

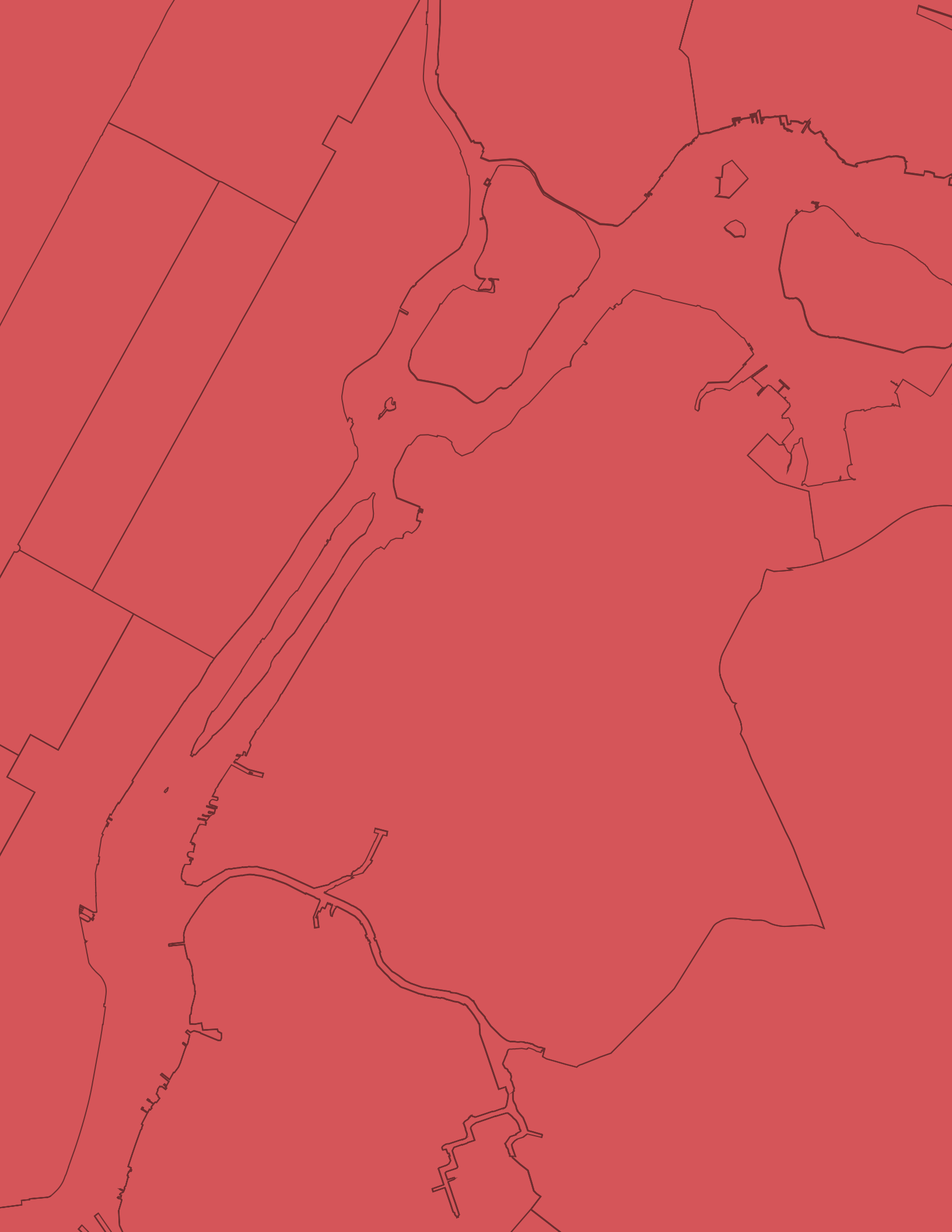
New York City Department of Sanitation

Commercial Waste Zones

A Plan to Reform, Reroute, and Revitalize
Private Carting in New York City



sanitation





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LETTERS FROM THE COMMISSIONERS



Fellow New Yorkers,

Three years ago, the Department of Sanitation, in collaboration with the Business Integrity Commission, set out to evaluate the City's commercial waste collection system—a network of more than 90 private carters operating across the five boroughs. This system is inefficient, unsafe, and unsustainable. It is broken.

Today, I am pleased to present *Commercial Waste Zones: A Plan to Reform, Reroute, and Revitalize Private Carting in New York City*. This is a comprehensive plan to create a safe and efficient collection system for commercial waste that provides high quality, low cost service while advancing our zero waste goals. It is a plan that will lead to a fairer, safer, more sustainable New York City.

In the coming months, as we conduct a thorough and comprehensive environmental review on this plan, we will welcome continued input and feedback from the public, workers in this industry and businesses across the city.

Together, we will realize this vision and revitalize our commercial waste collection system.

Sincerely,

A handwritten signature in black ink that reads "Kathryn Garcia".

Kathryn Garcia

Commissioner

Department of Sanitation



Dear Friends,

My agency, the Business Integrity Commission or BIC, has been regulating the trade waste industry for over 20 years. Once under the control of organized crime, this industry now enjoys a fairly open and competitive work environment.

But as the city has evolved and become more complex, new challenges for this industry have arisen. Collection routes have become too long and inefficient. There are far too many crashes involving trade waste trucks, resulting in serious injuries and deaths to pedestrians, cyclists, and other motorists. Once again, it is time for City government to step in and create a workable structure for this industry.

Led by DSNY with the assistance of BIC, the City's plan for commercial waste zones will address safety, environmental and infrastructure concerns. This plan reflects the hard work that DSNY has engaged in with all the relevant stakeholders in this process of reforming the local trade waste industry. BIC thanks DSNY for its leadership and we look forward to seeing this plan become a reality.

Sincerely,

Daniel Brownell

Commissioner
Business Integrity Commission

Executive Summary

Every year, more than 100,000 New York City office buildings, retailers, restaurants, manufacturers, and other commercial establishments generate more than 3,000,000 tons of waste—refuse and recyclables. While the New York City Department of Sanitation (DSNY) collects waste from New York City residents, a network of more than 90 private waste carters collect waste from businesses.

These private haulers, or carters, operate in a disorganized, competitive market plagued by inefficiency. In some parts of the city, more than 50 carters service a single neighborhood, and an individual commercial block may see dozens of private waste collection trucks on a given night. For drivers and waste collectors, routes are long—some have as many as 1,000 customers and cover all five boroughs. In this fiercely competitive environment, carters are fighting one another for customers, always willing to drive the extra mile for one more stop. These market forces lead to an unsafe, inefficient, and unsustainable environment that has trapped carters in a race to the bottom.

This plan lays out a framework for commercial waste zones (CWZ) that will constrain these inefficient routes and rein in the commercial waste sector. Under the proposed framework, private waste carters will compete for the right to service businesses within 20 geographic collection zones. Carters that win zone contracts will be required to meet strict standards for safety, customer service, and labor conditions, while offering a range of services and embracing innovative approaches to move New York City businesses toward a zero waste future.

Since 2010, private waste collection trucks have killed dozens of people on New York City streets. Carters often cut corners to remain competitive. Long, meandering routes can take 12 or more hours to finish, leading to driver fatigue and pushing drivers and workers to engage in unsafe practices—running red lights, speeding, and riding the rear step—to finish the route before dawn. Often, workers lack safety equipment and training, and carters cut back on necessary equipment maintenance. Allegations of wage theft, union busting and off-the-books employment are frequent, but a fragmented enforcement regime, with overlapping jurisdictions of federal, state, and local agencies, hampers efforts to investigate and validate these concerns.

All references in this plan to “private waste carters” or the “private carting industry” refer only to BIC-licensed carters that collect putrescible waste—refuse, recycling and organics—and not to other BIC-licensed or registered entities that collect construction and demolition debris (C&D), waste oil, or perform other services outside the scope of this plan.

Commercial waste zones will create a safe and efficient collection system that provides high quality, low cost service while advancing the City's zero waste goals.

The Business Integrity Commission (BIC), created to eliminate corruption and the influence of organized crime in the private waste industry, sets rules that regulate carter and customer contracts; however, many customers do not fully understand their rights. BIC sets a citywide rate cap, the maximum price that carters can charge for collection and disposal services, but enforcement of this cap relies on self-reporting by carters and customer complaints to BIC about overcharging.

City regulations require all businesses to recycle and certain establishments to divert organic waste, but the commercial recycling diversion rate between 25 and 30 percent lags behind the national average. Businesses that comply with the law and separate recyclable materials lack assurances from carters that these materials are collected separately and actually recycled. City inspectors regularly witness trucks dump comingled refuse and recyclables at transfer stations, and carters and businesses regularly deflect blame on each other for failed recycling practices.

Today's competitive market for waste services achieves its basic goal of collecting and handling the city's commercial waste, but it does so at the expense of public health, safety, sustainability, transparency, and equity. Only a complete reform of the commercial waste collection industry can right this balance and create an industry that meets the needs of 21st century New York City.

Over the years, the City has taken a piecemeal approach to address the failures of the current system, from Local Law (LL) 145 of 2013, which requires carters to upgrade their trucks to meet 2007 federal emissions standards, to new commercial recycling regulations that clarify the responsibilities of businesses, carters, and recycling processors. However, the fundamental dynamics of the industry have remained unchanged; the fundamental problem is one of design.

Our vision for commercial waste zones is to create a safe and efficient collection system that provides high quality, low cost service while advancing the City's zero waste goals.

This plan will reduce truck traffic by more than 60 percent—removing 18 million miles of truck traffic from NYC streets every year, while improving customer service, safety and labor standards, promoting fairness and transparency, and advancing efforts to reduce waste disposal and increase recycling.

