning and collection activities.
- A third Deputy Commissioner, the Director of Administration and Finance, is responsible for budget and other fiscal activities, personnel administration and management analysis.

In addition, there are Deputy Commissioners with responsibilities for community services, trials, resource recovery and waste disposal planning. The organization chart on the opposite page shows the major units within the Department of Sanitation.

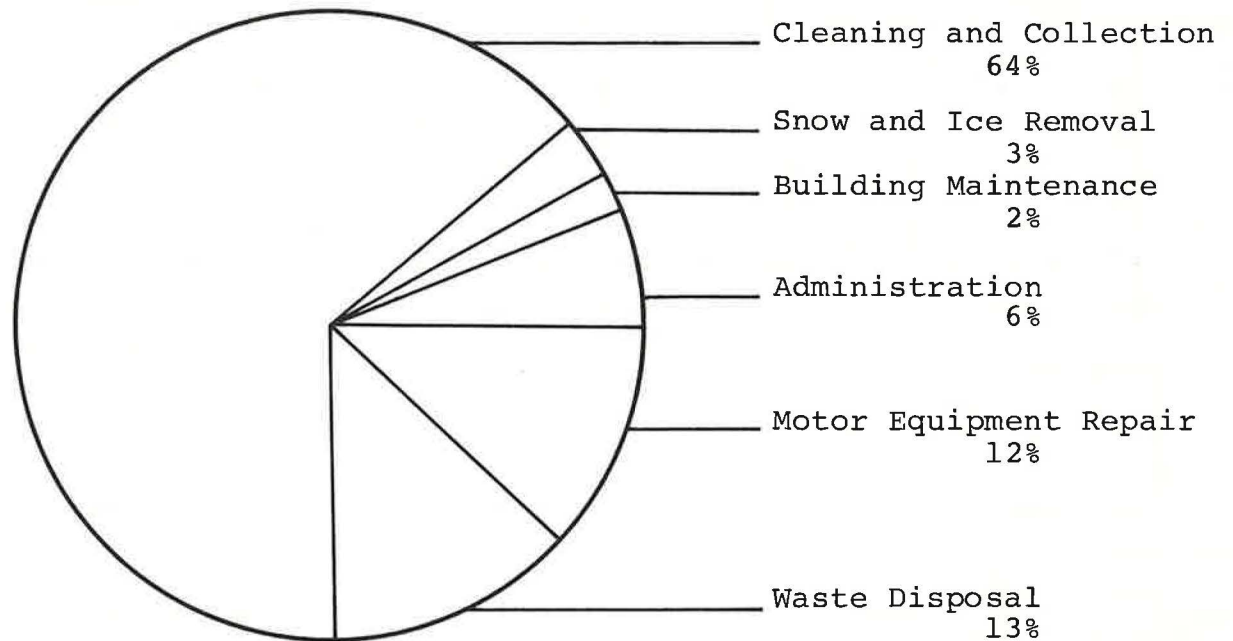
DEPARTMENT OF SANITATION MAJOR UNITS



Shares of the Budget

The "budget pie" below shows the major categories of expense budget spending for the Department of Sanitation in fiscal 1980. Nearly two-thirds of the entire departmental budget goes for cleaning and collection. Waste disposal and motor equipment repair are the next largest expenditures. Together, they account for an additional one-quarter of the Sanitation budget.

PROPOSED EXPENDITURES FISCAL 1980



Capital Program

The 1980 capital budget allocates approximately \$88 million to the Department of Sanitation. More than half of that money (\$45 million) is to be spent on new motor vehicle equipment. Funds have been set aside for over 700 new collection trucks, 165 mechanical street sweepers and 30 salt spreaders. These vehicles are to be delivered during 1980 and 1981. Collection trucks, mechanical brooms, front end loaders and tractors ordered in previous fiscal years will also be received during 1979 and 1980.

The capital budget also includes funds to improve sanitation district garages and waste disposal operations.

REFUSE COLLECTION

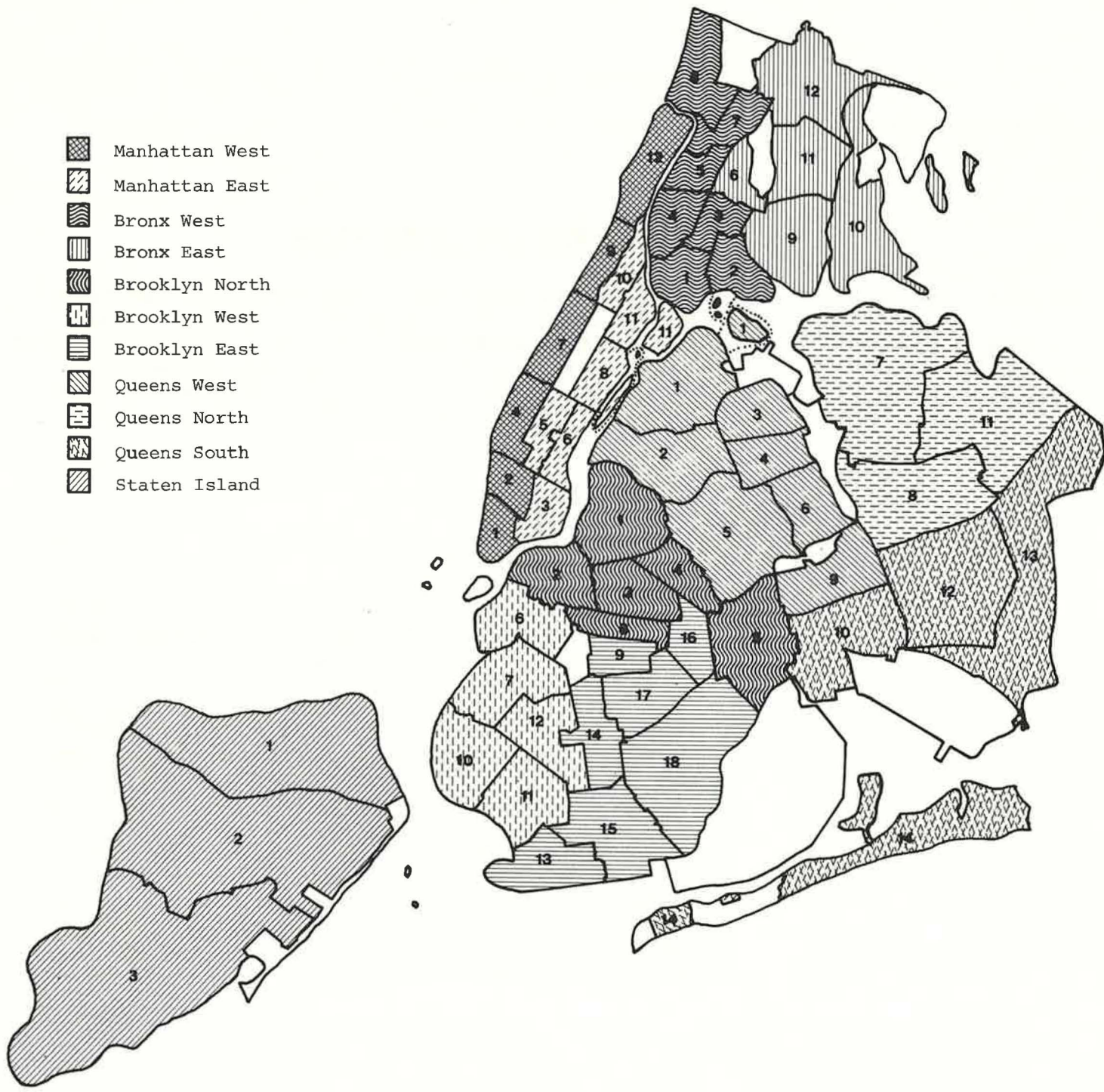
Most of the Sanitation Department's manpower and equipment is assigned to refuse collection, the number one priority. To meet present refuse collection schedules, approximately 1,100 collection trucks are required to pick up daily accumulations of over 11,300 tons of refuse.

Organization

Refuse collection is a function of the Bureau of Cleaning and Collection. The Director of Operations, with the help of the Assistant Chief for Refuse Collection, directs collection operations. The Bureau is divided into borough and district units.

When does New York City have eleven boroughs? When the Bureau of Cleaning and Collection is involved. To facilitate efficient operations, the city's five boroughs are increased to eleven under the Department's system. Brooklyn and Queens have three borough commands, Manhattan and the Bronx have two each; and one borough command handles Staten Island. Each command is under the supervision of a Borough Superintendent. The following map indicates the community districts that make up each borough command.

-  Manhattan West
-  Manhattan East
-  Bronx West
-  Bronx East
-  Brooklyn North
-  Brooklyn West
-  Brooklyn East
-  Queens West
-  Queens North
-  Queens South
-  Staten Island



**COMMUNITY
BOARDS BY
SANITATION
BOROUGH**

To make it easier for area residents to know which sanitation district they are in, all sanitation districts will be identified by community district designations rather than the former method. For example, in Queens, both sanitation and community districts will be "Queens-1", "Queens-2", etc.