PROGRAM GOALS

Zero Waste

Reduce commercial waste disposal and incentivize recycling

PAGE 33

Environmental Health

Reduce truck traffic throughout the city to reduce air pollution and improve quality of life for New Yorkers

PAGE 36

Pricing

Provide fair, transparent pricing with low prices for businesses large and small

PAGE 38

Customer Service

Strengthen customer service standards and establish accountability

PAGE 41

This plan will reduce truck traffic by more than 60 percent—removing 18 million miles of truck traffic from NYC streets every year, while improving customer service, safety and labor standards, promoting fairness and transparency, and advancing efforts to reduce waste disposal and increase recycling. Commercial waste zones will use a competitive solicitation process to grant carters the ability to serve customers within designated collection zones. In exchange for the right to service customers, carters will be obligated to meet contractual requirements aligned with the City’s program goals and objectives. This approach will provide NYC businesses with a robust, efficient, and reliable waste collection system. This will improve the quality of life for New Yorkers in neighborhoods across the city by creating safer streets, cleaner air, and quieter nights.

The City’s recommended framework for commercial waste zones is a nonexclusive system of 20 geographic zones with between three and five carters operating per zone. Implementing a nonexclusive zoning system promises a smooth transition for businesses and preserves customer choice, keeping prices competitive and quality of service high, while reducing truck traffic associated with waste collection. Pricing will be negotiated between individual businesses and carters, subject to rate caps for each carter determined through the competitive process. Billing will be fair and transparent so that businesses will only pay for the waste that they produce.

The City arrived at the proposed commercial waste zone framework through a yearlong, robust stakeholder engagement process. We will continue to build a successful policy through continued stakeholder participation and public input as we move into the environmental review and work with City Council to draft and enact authorizing legislation. The competitive solicitation process will begin in 2020, and we expect customer transition to begin by the end of 2021. We are committed to designing a commercial waste zone system that simultaneously improves quality of life for New Yorkers and meets the needs of both the business community and waste collection industry.

Health and Safety

Improve training and safety standards to make the industry safer for workers and the public

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Labor and Worker Rights

Improve industry labor standards and uphold worker rights

PAGE 47

Infrastructure and Waste Management

Prioritize investments in clean, modern fleets and facilities that make up a reliable, resilient, and sustainable waste management system

PAGE 48

Robust, Competitive Industry

Create a system that works for carters of all sizes and prevents overreliance on any single company

PAGE 50



Introduction

In 2015, Mayor Bill de Blasio released *One New York: The Plan for a Strong and Just City (OneNYC)*, the City's plan to become the most resilient, equitable, and sustainable city in the world. The plan laid out a broad set of ambitious goals, including: create healthy, vibrant neighborhoods; reduce greenhouse gas emissions by 80 percent by 2050; achieve Vision Zero; have the best air quality of any major city in the country; and send zero waste to landfills by 2030. Among the hundreds of initiatives, OneNYC committed to conducting a comprehensive study of commercial waste zones.

Beginning in 2015, DSNY in partnership with BIC led a study to assess the fundamental question of efficiency in the City's commercial waste industry: Would the creation of commercial waste zones dramatically reduce truck traffic associated with commercial waste collection? That 2016 study found that commercial waste collection zones would reduce truck traffic by 49 to 68 percent, measured in vehicle miles traveled (VMT). It also found that this approach would concurrently cut greenhouse gas and other air pollutant emissions from commercial waste collection by as much as two-thirds.

This plan builds on that initial work and presents the City's recommended framework for commercial waste zones. It represents the most significant milestone yet in the process of reforming New York City's commercial waste industry. Commercial waste zones will align the private carting industry with the City's overall vision of growth, equity, sustainability, and resiliency.

Commercial Waste Collection Today

Every night, more than 90 operational carters pick up refuse, recyclables, and organics from businesses in New York City. Establishments ranging from restaurants and retailers to office buildings and hospitals rely on private carters to collect their waste and keep their businesses running smoothly. New Yorkers also rely on these same companies to help keep their streets clean and garbage free.

However, these private carters operate in a disorganized market plagued by inefficiency. In some parts of the city, more than 50 carters service a single neighborhood, and an individual commercial block may see dozens of private waste collection trucks on a given night. [Figure 1](#) shows the number of private carters that service customers in each community district.

FIGURE 1

Number of private carters servicing customers in each Community District

Based on 2016–2017 BIC Customer Register

In some parts of the city, more than 50 carters service a single neighborhood, and an individual commercial block may see dozens of private waste collection trucks on a given night.

Number of carters per zone

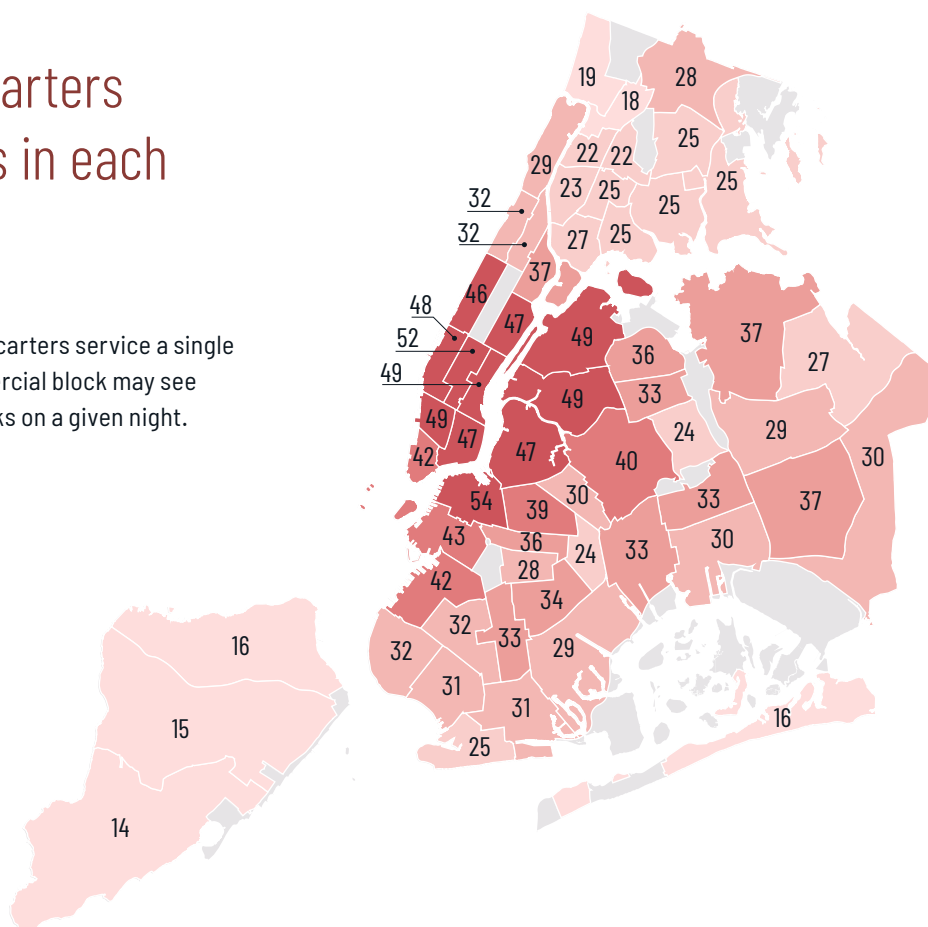
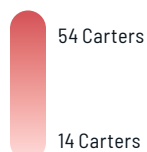


FIGURE 2

Truck traffic associated with just one day of operations in the city's private waste collection industry

Some blocks see as many as 400 garbage trucks pass by each day.



The project team analyzed routing data provided by BIC-licensed carters for four weeks spread over a one-year period. This analysis showed that there is significant overlap of collection routes from different carting companies, leading to an excess of truck traffic in local areas. A single city block may experience garbage trucks passing through as many as 400 times in a single day. A single route may have as many as 1,000 customer stops and well exceed 100 miles in length. These findings are not isolated to just one neighborhood; they apply to neighborhoods across the city.

The fundamental service that private carters provide is essentially interchangeable among the more than 90 carters that currently operate in New York City. They pick up the trash, making businesses' waste seemingly disappear from our streets in the middle of the night. For carters, the marginal cost of adding an additional customer is low, even if these customers are located far from the existing customer base. This dynamic has helped contribute to long, inefficient routes, some of which may take more than 12 hours to complete. [Figure 2](#) shows the truck traffic associated with just one day of operations in the city's private waste collection industry.

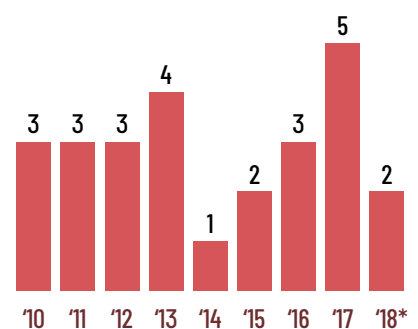
As a result of these inefficient routes, carters are forced to travel long distances to collect waste. Long distances to and from garages and transfer stations, where waste is tipped and transferred to trains or long-haul trucks for transport to final disposal, add to the already long routes. Routes today are largely based on customer preferences and may include customers who are located across areas much larger than the proposed zones; many routes service multiple boroughs in a single trip. Figure 4 shows all of the routes that serve customers in just one community district in the South Bronx. In one day, 34 trucks traverse four boroughs to service businesses in a neighborhood already overburdened by waste management infrastructure. These inefficient routes and unnecessary truck traffic adversely affect public health and the environment, worsening air quality, increasing greenhouse gas emissions, and causing excessive noise.

Long routes also create safety concerns. According to data from the federal Bureau of Labor Statistics, trash and recycling collectors have one of the top five most dangerous jobs in the United States. Public and private collectors often acknowledge the risks of the job, from uncertainty in handling unknown substances in waste containers to the difficulty of navigating traffic with twenty to thirty ton trucks. In New York City, these challenges are exacerbated by narrow roadways and congested streets. However, drivers for private carters face incredible pressure to complete long, meandering routes in the course of a shift. This leads them to engage in risky, dangerous, and often illegal behavior—speeding, running red lights, crossing the center line and driving the wrong way. Without these shortcuts, these drivers and their helpers would not be able to finish their work every night.

This dangerous behavior threatens the lives of New Yorkers across the city. Figure 3 shows the number of fatal crashes involving commercial garbage trucks collecting putrescible waste since 2010. Since 2014, the City has taken an aggressive approach to eliminating traffic fatalities through Vision Zero. Over that period, overall traffic fatalities have decreased by 28 percent. But fatalities related to the private carting industry have not decreased. Safety reform in this industry is paramount in order to save lives.

FIGURE 3

Fatal crashes involving commercial waste vehicles in New York City collecting putrescible waste.



These numbers include fatal crashes involving commercial waste vehicles in New York City collecting putrescible waste. This does not include fatal crashes involving C&D waste trucks or long-haul trucks leaving from transfer stations. These were excluded to highlight only the activity that would be reduced by CWZ.

*Through September



FIGURE 4

Map of Routes Servicing Customers in Bronx Community District 2

In one day, 34 trucks traverse four boroughs to service businesses in a neighborhood already overburdened by waste management infrastructure.

Each colored line is a different truck route.

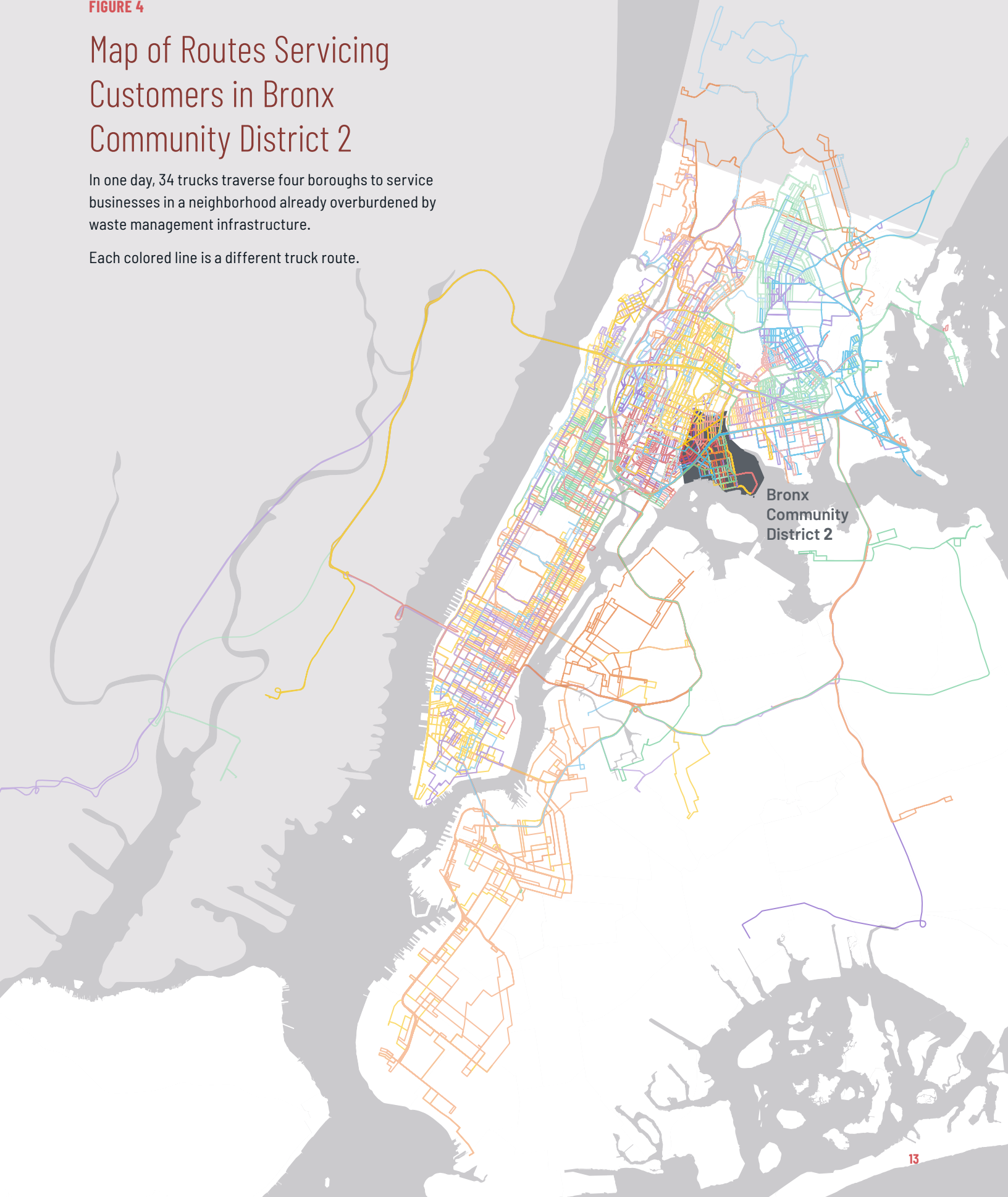


FIGURE 5

Overlapping Carter Activity in All Five Boroughs

Overlapping operations from different carters lead to an excess of truck traffic in local areas. This is true for commercial streets in all five boroughs.

For example, trucks from nine different companies will make stops on a two block stretch of 24th Street in Brooklyn to service 11 businesses.

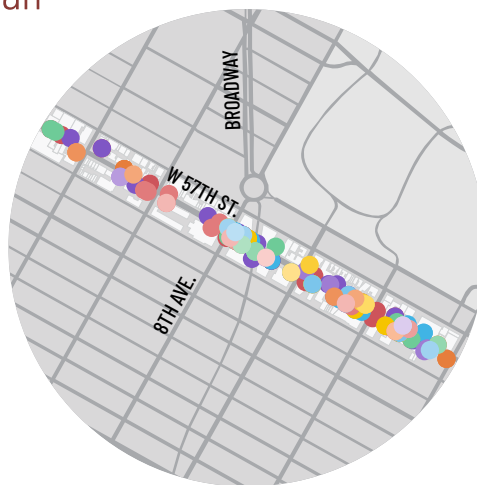
Each dot color represents a different carter making a collection stop.

The photograph on pages 16-17 shows a single strip mall serviced by five different carting companies.

W 57th St. Manhattan

Number of Customers
122

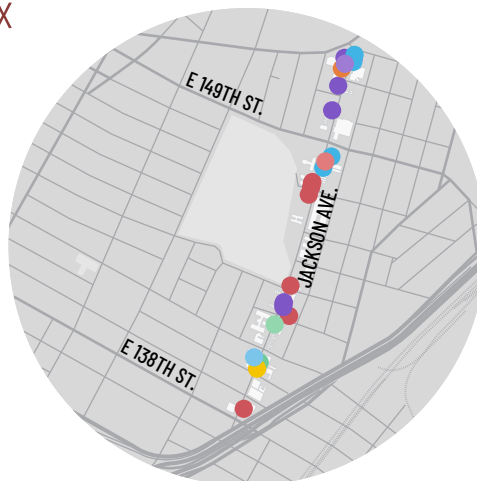
Number of Carters
26



Jackson Ave. Bronx

Number of Customers
25

Number of Carters
10



24th St. Brooklyn

Number of Customers

11

Number of Carters

9



55th Dr. Queens

Number of Customers

14

Number of Carters

11



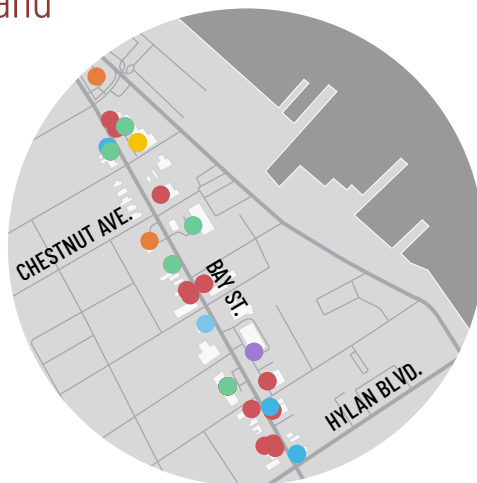
Bay St. Staten Island

Number of Customers

39

Number of Carters

7





The trucks used by private carters to complete these routes are older and more polluting than the trucks used by DSNY. The average truck used by private carters is 12 years old. Many of them have engines that lack modern controls on particulate matter (PM), nitrogen oxides (NO_x), and sulfur oxides (SO_x). These emissions are directly linked to asthma and other respiratory illnesses. In 2013, New York City Council passed LL 145, which requires all commercial waste carters licensed by BIC to install best-available retrofit technology or US EPA-certified 2007 engines in all heavy-duty commercial waste hauling vehicles by January 1, 2020. While this effort has likely already led to reductions in certain pollutant emissions from private waste hauling fleets, it is only a one-time requirement that does not require compliance with more recent US EPA standards for NO_x and greenhouse gas emissions. The cutthroat business environment often precludes substantial investments in alternative fuel or hybrid engine technologies that could further reduce emissions. The implementation of commercial waste zones will reduce truck traffic in the private carting industry by more than 60 percent, with concurrent reductions in air pollutant emissions.

↑ A single strip mall in Queens is serviced by five different carters.



From the customer perspective, the private carting industry is often opaque. Similar customers on the same block may be charged different prices for the same service, and stakeholder research shows that customers seldom know what their neighbors and peers are paying for similar services. Of 118,000 service agreements reported by carters to BIC in 2016, more than half were oral agreements without a corresponding written or signed agreement. The industry has high rates of cash payments, leading to inefficient and unsecure bill collection practices and potential underreporting of revenues.