Sanitation districts are further broken down into sections. Districts generally have between four and five sections. Each section is headed by a foreman. The foreman, a "first line supervisor," oversees the work performance of sanitationmen under his direction and control. (Note: this report refers to sanitationmen -- but there's no legal bar to sanitationwomen. Currently, however, all of the Department's uniformed personnel are male.)

Collection Methods

The Department collects refuse from residential buildings, buildings which are occupied and maintained by City or State agencies such as schools and income maintenance centers and buildings exempt from New York City real estate taxation such as voluntary hospitals. The Department does not pick up refuse from commercial establishments. This is handled by private collection services.

Household wastes are collected either three or five times a week in congested areas. In less dense areas they are collected twice a week. Currently, three men are assigned to each collection truck; some of the new collection trucks will be staffed by two-man crews.

Each of the borough commands is divided into sanitation districts. As of January 1, 1980, there will be 59 sanitation districts. Each will have the same boundaries as a single community district. A District Superintendent will be in charge of each sanitation district. As the manager of district operations, he has considerable latitude in planning services and assigning manpower and equipment. He will be the Department's representative on the District Service Cabinet. Part 4 of this GUIDE provides more detail on the operational decisions which can be made by the District Superintendent.

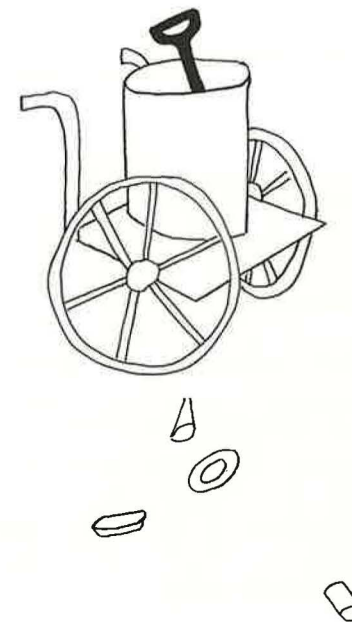
The typical city collection truck can hold seven tons of refuse.

In addition to collecting household wastes at residential buildings, the Department provides:

Bulk Collection. Service is provided by regular collection trucks on their daily route. This allows residents to put out bulky materials for collection without requesting a special pickup. Bulk items are collected on the second pickup day of the week. If an item such as a refrigerator or sofa is too bulky for a collection truck, a special "cut-down" truck will remove it. A special request is necessary for service by a "cut-down" truck.

Litter Baskets. Collection crews service litter baskets on their regular routes. Most are on shopping streets. In some instances, litter baskets are serviced daily.

Containerization. This applies to the storage of refuse at many schools, hospitals and very large apartment buildings. Containers hold between two and twelve cubic yards of refuse. They are serviced by crews using either a Hoist Fitted Chassis or an E-Z Pack rather than a regular collection truck.



STREET CLEANING

It has been estimated that there are 15,000 curb miles of streets to be swept by the Sanitation Department. A curb mile is measured along one side of the street for a distance of a mile (the intersection areas don't count but driveways do). These streets are swept by a cleaning force which has been reduced from 2,100 men in 1975 to only 500 men today. Budget cuts and the decision that refuse collection is the Department's number one priority account for the sharp decrease in manpower available for cleaning. (Note: As this GUIDE was being prepared the City was considering the hiring of 500 additional sanitationmen for street cleaning.)

Organization

Street cleaning, as well as refuse collection, is a function of the Bureau of Cleaning and Collection. The Director of Operations with the help of an Assistant Chief for Cleaning is responsible for the overall management of street cleaning.

Like collection, street cleaning is provided through the network of eleven borough commands and 59 districts. Each District Superintendent is responsible for street cleaning activities within his district.

The major difference in organization between refuse collection and street cleaning is the garaging of vehicles. Collection trucks are housed in each district's garage. While the mechanical brooms used for street cleaning are sometimes kept in the district garage they are usually garaged in one of nine mechanical broom depots located throughout the city. The broom depots allow the brooms to be serviced by specially trained broom mechanics.

Street Cleaning Methods

For the most part, the Sanitation Department uses mechanical brooms and flushers to keep streets clean. In some cases, manual sweeping is also used.

Mechanical sweeping is done by a fleet of mechanized brooms which use two gutter brooms to sweep dirt from the curb into the path of an attached pickup broom. Most areas of the city are included in the mechanical sweeping

program. To allow access to the curbs, parking is banned during the hours when sweeper service is scheduled. In residential areas, parking is generally prohibited for a three-hour period (for example, 8 AM to 11 AM or 11 AM to 2 PM) once or twice a week. This program is known as alternate side of the street parking. Streets swept during the daytime hours are known as Class A streets.

Some streets cannot be swept by mechanical brooms during daytime hours. These streets are too congested with people and vehicles during the day and can be swept better at night (from 4 PM to 7 AM). These streets are known as Class B streets.

Not all streets in New York receive regularly scheduled street sweeping either by day or at night. Those streets which are not included in the alternate side parking/street sweeping program and do not have posted parking restrictions are known as Class C streets. They generally have light pedestrian and vehicle traffic and can be swept during day or night on an as-needed basis.

Manual sweeping is done in the busiest shopping and commercial areas. Collection truck loaders work as manual sweepers while the trucks are driven to and from a refuse disposal site. For this arrangement to work, each collection truck must be equipped with brooms and shovels. These tools also enable loaders to clean up any spillage from refuse collection.

Mechanical flushers complement street sweeping activities. Flushers are used to wash the streets and loosen impacted dirt.

SPECIAL CLEANING OPERATIONS

Special cleaning operations are done on an as-needed, unscheduled basis. Requests for such services, typically made to a Community Board or a District Superintendent, include lot cleaning, block party clean-ups, tagging and removing abandoned cars and leaf removal.

Lot Cleaning includes removal of garbage and bulk items which have been illegally discarded in vacant lots. City-owned lots are cleaned by the Auxiliary Field Force, a special unit within the Bureau of Cleaning and Collection. Its assignments are coordinated by the Borough Superintendents and the Director of Operations.

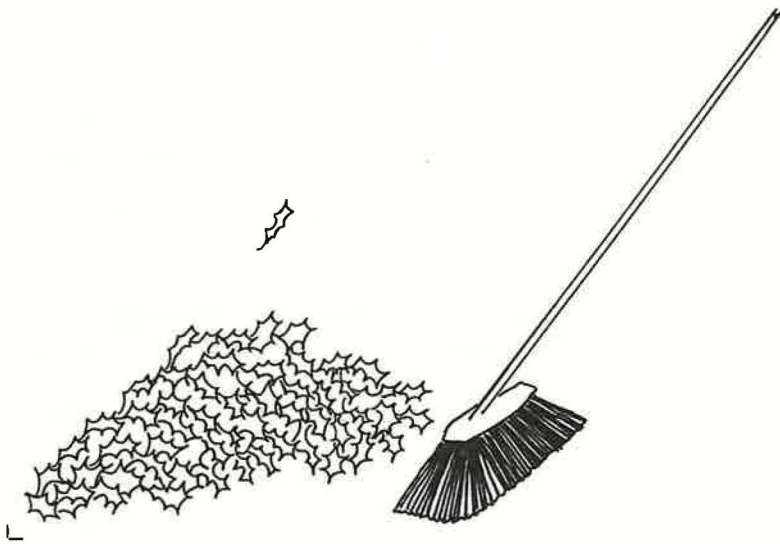
For privately owned lots, the procedure is more complex. When unsanitary conditions exist on a privately owned lot, the Department of Health must intervene before Sanitation can clean the lot. If the Department of Health declares the lot a health hazard, the owner is ordered to correct the condition. If the owner fails to do so, the Sanitation Department can clean the lot and bill the owner for the cost.

Front end loaders and dual-purpose trucks are used to clean vacant lots.

Block Parties. If possible, additional mechanical sweeps are provided both before and after a block party. Extra litter baskets may also be placed in the area. The District Superintendent supplies the manpower and equipment for this service.

Abandoned Vehicles. Before they can be removed by a private contractor, abandoned vehicles must be tagged by a Sanitation policeman (now assigned to each sanitation district). A car with no license plates is considered abandoned and can be tagged and removed.

Leaves. An annual blessing in the spring, leaves are a problem when they fall. Communities can ask their District Superintendent for a special leaf detail. Vacuum leaf loaders, front end loaders and mechanical brooms are used to remove leaves.



SNOW AND ICE REMOVAL

During the winter months, the Sanitation Department takes on the additional responsibility of removing snow and ice from city streets. A small number of men is assigned at all times to each garage during the winter so that salting, plowing and clearing can begin as soon as snow begins to accumulate. A severe snowstorm takes priority over all other Department functions, including refuse collection and street cleaning.

Snow Warnings. The Sanitation Department begins its preparation for a snowfall when weather reports indicate that snow is probable within 12 to 24 hours. Plows and chains are attached to trucks. Spreaders are loaded with salt. Some spreaders are dispatched from their garages and positioned near their assigned routes. During the snow warning, weather forecast information is monitored by the Commissioner's office and relayed to borough and district commands.