Recycling has been the law for residents and businesses in New York City for more than 25 years. However, until recently City regulations have been confusing for businesses and difficult to enforce. As a result, many businesses have not separated their recyclables, and many carters have not offered their customers the full set of recycling services. Commercial diversion rates have remained stuck between one quarter and one third, but these rates are difficult to calculate due to voluntary and inconsistent reporting. While the City has taken steps to improve commercial recycling compliance and reporting over the past several years, the sector has substantial room for improvement to meet the City's zero waste goals.

Our Plan

This plan lays out a framework for commercial waste zones that will constrain these inefficient routes and rein in the commercial waste sector. Under the proposed framework, private waste carters will compete for the right to service businesses within twenty geographic collection zones. Carters that win zone contracts will be required to meet strict standards for safety, customer service, and labor conditions, while offering a range of services and embracing innovative approaches to move New York City businesses toward a zero waste future.

Our vision for commercial waste zones is to create a safe and efficient collection system that provides high quality, low cost service while advancing the City's zero waste goals.

Commercial waste zones will use a competitive solicitation process to grant carters the ability to serve customers within designated collection zones. In exchange for the right to service customers, carters will be obligated to meet contractual requirements aligned with the City's program goals and objectives. This approach will provide NYC businesses with a robust, efficient, and reliable waste collection system. This will improve the quality of life for New Yorkers in neighborhoods across the city by creating safer streets, cleaner air, and quieter nights.

The second chapter of this plan outlines the proposed physical design for commercial waste zones, a nonexclusive system of 20 geographic zones with between three and five carters operating per zone. Implementing a nonexclusive zoning system promises a smooth transition for NYC businesses and preserves customer choice, keeping prices competitive and quality of service high, while reducing truck traffic associated with waste collection. Pricing will be negotiated between individual businesses and carters, subject to rate caps for each carter determined through the competitive process. Billing will be fair and transparent so that NYC businesses will only pay for the waste that they produce.

Next, the plan details the goals that the City aims to achieve through the implementation of commercial waste zones and the requirements for carters under the program.

Lastly, the plan lays out the upcoming steps ahead of us as we work to implement commercial waste zones, including an estimated timeline for environmental review, competitive solicitation, and customer transition. This plan is also accompanied by several appendices, which are available for download at nyc.gov/commercialwaste.

Commercial waste zones will achieve a number of stakeholder-driven program goals:

Zero Waste

Reduce commercial waste disposal and incentivize recycling

Environmental Health

Reduce truck traffic throughout the city to reduce air pollution and improve quality of life for New Yorkers

Pricing

Provide fair, transparent pricing with low prices for businesses large and small

Customer Service

Strengthen customer service standards and establish accountability

Health and Safety

Improve training and safety standards to make the industry safer for workers and the public

Labor and Worker Rights

Improve industry labor standards and uphold worker rights

Infrastructure and Waste Management

Prioritize investments in clean, modern fleets and facilities that make up a reliable, resilient, and sustainable waste management system

Robust, Competitive Industry

Create a system that works for carters of all sizes and prevents overreliance on any single company

Stakeholder Engagement Process

The City developed the proposed commercial waste zones framework and this implementation plan through years of industry analysis and an extensive stakeholder engagement process. In just the last year, the project team has met with more than 100 different stakeholders, including commercial businesses of all sizes, labor groups, environmental justice advocates, private carters, Business Improvement Districts, real estate owners and property managers, trade organizations, other city agencies, traffic safety advocates, and elected officials. The City used the feedback it gained from this process to determine the program goals, the strategies for implementation, and the requirements of the agreements as outlined in this plan. Going forward, the City and project team will continue to engage stakeholders as we work toward implementation.

In fall 2018, DSNY will begin the environmental review of this plan, including opportunities for public comment, and the Administration will begin working with City Council to enact a local law authorizing the implementation of commercial waste zones. Throughout the development of this program, DSNY and BIC are committed to implementing a system that will provide environmental, quality-of-life, safety, and customer service benefits while simultaneously meeting the needs of both the business community and the waste collection industry.

This plan is only the beginning of a long-needed industry reform that will continue to evolve and strengthen over the next two years, culminating in the implementation of commercial waste zones. The City's contracts with carters will be long-term, have transparent and fair pricing and customer service mechanisms, require improved environmental performance, and ensure compliance with and enforcement of numerous existing and new requirements. CWZ will build on the current regulatory system, with a contract-based system where carters are subject to clear requirements stated in contracts and non-compliance can result in monetary penalties or termination of the contract. CWZ will provide stability to the commercial waste industry by providing carters with predictable business and promote long-term investments in recycling services, cleaner trucks, and advanced facilities.

Commercial waste zones represent the most significant reform of New York City's commercial waste industry since the creation of the Trade Waste Commission, the precursor to BIC, in the 1990s to remove organized crime and anti-competitive forces. This plan will create a modern, efficient, and equitable commercial waste system for New York City for decades to come.

Stakeholders

Businesses

Businesses large and small across the five boroughs, including retail, restaurants, offices, and industrial uses, as well as various trade associations

Building Owners and Managers

Commercial property owners and managers representing large portfolios of commercial real estate throughout the city

Neighborhood and Civic Associations

Business Improvement Districts from all five boroughs, plus organizations focused on the improvement, livability, and vibrancy of New York City

Carters

Numerous carting companies representing the full spectrum of NYC's current carting industry, as well as national and local waste industry associations

Environmental Advocates

Advocates for environmental justice, improvements in recycling, advancements in infrastructure, cleaner air, traffic safety, and good green jobs

Labor

The two largest labor unions representing NYC's private sanitation workers

Elected Officials

The Public Advocate and the Chair of the New York City Council Committee on Sanitation and Solid Waste Management



Commercial Waste Zone Structure

Commercial waste zones will serve as the basis for the future of commercial waste collection. Through CWZ, the City will award private carters the right to operate within certain designated collection zones through a competitive solicitation process. In exchange, carters will agree to provide service to customers in those zones and to meet contractual standards related to the City's program goals. Creating geographic boundaries to constrain carter operations will lead to dramatic reductions in truck traffic associated with commercial waste collection.

This section lays out the City's recommended design for the commercial waste zone system, including zone boundaries and carter operations.

Recommended Commercial Waste Zone Design

This recommended framework reflects more than a year of rigorous analysis of

existing operations in the commercial waste sector. The project team based this analysis on a number of data sources, including routing and customer data submitted by private carters to BIC. This is a complex market, and this analysis relies on conservative but reasonable assumptions to avoid oversimplifying the complex operational requirements and customer needs present in the industry today.

This approach will benefit all New Yorkers by reducing citywide truck traffic, improving air quality, reducing noise, and creating a more sustainable waste collection industry. The recommended design is also intended to serve the needs of customers and the private carting industry. The process to develop the CWZ design involved various iterations of potential zone designs based on a wide consideration of factors, including number of carters per zone, types of zone boundaries, and zone sizing. The project team created this zone design based on intensive data analysis and stakeholder feedback. The stakeholder feedback that informed this plan is summarized in Appendix D. A more detailed discussion of the zone design process and analysis can be found in Appendix E.

As shown in [Figure 6](#), the recommended zone design is for 20 zones with three to five carters operating in each zone for a total of 68 potential awards.

The zones are based on existing community district boundaries, and they fall within borough boundaries. They vary in geographic area, but each have a similar number of customers operating within their boundaries. The number of carters operating per zone varies based on projected waste tonnage and customer density. The proposed program is considered nonexclusive within the bounds of each zone; carters may compete with each other within a zone but may not provide service to customers outside of zone boundaries.

The project team considered several variables to develop this recommended design, including the number of zones, number of carters per zone, the size of each zone, and the relative diversity of each zone in terms of number and types of customers.

This plan recommends a system with 20 zones with three to five carters operating per zone, for a total of 68 potential awards.

Each zone has between 3,300 and 9,800 total customers and generates between 100 and 1,000 total tons of commercial waste per day.

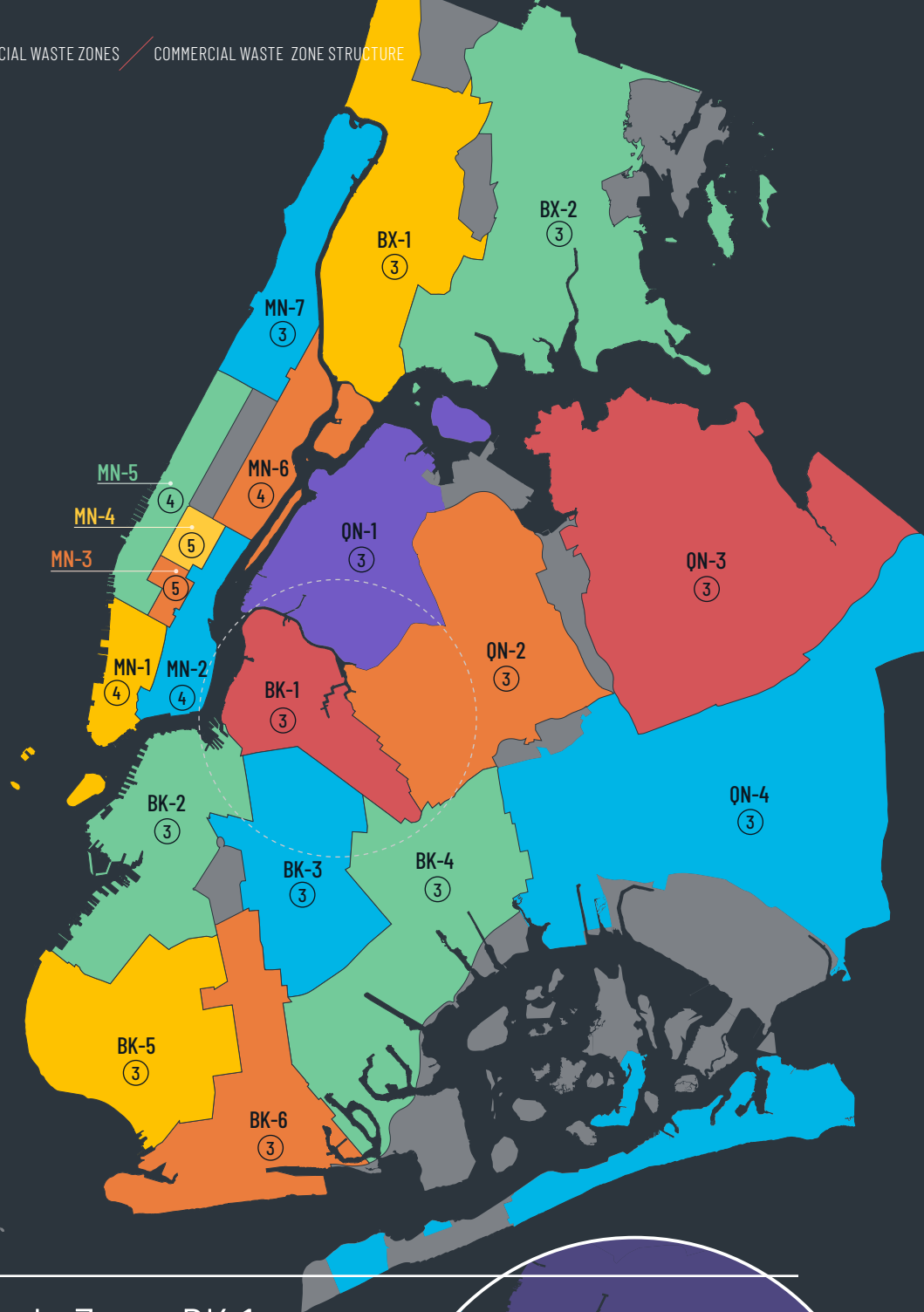
FIGURE 6

Recommended 20 Zone Framework

This map shows the recommended 20 zone framework with between three and five carters operating per zone. Zone boundaries are based on community district boundaries, and do not cut across boroughs. Consult Appendix E for detailed maps and information on each zone.

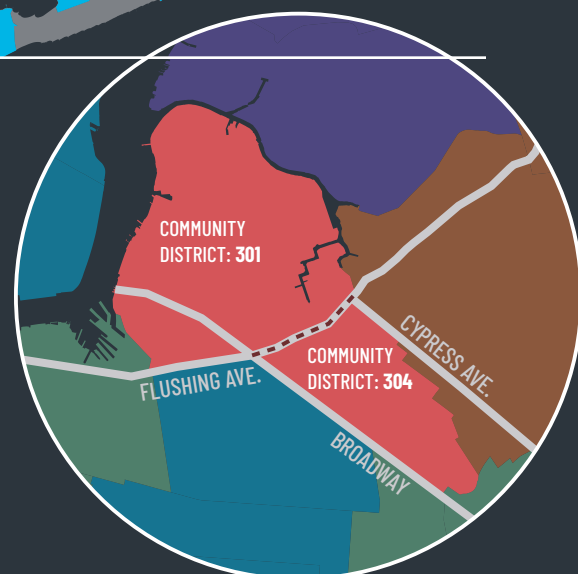
Number of carters to
operate in each zone

- ⑤ Carters
- ④ Carters
- ③ Carters



Example Zone: BK-1

Proposed Carter Cap	3
Carters Operating	48
Predicted Tonnage tons/day	270-310
Community Districts in Zone	301, 304
Customers	5,000-6,100



Nationwide industry research suggests nonexclusive zone systems typically lead to less disruption to customers since there are still multiple carters for a business to choose from. Allowing for competition in each individual zone can lead to greater flexibility for customers to negotiate price and customized service. In addition, a nonexclusive system offers opportunities for the diverse range of existing carter businesses to compete and maintain business under the new structure. All of this can occur without sacrificing the efficiency benefits gained by constraining routes to smaller geographic areas. Our modeling shows that a nonexclusive system, when compared to an exclusive system with just one carter per zone, has a similar degree of truck traffic reduction. In both cases, the creation of geographic operating boundaries yields significant efficiency improvements.

The City estimates that the creation of a nonexclusive, 20-zone commercial waste system will reduce truck traffic by 18 million miles from NYC streets every year, or approximately 63 percent from the current baseline conditions, as demonstrated in Figure 8. This estimate is consistent with previous estimates of a 49 to 68 percent truck traffic reduction found in the 2016 study.

Under this plan, each carter will be able to compete for any and all zones throughout the city based on their preferences.

The nonexclusive, 20-zone commercial waste zone system will reduce industry truck traffic by 63%.

The efficiencies gained are consistent with previous estimates derived from an exclusive zone model.



With multiple carters allowed to operate within a zone, there are opportunities for both large and smaller carters to win zone contracts. Smaller carters may benefit from a strong local presence in a given zone and knowledge of a particular neighborhood in the evaluation of proposals. This plan accounts for the current market structure and gives carters of all sizes the opportunity to compete in the new system. Additionally, the City will promote opportunities for an array of different carters by accepting proposals submitted by a consortium of carters or organized through a broker and by allowing subcontracting in certain circumstances.

The commercial waste zone system will focus on the collection of putrescible waste—refuse, recyclables, and organics. This plan excludes specialized or intermittent waste streams, which will continue to be collected in the current manner under existing City and State regulatory requirements.

The excluded waste streams include:

- Non-putrescible waste, also known as C&D
- Hazardous or radioactive waste
- Medical waste
- Electronic waste
- Textiles
- Yard waste (collected by landscapers)
- Junk haulers or one-time bulk waste services
- Grease
- Paper that is collected for the purpose of shredding or destruction

No carter will be able to win more than 15 zones. Qualification requirements will be further defined in the Request for Proposals (RFP).



FIGURE 7

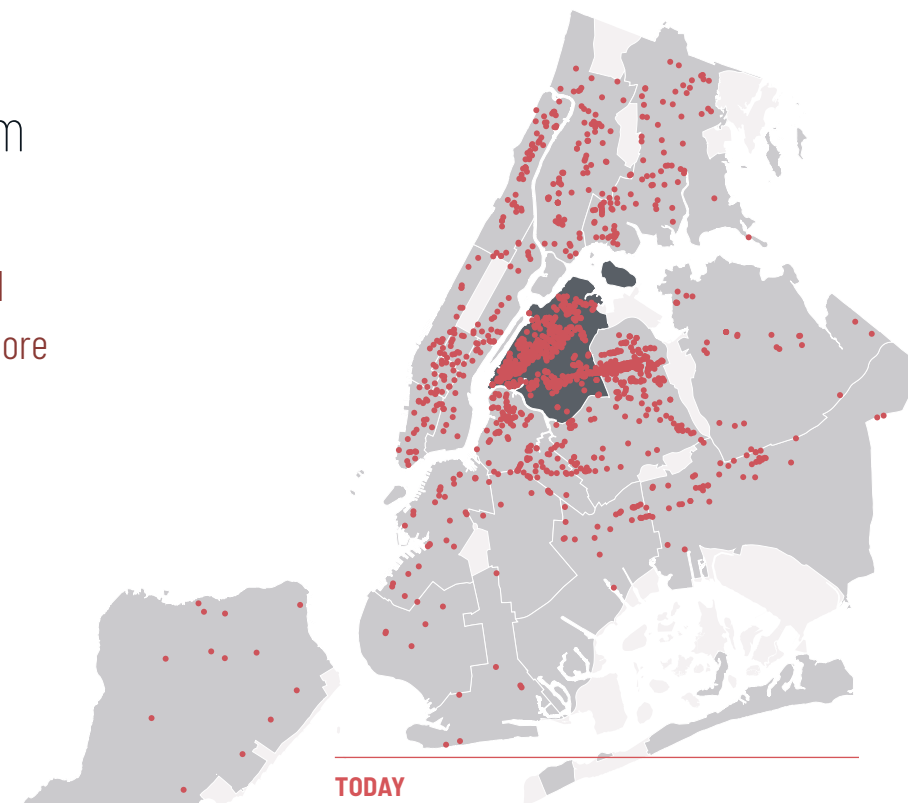
Efficiencies Gained from Baseline to Zoned System

This zone design will allow smaller and larger carters to be viable and hold denser customer bases for more efficient operations.

These maps show the customer density for a mid-sized carter with about 1,800 customers. Each dot represents one customer.