Snow Clearing. As the snow begins to accumulate, the Sanitation Department begins its clearing operations. Salt spreaders swing into action to reduce snow accumulations and prevent icy conditions. When the snowfall becomes too heavy to manage with salt alone, plowing begins. Streets in each community district are plowed according to pre-determined priorities. Main streets such as Fordham Road or Kings Highway, bus routes, shopping streets and streets with facilities such as hospitals

and firehouses are plowed first. Snow is plowed into piles along the sides of streets allowing traffic to flow. The piles are then disposed of as weather conditions improve.

Resumption of Normal Duties

Since the same men and equipment are used for snow and ice removal as for cleaning and collection, a snowstorm curtails or suspends normal sanitation services. Unfortunately, since refuse generation is not curtailed or suspended during a snowstorm, refuse continues to pile up. To prevent health hazards from developing, collection services are resumed on a limited basis before snow clearing is completed. Street cleaning activities resume after snow and ice is removed from the curbs.

ENFORCEMENT

Keeping New York City clean is a responsibility not only of the Sanitation Department but also of the people who live, work and visit the city. The Sanitation Department knows it needs your help if it is to make New York an attractive and litter-free place. The cooperative effort between Community Boards and the Sanitation Department to plan for improved sanitation services is one acknowledgement of that fact. Because some New Yorkers do not always cooperate voluntarily, the Department has a stick: the enforcement of sanitation laws.

The Sanitation Laws

Laws enforced by the Sanitation Department are designed to help the Department do its job. The laws carry penalties which can be applied if they are violated. Some of the major sanitation-related laws are listed below.

- * Canine wastes must be removed by the person who is walking the dog.
- * People must not litter streets, public places or vacant lots.
- * Owners and tenants must properly place their litter in containers and maintain the sidewalk in front of their property.
- * Owners and tenants must remove all snow and ice from the sidewalks in front of their property within four hours after the snowfall has ended. Nighttime hours from 9 PM to 7 AM are not included in these requirements.
- * It is unlawful either to abandon or dismantle a motor vehicle on a public street.
- * No encumbrances (boxes, barrels, movable property) may be placed on any street. Store owners, however, are generally allowed to place articles within four feet of their storefront.

The Sanitation Police

Sanitation police have the prime responsibility for enforcement of sanitation-related laws. Sanitation police are assigned both to a centrally supervised flying squad and to district garages.

One Sanitation patrolman is assigned to each sanitation district. Supervised by the District Superintendent, the patrolman issues summonses for health and administrative code violations such as the sanitation laws listed above. He also issues summonses for illegally parked cars when they interfere with mechanical broom cleaning operations and for code violations initially cited by local sanitation civilian patrols. Summonses for illegally parked cars are also issued by traffic enforcement agents (Department of Transportation) and city policemen.

The flying squad acts as a mobile task force to deal with specific community problems. Enforcement teams are dispatched from the flying squad to saturate an area and correct serious problems. This unit is under the direction of the Director of Sanitation Police who reports to the Director of Operations.

In addition to the Sanitation police, all Sanitation officers (Superintendents and foremen) in the Bureau of Cleaning and Collection and Sanitation Self-Help program personnel can enforce sanitation laws. The Sanitation Self-Help Program acts as an intermediary between civic groups and the Bureau of Cleaning and Collection. There are twelve Self-Help

offices, each staffed by two people, which serve the entire city.

WASTE DISPOSAL

After refuse is placed out on the street and collected by the Department of Sanitation, where does it all go?

About half of the refuse is loaded onto barges and sent to the landfill at Fresh Kills on the west coast of Staten Island. A third of the refuse is taken by collection trucks to landfill sites in Brooklyn (Fountain Avenue) and Queens (Edgemere) as well as Fresh Kills. The remaining refuse -- about 15% of the total -- is burned at six incinerators located throughout the city. The residue remaining after incineration is also buried in landfills.

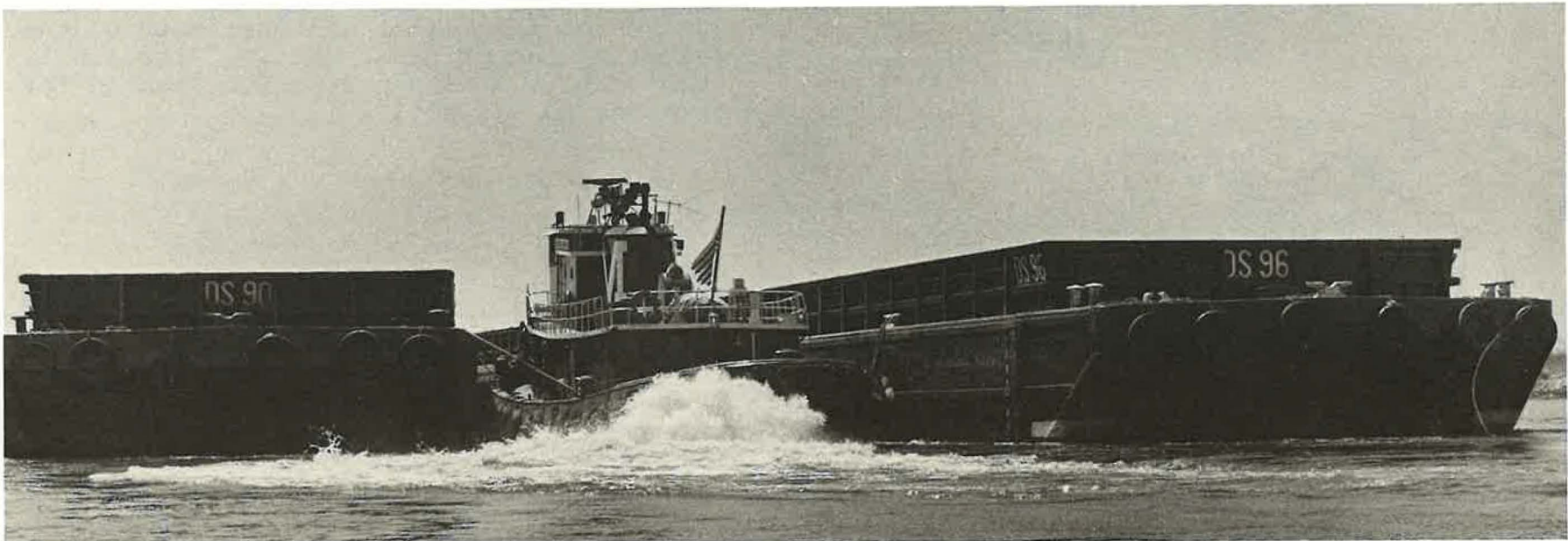
The Bureau of Waste Disposal is responsible for disposing of all refuse collected by the Department of Sanitation. In addition, refuse collected or generated by private cartmen who collect refuse from private businesses, construction companies and federal agencies is handled by the Bureau of Waste Disposal.

Many of the city's finest parks -- Flushing Meadow in Queens, for example -- are former city landfills.

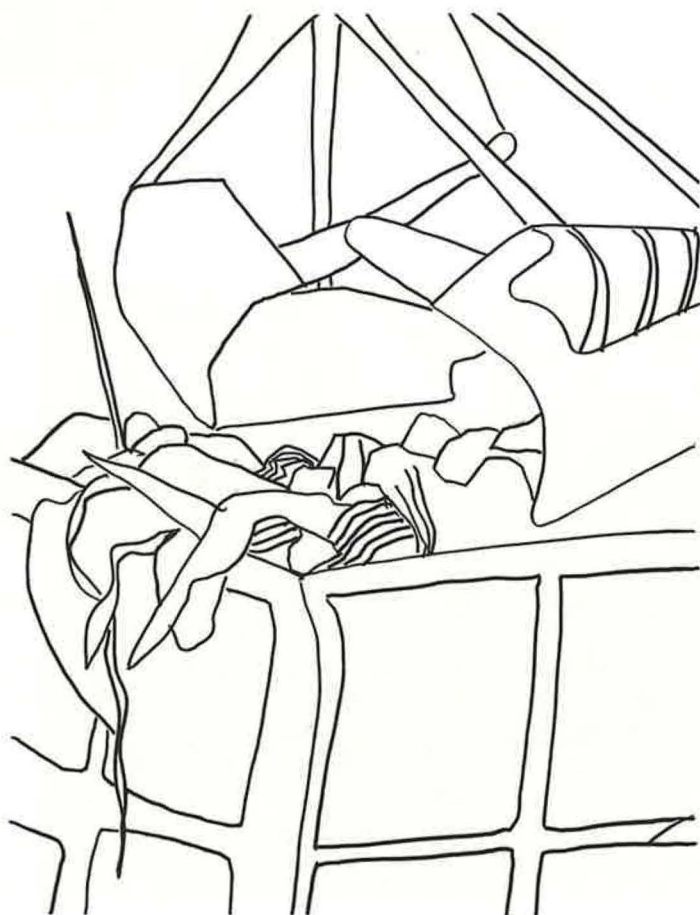
Disposal by Marine Transfer

Barges loaded at the city's nine Marine Transfer Stations transport the refuse to Fresh Kills. The Marine Transfer Stations (MTS) operate six days a week, around the clock. Collection trucks arriving at an MTS have their load electronically weighed and

recorded. The load is then shifted to a barge which holds approximately 600 tons of refuse. Tug boats tow the barges to Fresh Kills where the barges are tied up until they can be unloaded. Cranes unload the barges into gigantic carts (Athey Wagons) which carry the load to a disposal point at the landfill. The load is then compacted, disinfected and covered.