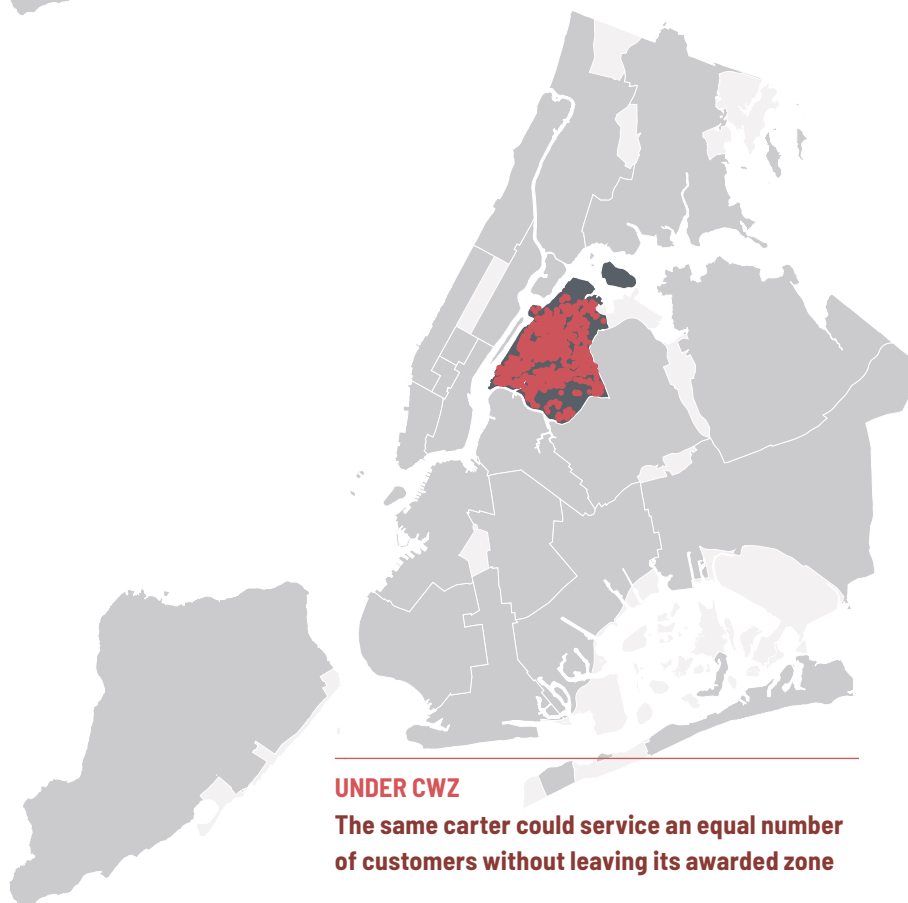
The top map shows the carter's current customers, which are spread across all five boroughs and all 20 zones, but primarily concentrated in western Queens.

The bottom map shows the same number of customers if that carter were awarded zone QN-1 and serviced one-third of the customers in that zone.



TODAY

One carter's current customer spread



UNDER CWZ

The same carter could service an equal number of customers without leaving its awarded zone

With a denser customer base, trucks will travel less between stops. Routes will be shorter and safer throughout the city.

These maps show a single refuse collection route.

The top map shows an actual route reported by a private carter to BIC with about 100 stops, about one-third of which are located in zone BK-1. This route is 117 miles long and is representative of the median route reported to BIC.

The bottom map shows what a route would look like under CWZ in zone BK-1. It contains the same number of customers as the present day route, but is only 31 miles long.



TODAY

A typical route traveled by one truck



UNDER CWZ

Routes may service the same number of customers, but will be significantly shorter in length

FIGURE 8

Truck traffic associated with just one day of operations in the city's private waste collection industry

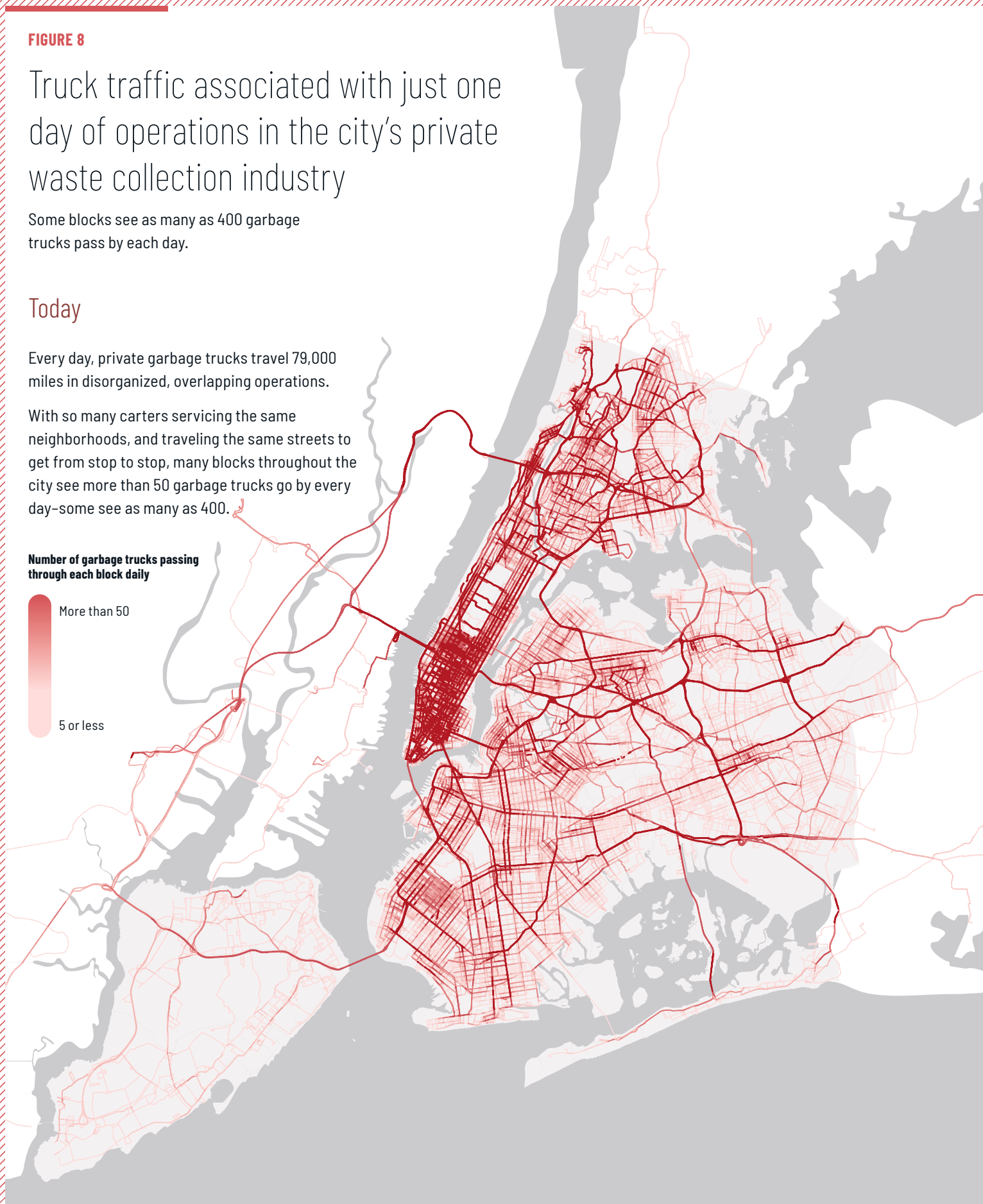
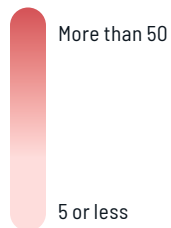
Some blocks see as many as 400 garbage trucks pass by each day.

Today

Every day, private garbage trucks travel 79,000 miles in disorganized, overlapping operations.

With so many carters servicing the same neighborhoods, and traveling the same streets to get from stop to stop, many blocks throughout the city see more than 50 garbage trucks go by every day—some see as many as 400.

Number of garbage trucks passing through each block daily

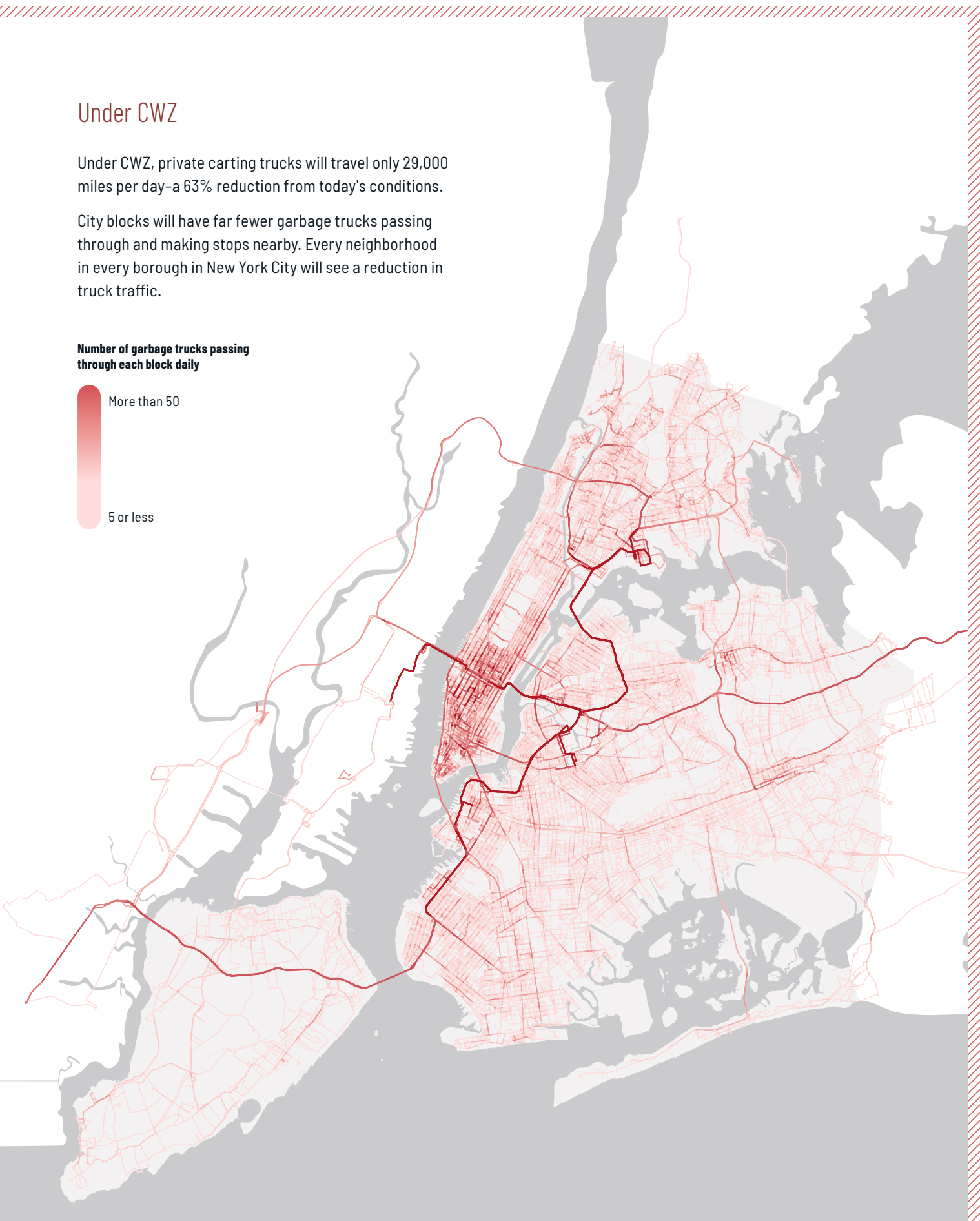
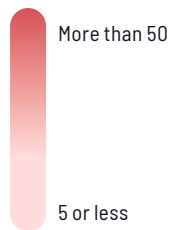


Under CWZ

Under CWZ, private carting trucks will travel only 29,000 miles per day—a 63% reduction from today's conditions.

City blocks will have far fewer garbage trucks passing through and making stops nearby. Every neighborhood in every borough in New York City will see a reduction in truck traffic.

Number of garbage trucks passing through each block daily





Program Goals and Requirements

To shape these program goals, the project team evaluated best practices from across the United States. In states from Florida to California and many in between, local jurisdictions have enacted various forms of commercial waste zones. While these case studies vary greatly in their scale, scope and approach, they have demonstrated that substantial improvements can be made based not only on the geographic requirements of the program, but also the requirements placed on carters in exchange for a contract to operate. Together with the extensive stakeholder engagement described previously, these best practices have informed the development of program goals for New York City's commercial waste zone initiative.

This section outlines these program goals and corresponding requirements for carters and, in some cases, customers. Together, these strategies will help us achieve our vision to create a safe and effective commercial waste collection system that provides high quality, low cost service while advancing the City's zero waste goals.

PROGRAM GOALS

Zero Waste

Reduce commercial waste disposal and incentivize recycling

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Reduce truck traffic throughout the city to reduce air pollution and improve quality of life for New Yorkers

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Provide fair, transparent pricing with low prices for businesses large and small

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Strengthen customer service standards and establish accountability

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Improve training and safety standards to make the industry safer for workers and the public

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Improve industry labor standards and uphold worker rights

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Infrastructure and Waste Management

Prioritize investments in clean, modern fleets and facilities that make up a reliable, resilient, and sustainable waste management system

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Robust, Competitive Industry

Create a system that works for carters of all sizes and prevents overreliance on any single company

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Zero Waste

PROGRAM GOAL

Reduce commercial waste disposal and incentivize recycling

Requirements Overview

- ✓ Submit Zero Waste Plan
- ✓ Must provide recycling collection to all customers and offer organics collection
- ✓ Organics and recycling must be priced lower than refuse
- ✓ Offer third-party waste audits to customers

In April 2015, Mayor de Blasio released *OneNYC*, which set an ambitious goal of sending zero waste to landfills by 2030. *OneNYC* builds on previous commitments made in DSNY's comprehensive 2006 Solid Waste Management Plan and in the 2011 *PlaNYC* report with an increased focus on residential waste reduction, organics separation and processing, expanding recycling opportunities, and reducing commercial waste generation and disposal to landfills.

According to *OneNYC*, commercial establishments generate roughly three million tons of waste each year, less than one-third of which is currently recycled. *OneNYC* calls for New York City to reduce commercial waste disposal by 90 percent by 2030 through a combination of legislative reform, public-private partnerships, and incentives. Comprehensive commercial waste reform as outlined in this plan represents the City's greatest opportunity to achieve this goal and will lead to a step change in waste and recycling practices in the commercial sector.

Recycling and Organics Collection

A primary goal of CWZ is to increase recycling and organics diversion. To achieve this goal, all carters that provide service within commercial waste zones will be required to provide recycling and organics collection in addition to refuse collection as standard services. Carters cannot opt out of providing these services to all customers and cannot refuse to collect these waste streams from any customer. Carters will be allowed to form consortiums or subcontract with other carters for these services.

Carters and customers will be required to comply with any existing laws regarding recycling and organics separation, and they will be required to comply with any new or revised laws or regulations enacted during the contract term. Customers will be responsible for ensuring that they follow the laws regarding recycling, including signage, education, separation and set-out requirements. Carters will be responsible for collecting the waste streams, keeping the waste streams separated, and ensuring that they are properly disposed of. Carters must ensure proper disposal for the appropriate waste streams and report to the City the amount of waste and recyclables collected and the destinations of each material type. These reports must be made available to customers upon request or be posted on the carter's website.

To promote increased recycling and organics separation, the RFP will require a stratified pricing structure to incentivize businesses; rates for recycling and organics will be lower than rates for refuse. The exact discount for each commodity will be identified in the RFP. In the long-term, the City expects that costs for providing recycling and organics collection services will be comparable to or less than the cost of providing refuse collection services; however, short-term market fluctuations may require that revenues from one stream cross-subsidize the costs of others. The pricing structure will be designed to be transparent among carters, customers, and the City, as explained in the following sections.

Innovative Practices for Zero Waste

Additionally, as part of the solicitation process, each carter will submit a Zero Waste plan. The Zero Waste plans will be reviewed, and carters with better, more ambitious diversion plans will receive a higher consideration during the solicitation review. These Zero Waste plans should propose innovative practices to support waste reduction, reuse, and recycling in businesses, potentially including:

- Partnerships with local organizations that run food rescue programs or other waste reuse programs
- Outreach and education for customers, including in languages other than English
- Commitments to rigorous waste reduction or diversion targets
- Additional services tailored to local businesses (for example, a carter submitting a Zero Waste plan for a zone with a high share of clothing and fabric manufacturers, wholesalers and retailers may offer a supplemental textile collection service)
- Investments in infrastructure for recycling and organics collection and processing
- Subcontracting with local or community-based carters (i.e., microhaulers) that offer specialty services

CREATIVITY COUNTS!

The competitive solicitation will encourage innovative solutions and partnerships.

For example, a carter could partner with a local food rescue organization to encourage the donation of leftover food even before it becomes waste.

Commercial Recycling Rules

Since the early 1990s, businesses have been required to recycle. However, for more than two decades, regulations were complex and hard for businesses and their employees and patrons to understand. Diversion categories varied based on business type, and enforcement was difficult for City inspectors. OneNYC called for DSNY to revise these commercial recycling regulations to streamline requirements.

In February 2016, DSNY and BIC adopted revised commercial recycling rules for commercial generators, private carters, and recycling centers. The revisions simplified requirements to make recycling easier to understand for businesses—New Yorkers now recycle the same products at work and on the go as they do at home and in school. The new rules eliminate the requirement that different businesses recycle different types of materials, and they permit carters to offer single-stream recycling.

Since the new rules were adopted, DSNY has conducted more than 10,000 site visits to businesses in all five boroughs to educate business owners and employees about recycling requirements. DSNY has also held 130 in-person trainings and events attended by 1,700 business representatives. DSNY and BIC began enforcing these new rules in August 2017.

Commercial Organics

Businesses in New York City generate approximately 650,000 tons of food waste per year. Diverting this material from landfills—to be used as a natural soil amendment through composting or clean, renewable energy through anaerobic digestion—is a key component of the City’s goal of sending zero waste to landfills by 2030. Keeping food scraps and other organic waste out of landfills also reduces the emissions of methane gas, a harmful greenhouse gas and major contributor to climate change. Encouraging businesses to reduce, rescue, and recycle organic waste is critical to meeting the City’s greenhouse gas emissions reduction goals.

In 2013, the City Council passed LL 146 of 2013, which requires DSNY to assess available regional capacity to process organic waste and designate certain categories of businesses that must separate this material for composting or digestion. Since that law took effect, DSNY has twice designated groups of businesses as covered establishments under this law.

Today, the following categories of businesses are required to source-separate organic waste:

- Food service establishments with a floor area of at least 15,000 square feet
- Food service establishments that are part of a chain of 100 or more locations in the city of New York
- Retail food stores with a floor area of at least 25,000 square feet
- Food service establishments in hotels with 150 or more rooms
- Arenas and stadiums with a seating capacity of at least 15,000 people
- Food manufacturers with a floor area of at least 25,000 square feet
- Food wholesalers with a floor area of at least 20,000 square feet

DSNY will continue to annually survey regional organics processing facilities and will designate additional covered establishments as processing capacity becomes available.

These Zero Waste plans will be incorporated into contracts with the carter to ensure they are realistic and enforceable once the carter is awarded the right to service customers in a zone. Carters that fail to take steps outlined in the contractual Zero Waste plans will be subject to penalties.

Waste Audits and Studies

When customers first enter a contract with a carter, the carter must offer third party waste audits/assessments, at no extra charge, to help customers divert more recycling and organics. The assessments will identify materials being generated at the site, identify what can be diverted, and assist in providing the appropriate size containers if needed. These assessments would be optional and upon customer request. Carters should also detail the customer’s responsibilities regarding recycling laws at the start of service and periodically thereafter.

Periodically, carters may also be required to conduct waste generation estimates and waste characterization studies for a representative sample of the customers and provide the results of these studies to the City. These studies will help the City develop outreach plans and programs, and assess the outcomes of carters’ Zero Waste plans.

Environmental Health

PROGRAM GOAL

Reduce truck traffic throughout the city to reduce air pollution and improve quality of life for New Yorkers

Requirements Overview

✓ Comply with fleet upgrade or retrofit requirements in LL 145 of 2013

✓ Install on-board GPS tracking

This plan will reduce environmental impacts from truck traffic and reduce harmful air emissions across New York City. As discussed previously, the implementation of commercial waste zones will reduce truck traffic associated with commercial waste collection by more than 60 percent, eliminating more than 18 million miles of truck traffic from NYC streets every year. These reductions in truck traffic will lead to concurrent reductions in fuel consumption and emissions of both greenhouse gases and criteria air pollutants, which are linked to asthma and other respiratory illnesses. This plan complements the City's efforts under *OneNYC* to achieve the cleanest air quality of any major American city and reduce greenhouse gas emissions by 80 percent by 2050.