The average MTS handles between two and five barges daily. Both private carters and city collection trucks use the MTS. Frequently, trucks have to wait in line at the MTS before they can transfer their load to a barge. Barges are city-owned, but tug boats and crews are hired from private contractors.



Disposal by Truck Transfer

About a third of all refuse is transported by truck to landfill disposal sites. When the trucks arrive at the disposal site, their load is electronically weighed and recorded. Their load is then disposed of at a pre-determined point.

Disposal by Incineration

The six working incinerator plants in the city handle approximately 15% of the daily refuse. Only burnable material such as garbage and rubbish is accepted at an incinerator. After a truckload is weighed and its contents dumped into a storage pit, cranes transfer the refuse into the furnace. The refuse is burned to an ash which is one-quarter of the weight and one-tenth of the volume of the original refuse. The ash is then sent to a Marine Transfer Station for transfer to a landfill.

HOW COLLECTION AFFECTS CLEANING, WHICH IN TURN AFFECTS...

While the preceding pages describe sanitation services as separate functions, they don't work that way in real life. Each of the services is inter-related. A problem in disposal (such as a tugboat strike) can affect both cleaning and collection. A change in the deployment of Sanitation police may affect cleaning, collection and waste disposal operations.

Let's look more closely at an example of how a problem at one stage of the "collection to disposal" process affects the entire operation.

Marine Transfer Station "A" serves collection trucks from sanitation districts 2, 4 and 7 along the west side of Manhattan. Most days, this MTS has two barges. Today, however, the first barge developed problems as it began to be loaded, so it was taken out of service for inspection and repair. As the first barge was removed and the second barge was maneuvered into place, the line of private carters and Sanitation collection trucks waiting to dump their loads began to grow. Finally, the second barge was in place and trucks were able to dispose of their loads. Since most trucks had spent more than 90 minutes in line, they were late starting to collect their second load of the day and were unable to make all their scheduled collections for the day.

Trucks which had completed their first load later and were at the end of the waiting line were further delayed. These trucks had to wait for a replacement barge to be sent to MTS "A" by the marine dispatcher. They missed their second load completely. As a result, about one-third of the refuse that was scheduled for collection in very densely populated sections of Manhattan was not collected at all. With the refuse out on the street overnight, weather and vandals combined to scatter it along some streets. So the original problem of a barge being out of service has caused a collection backlog (and probably night work for some men) and has reduced street cleanliness.

Sanitation services are also affected by non-departmental actions. This happens because the responsibility for keeping New York clean is a shared concern of public and private groups. For example, if the private cartmen who remove refuse generated by private businesses go out on strike, the Sanitation Department must remove the refuse generated by private businesses in order to prevent health hazards. To do so, the Department must curtail some of its normal household collection and street sweeping activities.

Other private groups whose actions affect the Sanitation Department include building superintendents and the operators of private tug boats which tow barges to Fresh Kills. And each individual citizen has a small -- but collectively large -- impact on the level of litter and street dirt. The Department of Sanitation cannot possibly do its job without the understanding and assistance of all New Yorkers.

5

APPENDIX

A BRIEF HISTORY OF COMMUNITY BOARDS	80
THE ROLE OF THE DISTRICT MANAGER	83
COMMUNITY BOARD 14—BROOKLYN MAPS AND DETAILS	85
SCORECARD AND OTHER PERFORMANCE MEASURES	93
GLOSSARY OF TECHNICAL TERMS	99

A BRIEF HISTORY OF COMMUNITY BOARDS

The Community Boards of New York City are the outgrowth of informal planning councils first established in Manhattan when former Mayor Robert Wagner was Borough President. The councils, established in 1951, were designed to provide an official forum for citizens to be heard on public decisions affecting their communities. Twelve councils were formed for Manhattan. Each council consisted of 15 to 20 community residents.

Amendments to the City Charter in 1962 extended the community council concept to all five boroughs of the city. These amendments led to the establishment of 62 Community Planning Boards. The 1963 amendments also required the City Planning Commission to define the geographic areas of coverage of the Boards along the lines of "traditional" communities in the city. Board members were appointed by the Borough Presidents. Each board was given the responsibility for advising the Borough President, the Borough Improvement Board (composed of the Borough President and Councilpersons from each borough), and the City Planning Commission on any matters relating to the development or welfare of its district.

In 1968, Local Law 39 was enacted. It gave the Community Boards authority to develop plans for district welfare and orderly development; to advise any public officer, agency or legislative body on any matter relating to the welfare of the district; to hold public or private hearings with respect to these matters; and to consult with local administrators of city departments and agencies. Board members were to be appointed by the Borough President. Not more than 50 persons were to be appointed to each Board. Professional assistance on community planning matters was to be provided to the Boards by the Department of City Planning.

During the early years of Mayor John V. Lindsay's administration, many Community Boards became active in physical planning issues. During the later years of the

Lindsay administration, the Community Boards received increasing attention as one of a number of possible elements in a structure of decentralized government. A second element of this structure was the Mayor's Office of Neighborhood Government which experimented with a paid District Manager and a District Service Cabinet comprised of local agency service chiefs such as the Sanitation District Superintendent and the Police Precinct Commander. Community Boards were invited to submit capital budget priorities to the City Planning Commission and the Budget Bureau and to hold hearings on local zoning and construction proposals. The city also began to make modest amounts of funds available to Community Boards to enable them to undertake studies and surveys as well as to employ clerical assistance. These activities were continued during the administration of Mayor Abraham D. Beame.

A referendum on proposals by the State Commission to Revise the City Charter in 1975 resulted in significant further increases in authority and responsibility for Community Boards.

New community boundaries were drawn by the City Planning Commission and, after public hearings, adopted by the Board of Estimate. Fifty-nine Community Boards have been established: 12 in the Bronx, 18 in Brooklyn, 12 in Manhattan, 14 in Queens and 3 in Staten Island.

Procedures for Community Board review and recommendations on a variety of public actions including zoning changes and other land use

changes have been issued and are in operation. New budget consultation procedures offering Community Boards participation in both the expense and capital budget processes were established.

In one of the most significant changes, Community Boards were given responsibilities formerly held by the Mayor's Office of Neighborhood Government relating to the delivery of city services. The Boards are now responsible for reviewing agency performance and budgets, recommending future agency programs, holding monthly District Service Cabinet meetings and handling service complaints from community residents. To expedite this process, city agencies will achieve Charter-mandated coterminality of their own service areas with Community Board districts by January 1, 1980.

To carry out these new responsibilities, funds (currently \$60,000 per year) have been authorized so that each Community Board can hire a District Manager and other necessary staff. The District Manager serves as the Board's principal staff person and chairs the District Service Cabinet.

THE ROLE OF THE DISTRICT MANAGER

The District Manager is a salaried professional hired by the Community Board to handle most of its day-to-day operations. This responsibility includes: coordinating agency service improvement projects within the district; guiding the Board in its preparation of priorities for the city's budget process; chairing the monthly District Service Cabinet; and handling complaints on city service delivery from area residents.

The role of the District Manager will vary, depending on the particular expertise and operating style of the manager and the needs of the Community Board that he or she serves. Some managers are "entrepreneurs" who try to make the Board a center of power that has special capabilities for developing and implementing plans and programs. Other managers are integrators who try to tie together the separate efforts of city agencies, civic groups and the Board. Some managers view their role broadly, others narrowly. Some managers "lead" their Boards; others serve in more of a secretarial capacity. In short, there is no single model of a District Manager.

The District Office

The District Manager directs the operations of the local Community Board office. The District Manager is often assisted by an Assistant District Manager and a number of part-time office assistants.

Community residents contact the district office if they have a problem with a city service. A missed sanitation collection, a pothole which needs to be filled or an overdue welfare check are examples of the types of complaints and service requests received by the district office. The district office will contact the appropriate local agency service manager to have the complaint resolved.

The District Service Cabinet

Before District Cabinets were formed, it was likely that the Sanitation Superintendent and the Parks Supervisor for a particular neighborhood did not even know each other. Now they meet monthly at the District Service Cabinet to discuss problems and approaches to improving service delivery in their neighborhood. The City Charter requires that a District Service Cabinet be formed within each community district. The Cabinet is made up of the chief local managers of each community-serving agency. Cabinet members include the District Sanitation Superintendent, Police Precinct Commander and Principal Park Supervisor. The cabinet is chaired by the District Manager.

Agendas for Cabinet meetings will reflect the

District Manager's perception of his role. Some focus on individual problems such as clogged catchbasins or abandoned car removal. Others tackle more venturesome projects such as commercial area revitalization -- or the development of a comprehensive plan to improve sanitation services.

District Managers (or the Community Boards they represent) do not have "line authority" over local agency managers. A local agency manager handles the requests of a District Manager because the Manager is a spokesperson for the community -- the recipient and user of city services -- and a fellow employee of the City of New York. Mutual respect and cooperation between the District Manager and Cabinet members help each do his or her job better.

District Planner

District Managers frequently serve as "idea" persons for the Community Board. As such, the Managers review community problems and agency performance and try to develop service improvement projects or budget requests which will improve service delivery or provide new services to solve specific problems. These project requests are sometimes made to local service chiefs at the Cabinet. At other times the issues will be raised at consultation sessions which sanitation, highways, parks and other community-serving agencies have with Boards on both a district- and borough-wide level as part of the preparation of the city's budget and agency service statements.

**COMMUNITY BOARD 14—
BROOKLYN MAPS
AND DETAILS**

**A PLAN
FOR THE IMPROVED
DELIVERY OF
SANITATION SERVICES**

within

BROOKLYN COMMUNITY DISTRICT 14



**CITY OF NEW YORK
BROOKLYN COMMUNITY BOARD 14**

A PLAN FOR THE
IMPROVED DELIVERY OF
SANITATION SERVICES
WITHIN
BROOKLYN COMMUNITY DISTRICT 14

Prepared for Community Board 14 by the Sanitation Task Force:

Ginny Gliedman, Chair, Sanitation Task Force & Chair, C.B. 14 Environment Committee

Steering Group S.T.F.

Alvin Berk, Glenwood Triangle Block Assoc.
Marjorie Nathanson, Prospect Park So. Neighborhood Assoc.
Jean Ackerman, EMNA, midwood Kings Highway Development Corp.
Rose Takvorian, Kensington/Flatbush Neighborhood Assoc.
Susan Bendern, Kensington/Flatbush Neighborhood Assoc.
Jon Benjuiat, Flatbush Development Corp.
Terry Rodie, Assistant District Manager
C.B. #14

Sanitation Task Force Members

Ester Berkowitz, Avenue M Board of Trade
Queen Barnwell, East 18th Street Block Assoc.
Wesley Baron
Myrna Tasman, Church Avenue Merchant's Assoc.
Jack Kennedy, Flatbush Tenants Council
Gene Gibbons, Caton Park Assoc
Hilda Cohen, East 19th Street Block Assoc.
Eileen Kutikoff
Susan Schwartz, East 18th Street Block Assoc.
William Boden, Albermarle Kenmore Neighborhood Assoc.
Lorraine Bennett, P.A., P.S. 152
Ralph Brasket, Flatbush Coalition of Community and Clergy
Walter Livingston, Flatbush Merchant's Assoc.
Abraham Lewis, Midwood Civic Action Council
Lew Harris, Greenfield Civic Assoc.
Geoges Dames, Woodruff Avenue Improvement Assoc.
Louis Schwartz, Community Board #14
Esther Cohen
Nate Halpern, East 29th Street Block Assoc.
Margaret Waters

CITY OF NEW YORK

BROOKLYN COMMUNITY BOARD 14

Edward I. Koch
Mayor

Howard Golden
Borough President

Ira B. Harkavy
Chairman

During the past two years, Community Board 14 has received hundreds of complaints about delivery of sanitation services within the Flatbush, Midwood and Kensington neighborhoods. Angered by the irregularity of refuse collection and street sweeping, residents and merchants have phoned or written the Board office to report the following conditions:

1. Missed collections -- garbage sitting curb-side for four or five days before being picked up.
2. Random collections -- collection trucks arriving unannounced many hours before the scheduled pickup.
3. Lack of service -- overflowing litter baskets on filthy commercial streets.
4. Inadequate collection frequencies -- uncollected garbage lying alongside public schools over the weekends, providing opportunities for arson and vandalism.
5. Restrictive alternate side parking regulations -- which inhibit shopping and result in a loss of business to local merchants.

Although the Board processed these complaints, the Sanitation Department did little to alleviate the rapidly deteriorating situation: their lack of resources caused them to play a desperate game of catch up which satisfied no one. By summer 1978, the two sanitation

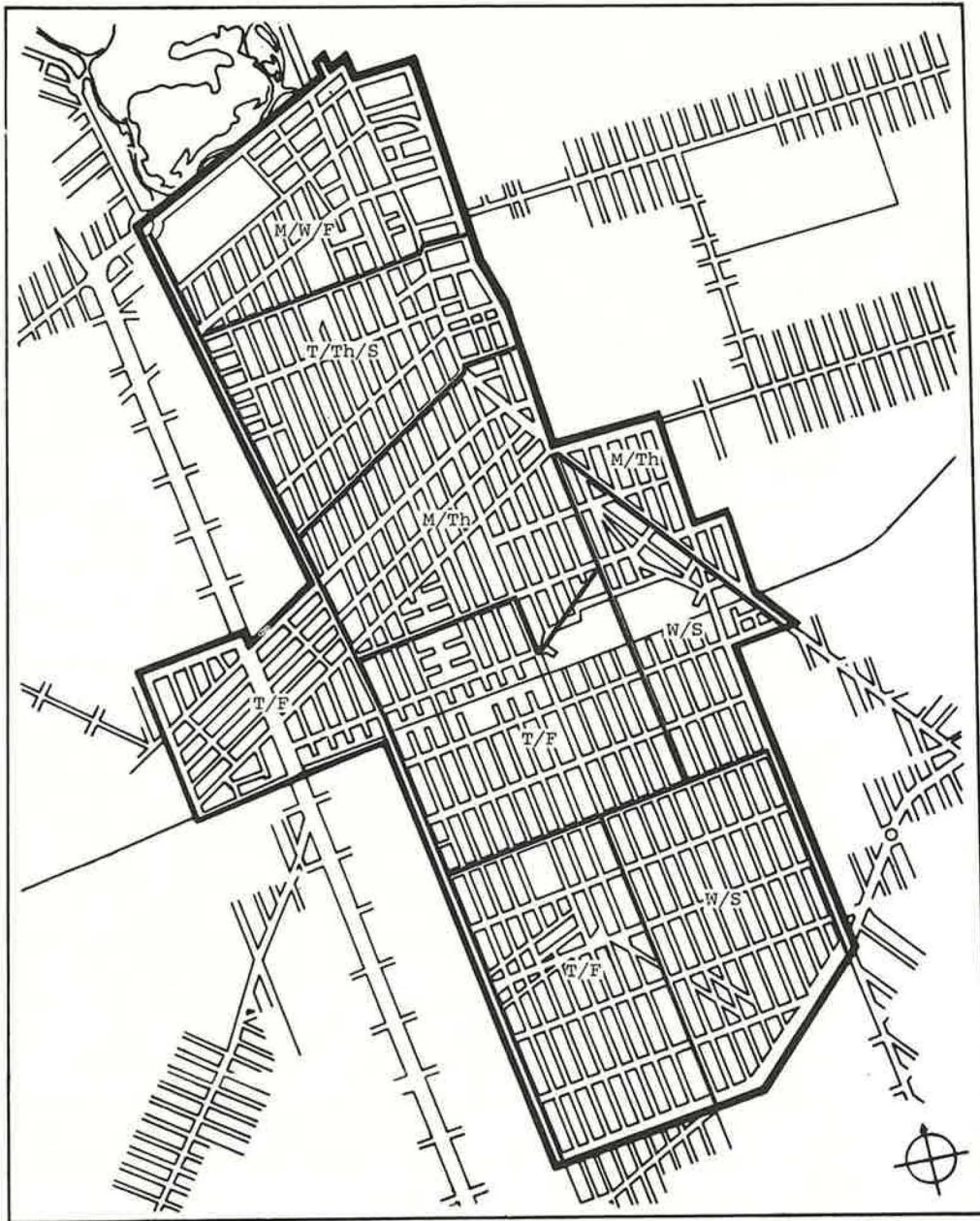
garages charged with servicing major portions of Community Board 14 had less than half of their trucks and mechanical brooms operative. Morale of officers and men was abysmal -- District Superintendents regularly filed transfer requests as soon as they learned of their assignments here, and citizen complaints increased as the Department resorted to round the clock operations in a futile effort to compensate for broken equipment and meet its schedules.

The Community District boasted an irate constituency, a tired workforce and reputedly the worst sanitation services in the city when, in August 1978, the Board responded to the "garbage crisis" by asking its neighborhoods to band together in a self help effort. Block and civic organizations, boards of trade, parents' associations, tenants' groups and the local development corporations as well as elected officials answered the Board's invitation to join its Community Environment Committee.

The Sanitation Task Force was then created and charged with the development of a service delivery plan for the entire community district. Task force members examined existing collection and sweep schedules, population density and amounts of garbage generated. They observed actual frequency of service delivery and solicited comments and suggestions from neighbors and storekeepers. They also familiarized themselves with department procedures, command structure and work rules, and manpower and equipment allocations in the local garages. All of this data, the needs

assessment and the operations review, provided the basis for the draft plan which the Task Force developed through the fall and presented to the Sanitation Department in December 1978. The community's proposal was well received particularly because the revised New York City Charter mandates that sanitation service districts become coterminous with Community Board boundaries by January 1, 1980. Each Board then will be serviced by its own sanitation district. The Board's development of its own coterminality plan provided the department and the community with a unique opportunity to work together for mutual good. Sanitation agreed that the community's priorities were sensible, that many of its suggestions were logical and feasible, and they consented to work together with Task Force representatives on the development of a final plan that would meet the objectives of both the community and the department, coterminality via citizen participation.

What follows on the next pages is the result of a joint effort of technicians and laypersons: a comprehensive plan formulated by the consensus of many people. The Sanitation Task Force feels these proposed collections and sweep schedules meet the needs of local residents and merchants in a fair and equitable manner within the existing levels of personnel and equipment available to our sanitation district. The plan is realistic: the Sanitation Department can meet these obligations. The community has instituted a structure for making necessary modifications to service delivery programs as the needs of its constituency change. Evaluation is easy and possible.



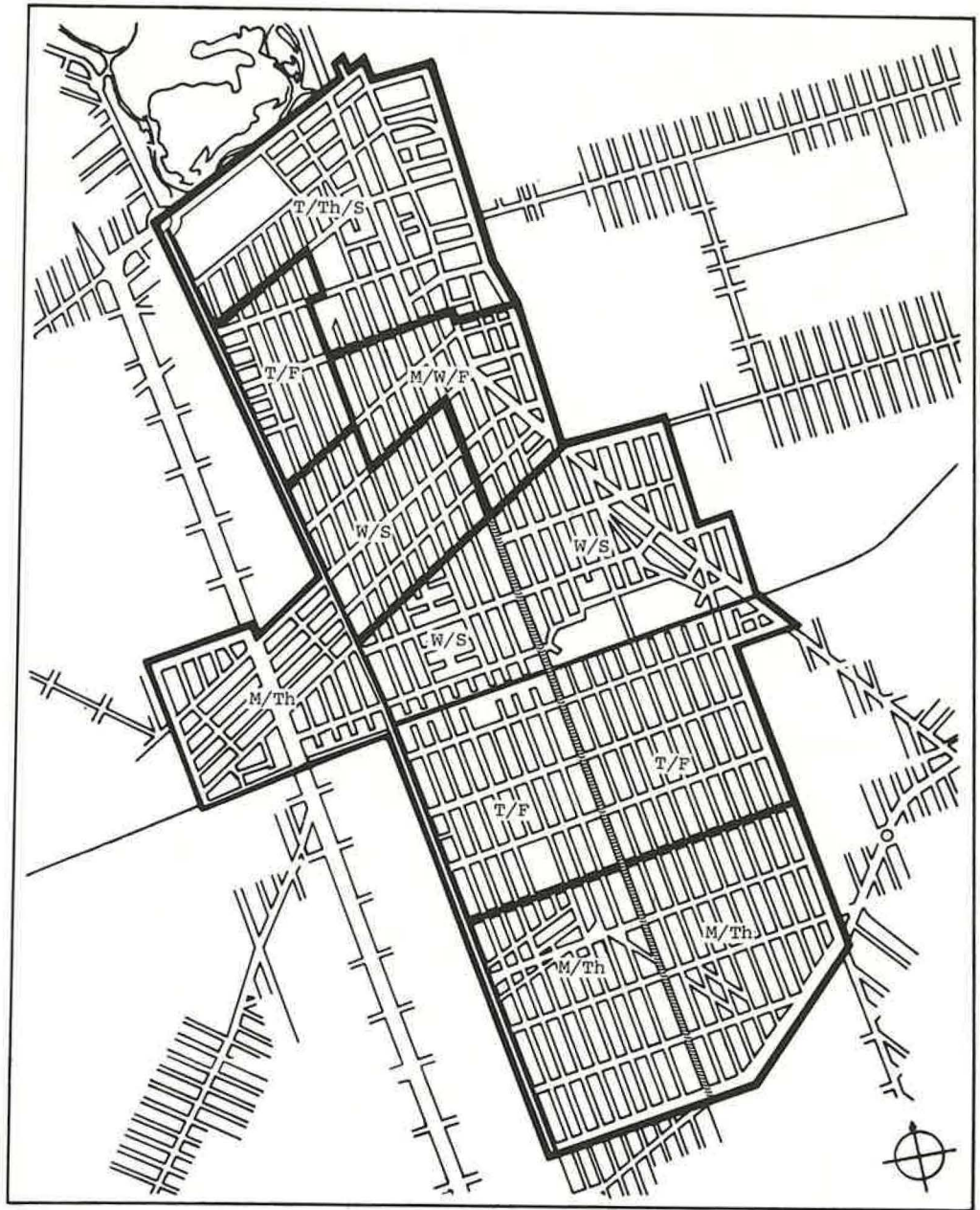
Please study this proposal carefully and feel free to contact the Community Board Office (462-5261) for further information, comments or suggestions. We urge you to request speaking time at the public hearing to be held on Monday, June 11, 1979 at 7:00 p.m. at Edward R. Murrow High School, East 17th Street and Avenue L.

BROOKLYN COMMUNITY DISTRICT 14

Existing
Collection Schedule

BROOKLYN COMMUNITY DISTRICT 14

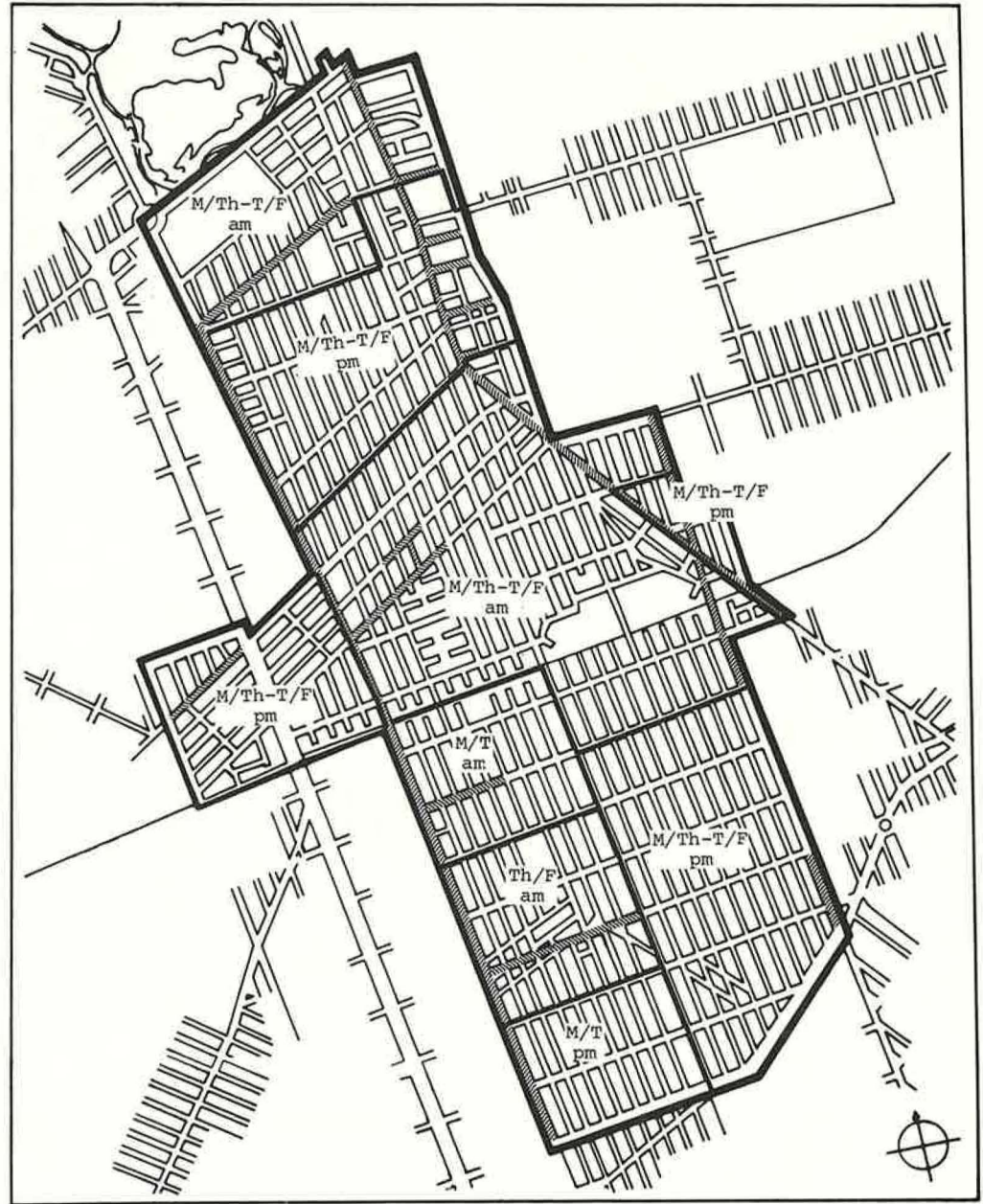
Proposed
Collection Schedule

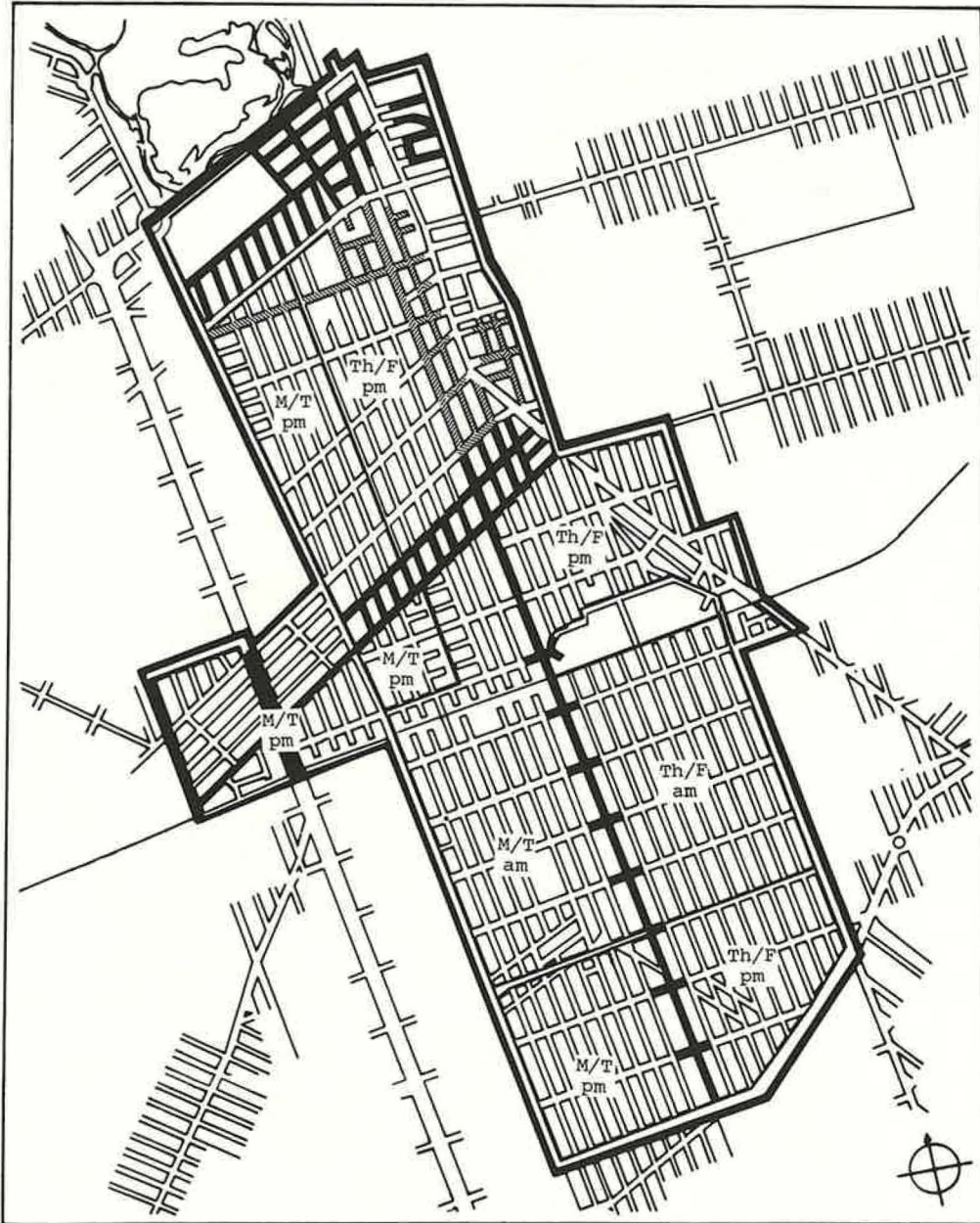


BROOKLYN COMMUNITY DISTRICT 14

Existing
Alternate Side Parking
and Street Sweeping Schedule

- am -- No parking 8 AM to 11 AM
 pm -- No parking 11 AM to 2 PM
 ▨▨▨▨ Parking meters
 (no parking 8 AM to 9 AM)





BROOKLYN COMMUNITY DISTRICT 14

Proposed Alternate Side Parking and Street Sweeping Schedule

- am -- No parking 8 AM to 11 AM
- pm -- No parking 11 AM to 2 PM
- AM sweep 4 times a week
- ▨ PM sweep 4 times a week

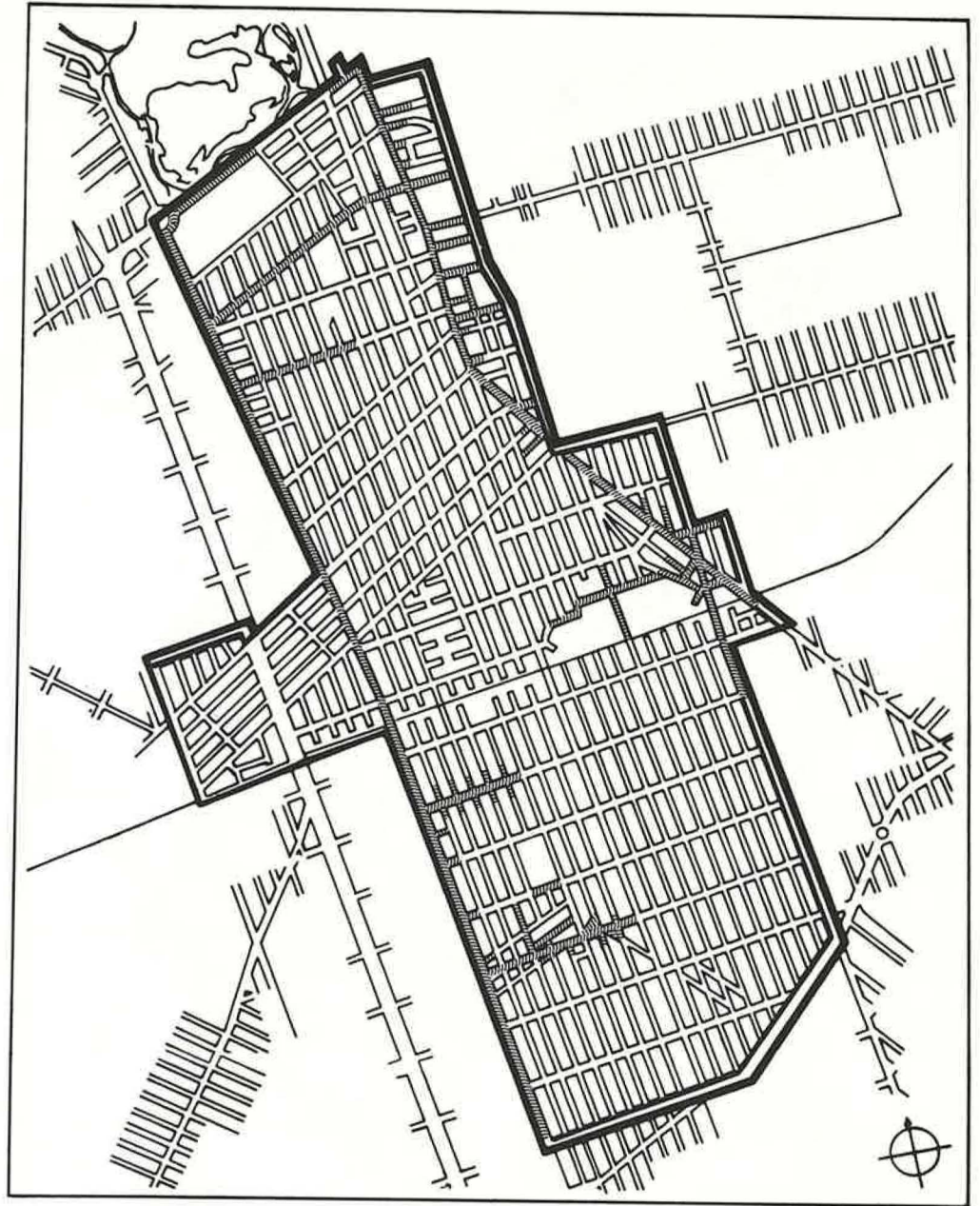
All streets are to be swept as shown except the streets scheduled for nighttime sweep. See Nighttime Sweep Schedule, next page.

BROOKLYN COMMUNITY DISTRICT 14

Proposed
Nighttime Sweep Schedule

▧ 12 midnight to 8 AM,
3 times a week per side

All metered areas not shown will
continue to receive the presently
scheduled 8 AM to 9 AM sweep.



SCORECARD AND OTHER PERFORMANCE MEASURES

Project Scorecard

Scorecard is a system originally developed by the Fund for the City of New York which provides objective measurements of street and sidewalk cleanliness by comparing actual conditions to predetermined photographic standards.

The Mayor's Office of Operations, which runs Scorecard, employs trained evaluation teams to rate a sample of streets and sidewalks in each of the city's 234 sanitation sections. The sample is selected on a statistical basis so that the level of cleanliness found in the sample should be an accurate measure of the cleanliness in the entire sanitation section. Streets and sidewalks are rated on a seven point scale which ranges from 1.0 (cleanest) to 3.0 (dirtiest). Based on a survey of the public's perception of acceptable and unacceptable levels of cleanliness, blocks with average ratings of 1.5 and lower are considered acceptable.



1.0
Perfectly Clean Street



1.5
Minimally Acceptable Cleanliness



2.0
Unacceptable Street



3.0
Dirtiest Rating

Each month, Scorecard determines an average cleanliness level for each sanitation section based on all the ratings taken in the section that month. In addition, Scorecard produces a monthly figure showing the percent of streets in each section which have acceptable cleanliness ratings. Comparisons of average cleanliness and percentage of acceptable streets are possible between different sections for a given month or between the same section for a given time period. Ratings for individual streets cannot be provided because the sample is confidential.

Scorecard can be a very useful tool for Community Board members as they research their service needs. Scorecard section ratings can help Board members determine whether resources need to be shifted within a sanitation district. If ratings in a district consistently show great variations in cleanliness between sections a shift in collection or street sweep frequency may be indicated.

In addition, Community Board members may wish to use the Scorecard standards to rate individual streets in the district.

The previous pages contain copies of pictures actually used by Scorecard as photographic standards. The first picture shows a perfectly clean street. This street would be rated 1.0. The second picture shows a street which would be rated 1.5, the minimally acceptable level of street cleanliness. This street has a few scattered pieces of refuse with gaps between the pieces. If the line of litter was fairly solid the street

would be rated above 1.5 and considered unacceptable. The third picture shows an unacceptable street. The last picture illustrates a street with the dirtiest rating (3.0). This street has a solid, heavily concentrated line of litter with no gaps.

"Do-it-yourself" Scorecard evaluations will give you a sense of the relative cleanliness of different streets. They should not be taken as an absolute. One-shot determinations of cleanliness may be misleading because street conditions can change. You may wish to sample each street several times. The timing of your observation is also important. Try to judge all streets at an equal time after the last sweeping. Don't judge the streets right after the sweeper has passed through. Wait at least until the next day.

When using Scorecard data, it is important to keep in mind that cleanliness is not solely a reflection of the Department of Sanitation's performance. Weather conditions and the collective behavior of pedestrians, motorists, homeowners, tenants, landlords, building superintendents, shopkeepers, commercial establishments and private carters all affect street and sidewalk cleanliness.

Other Management Indicators

In addition to Project Scorecard, the Department of Sanitation uses other management indicators to measure workload and performance in a local sanitation district. The list below gives some of the most important indicators. For many of these measures, the information can be obtained by sanitation section.

Total tons collected -- the amount of refuse collected in a given area (section, district) over a given time period (week, month...). This is a measure of the refuse generated and workload produced by an area.

Percent of loads uncollected daily -- the amount of refuse scheduled for collection but not picked up on the assigned day. A load equals approximately six tons of refuse. This indicator measures attainment of scheduling objectives.

Percent of collections made at night -- collections made on the assigned day but not during the regularly scheduled day shift. A high percentage of night collections indicates "stress" in the district's operations. Trucks must be used on two or three shifts and personnel must work on overtime or odd-hour shifts (such as 6 PM to 2 AM).

Total curb miles assigned for mechanical sweeping -- the amount of curb miles assigned to be swept by a mechanical sweeper. This measures the workload for street sweeping.



Percent of assigned curb miles swept -- the attainment of street sweep scheduling objectives by recording the percentage of curb-miles assigned for mechanical sweeping that is actually swept.

Percent of required vehicles out of service -- used for collection trucks, mechanical sweepers and other vehicles. It measures whether the number of vehicles actually needed on a given shift is available. For example, if ten collection trucks are needed for Tuesdays and only eight are available, 20% of those required are out-of-service.

Health and administrative summonses issued -- a record of the number of summonses issued by Sanitation police.

Number of derelict vehicles removed -- the number of abandoned cars without license plates "tagged" by Sanitation police and removed by a private contractor.

The District Superintendent records performance information for each of the above indicators on a daily basis in the District Operations Record Book. Each month a summary report is sent to the Borough Superintendent and to the Commissioner's Office. Ask your District Superintendent for performance reports for the past several months for each of these indicators. City-wide targets for these indicators can be found in the Mayor's

Management Report (August 1979). How does your district's performance compare to the city-wide targets? If your District Superintendent sets local targets, how did actual performance compare to planned performance?

GLOSSARY OF TECHNICAL TERMS

Every technical organization develops its own special "language." The following are terms commonly used by the Sanitation Department, together with their definitions. Other more technical terms and concepts are defined and described in the body of the GUIDE.

Barge: A flat-bottomed steel boat which can hold approximately 600 tons of refuse. Barges are towed by tug boats from Marine Transfer Stations (usually referred to as MTS's) to the landfill at Fresh Kills, Staten Island.

Barge Digger: An electric- or diesel-powered crane used to unload barges at the Fresh Kills landfill.

Central Repair Shop: The main repair shop for Sanitation motor equipment. Major repairs which can't be done at the district garages are done at the central repair shop in Queens.

Chart Days: A regularly scheduled day-off for a sanitationman based on the Department's work schedule ("the Chart"). The Department operates on a six-day week, but each sanitationman works a five-day week. The Chart Day system bridges the gap.

Civilian Patrol Corps: Community residents who assist the Sanitation Police in the enforcement of New York City's Health Code. Patrol Corps members can issue written warnings to violators. A copy of the warning is given to a Sanitation officer to follow up on and insure correction of the violation(s).

Cushman Haulster: A small, mobile one-man vehicle used for street cleaning.

District Operations Record Book: The record of daily operating performance within a sanitation district.

Dual Purpose Truck: A truck used for large bulk pickup and hauling debris, leaves and street dirt piles.

E-Z Pack: A front-loading collection truck which empties containers by lifting them to the top of the truck and then tilting the container. Containers are from one to eight cubic yards in capacity.

Front End Loader: An all-purpose vehicle which loads salt, snow and street sweepings onto other vehicles or sites. Front end loaders are used for lot cleaning and at household bulk disposal sites.

Heuristic Routing: The common-sense approach to planning a collection route. Routes are designed to be compact, continuous and start as close to a garage as possible.

Hoist Fitted Chassis: Vehicle which picks up containers ranging from six to twelve cubic yards in capacity and hauls them to disposal locations where the containers are dumped. The Hoist Fitted Chassis then returns the containers to their assigned locations.

Incineration: Controlled burning of garbage and other combustible materials in city-owned incinerator plants. Many of the Department's older incinerators have been closed because they couldn't meet air pollution standards (except at very great cost).

Macro Routing: The assignment of each collection route to a particular waste disposal site. The pattern of assignments is designed to make the most efficient use of all disposal facilities and to minimize the round-trip haul time for each truck.

Marine Transfer Station (MTS): A facility where collection truckloads are weighed and then transferred to barges. The MTS is a key part of the refuse disposal process; its location and capacity are major constraints on the effectiveness of cleaning and collection activities.

Micro Routing: The routing of collection trucks to minimize driving time and maximize efficiency. This is accomplished by reducing the number of "U" turns and other waste or "deadhead" time.

Night Differential: An additional 10% of the daily wage paid to all sanitationmen who work a night shift.

Night Shift: Any work shift in which four or more hours of the shift fall after 3 PM.

Out of Town Work: Assignment of a sanitationman to a work location outside of the Sanitation borough in which he normally works. (Remember: there are eleven boroughs in the Sanitation city.)

Productivity Team: A group of experienced Sanitation foremen who work with Superintendents on a district-by-district basis to improve productivity. (See Route Extension.)

Resource Recovery: The process of salvaging what is useful from discarded materials.

Route Balancing: The process of determining what constitutes a fair day's work and

dividing the tasks among crews so that they have equal workloads.

Route Extension: The modification of existing routes so that increased productivity can be achieved.

Sanitary Landfill: A site where refuse is disposed of after disinfection and is subsequently covered with earth.

Section Operations Record Book: The record of daily activities within each section of the Sanitation District.

Self-Help Program: A community outreach program with 12 offices located throughout the city. Self-Help representatives work with community groups, landlords, store owners and individual residents to improve the sanitary conditions. Self-Help acts as an intermediary between these groups and the Bureau of Cleaning and Collection.

Snow Warning: Indication that snow is probable within 12 to 24 hours. Spreaders are loaded and pre-positioned. Plows and chains are attached to trucks.

Traffic Snow Emergency: Declared by the Sanitation and Transportation Commissioners when serious traffic problems occur because of snow. Parking is banned on certain streets and cars without chains or snow tires are prohibited from traveling on most major streets. When a snow emergency is declared, personnel and equipment from the Departments of Transportation and Parks join in the snow clearing operations.