By creating 20 distinct collection zones, this plan will dramatically shorten carter routes by increasing customer density for individual carters. Under normal operating conditions, collection routes will be constrained by zone boundaries—a truck servicing customers in one zone may not leave to service customers in another zone.

In the CWZ system, carters will be able to optimize and adjust their routes to meet customers' needs and minimize their truck traffic and miles traveled. Contracts will require routes and trucks be tracked through on-board GPS tracking software, with either data transfer or periodic reports to the City contract management team to assess progress on routing optimization and efficiency.

Improved Air Quality

Under LL 145 of 2013, all carters are required to operate trucks with 2007 engine model year or newer or install best-available retrofit technology by January 1, 2020. This law will reduce PM emissions and other criteria pollutant emissions associated with commercial waste collection. The requirements in this law take effect before the customer transition for commercial waste zones, and all carters operating under CWZ will be required to demonstrate full compliance with LL 145. The implementation of commercial waste zones, by reducing truck traffic more than 60 percent, will further reduce air pollutant emissions.

Additionally, carters with clear plans to implement other operational best practices, adopt technologies to reduce air pollutant and greenhouse gas emissions, and promote other sustainable solutions will be given higher consideration during the solicitation review process. These practices may include the adoption of alternative fuel vehicles, including compressed natural gas and electric trucks, or other fuel efficiency measures.

TRUCK TRAFFIC REDUCTION

This plan will reduce truck traffic associated with commercial waste collection by more than 60 percent, eliminating more than 18 million miles of truck traffic from NYC streets every year.

Other Benefits

Reducing truck traffic associated with commercial waste collection will inherently lead to co-benefits in other areas. Fewer trucks means less nighttime noise, less roadway degradation, and improved quality of life in neighborhoods across New York City.

The contracts will include requirements related to the control of noise, dust, odor, litter, and other nuisances along truck routes, at collection stops, and at places of concentrated truck activity, such as garages and transfer stations. Carters will be responsible for cleaning up spilled waste if bags break or containers spill when they are collected. Limiting the number of carters operating in each zone will give the City greater enforcement ability over these quality-of-life violations.



Pricing

PROGRAM GOAL

Provide fair, transparent pricing with low prices for businesses large and small

Requirements Overview

- ✓ Propose a maximum rate at or below which the carter must provide service to any customer within a zone
- ✓ Each customer must have a written service agreement outlining rates and any fees
- ✓ Customers receive one monthly bill, regardless of subcontracting

Today, the maximum prices that private carters can charge their customers for waste collection services are governed by a citywide rate cap set by BIC and reviewed at least every two years. The rate cap, based on a price per cubic yard or per 100 pounds of waste, is the maximum amount that the carter can charge the customer either in a variable billing scenario, where the customer pays based on the actual amount of material collected, or in a fixed billing scenario, where the carter and customer agree on a fixed monthly rate based on an estimated monthly waste generation. Carters can charge any price below the rate cap, subject to negotiation with individual customers.

Under commercial waste zones, carters will bid their own rate caps as part of the competitive solicitation process. These caps, similar to the current BIC citywide rate cap, identify the maximum rate that each carter can charge a customer for waste collection services. The rate caps may vary among carters within a zone and among zones for the same carter. This cap is the rate at or below which the carter must provide service to any customer in the zone, subject to the service provisions described below. Individual customers can negotiate with carters or solicit proposals from all carters within the zone to receive pricing at a rate lower than the cap. In this model, carters can continue to offer either variable or fixed billing options, consistent with current practice. For fixed billing customers, carters will be required to provide regular waste audits to determine material volume on which the fixed bill is set.

In both billing scenarios, the rate caps proposed by carters must account for all relevant operating expenses, including disposal, garage and truck maintenance, payroll, other operating and administrative fees, and profit. Similar to the current BIC rate cap hearings, the City will develop an adjustment process by which carters can petition for changes to rate caps based on long-term changes in market conditions. Such a process will be described in the RFP.

In the competitive solicitation process, the City will base at least 40 percent of respondents' overall scores on low pricing as determined by proposed rate caps. Carters may also be asked to submit average and minimum rates; however, the rate cap will be the primary measurement of pricing.



LOW PRICES TO CUSTOMERS

Pricing will account for at least 40 percent of overall score in the solicitation review, favoring carters that can keep costs low.

Where possible, rates should be set based on cost per 100 pounds rather than cost per cubic yard so that such weight-based factors as disposal fees can be transparently assessed for customers. In some instances, volume-based pricing may be more appropriate, and factors for conversion of weight-based units into volume-based units will be outlined in the RFP.

Where customers request service conditions that exceed the baseline service standards required by the City, carters may charge supplemental charges. Carters should clearly outline these charges, in general, in the competitive solicitation process, and any extraordinary charges will be subject to review and approval by the City. Situations allowing for such extra service fees may include the leasing or rental of compactors and roll-offs, servicing locked containers, container cleaning, container overfill, blocked access due to customer, extra or unscheduled pickups, waste stream contamination, improper recyclables separation and sorting, and late payment fees. However, service charges will not be allowed for locking/unlocking or opening/closing gates and the rental of containers or dumpsters other than compactors and roll-offs.

The City will provide carters and customers with a standard service agreement that will include weight-based pricing for either fixed rate or variable rate billing. Each customer will receive only one monthly bill, even if a carter chooses to subcontract certain services to another company.

Cost Implications of Commercial Waste Zones and Other Baseline Conditions

As described above, low-cost pricing will make up at least 40 percent of the rating criteria the City uses to assess potential carters under commercial waste zones, and the City has emphasized low pricing as a top priority for this program. Stakeholder feedback has been especially robust around this issue. Other preceding or simultaneous policies may affect baseline costs prior to the CWZ implementation. Due to the number of zones contemplated and carters selected for each zone, it is difficult to develop precise cost estimates for collection of putrescible, recyclables, and organics for each customer typology under a CWZ system. Nonetheless, this section describes potential changes in both baseline pricing conditions (that would change regardless of CWZ) and action conditions (that would change as a result of CWZ).

There are several factors that are likely to increase the baseline cost of commercial waste collection in the coming years, independent of the implementation of CWZ. These primarily include:

1. Costs required to upgrade trucks to comply with LL 145 of 2013, as described above.
2. Costs required to comply with revised source separation and recycling requirements for both designated recyclables and organic waste. While recycling has been mandatory for all commercial businesses for at least two decades, the confusing and unclear language of previous regulations made them difficult to enforce. As the City continues to enforce compliance with the revised recycling regulations, carters may dispatch additional trucks to manage source-separated materials, which could lead costs to increase.
3. Markets for recyclable materials fluctuate over time due to a number of factors. Recently, trade restrictions imposed by China and other market conditions have led to declining commodity values, especially for mixed paper. As a result, these revenues are less likely to offset the cost of collection.

The following factors are expected to decrease the average cost as a result of commercial waste zones:

1. The proposed pricing system under CWZ will be similar to the current system regarding rate caps and competition. Selected carters will compete with other selected carters for customers in a given zone and will be able to lower prices to be more attractive to customers.
2. By establishing zones with densely concentrated customer pools and shorter routes, carters will experience reduced operational costs, including truck maintenance and fuel. Individual truck shifts will also be shorter and more productive under commercial waste zones.
3. The City will use a competitive solicitation process that prioritizes lower rates and takes advantage of large scale negotiating position not available to many small customers today.
4. Long-term contracts will enable carters to better amortize equipment and facility costs, and negotiate more favorable and predictable terms and conditions for recycling and disposal arrangements.

Some requirements under commercial waste zones may increase costs, including more robust reporting requirements, information technology upgrades, and a nominal contract administration fee paid to the City. The project team will further analyze both baseline and action cost implications as part of the environmental review, as well as the degree to which any cost increases are offset by the system's anticipated cost savings.

Customer Service

PROGRAM GOAL

Strengthen customer service standards and establish accountability

Requirements Overview

- ✓ Submit a Customer Service Plan
- ✓ Maintain website and call center or centralized phone number
- ✓ Each customer must have a written service agreement outlining service requirements

Consistent, responsive, and dependable service was among the top concerns expressed by stakeholders representing the business community. Commercial waste customers include businesses of every type, from corner bodegas to commercial office towers. The City will use the CWZ program to ensure that carters provide high quality customer service that meets the needs of businesses of all types. First and foremost, the City will outline baseline customer service standards in the RFP that will be included in all carter contracts. This will guarantee that even the smallest businesses in the furthest corners of the city receive the same quality of service as larger businesses in the central business districts. As described above, carters may define supplementary services that may be provided to customers at their request through the competitive solicitation process. All minimum customer service requirements will be enforced through the contracts with carters, and any failure to comply may result in penalties such as liquidated damages or contract termination in the event of substantial failure to fulfill obligations as outlined in the contracts.

Carters will submit customer service plans in their proposals to detail how they will implement customer service support, their customer service standards, performance metrics, communication tools such as websites, brochures, and social media, and other community benefits. Proposals with better and more detailed customer service, support features, and metrics will receive higher consideration during the solicitation review. These plans will also be incorporated into carters' contracts along with the standard requirements. Standard requirements are outlined below.

Written Service Agreements and Service Requirements

All customers will be given written service agreements that clearly outline rates, service levels, customer and carter requirements and responsibilities, on-site requirements, pickup times and frequency, dispute resolution protocols, and other aspects of the waste collection service. Carters will be required to provide service to any customer in the awarded zone that requests service. This prevents carters from treating zones as options and only servicing customers they prefer. Carters must also provide timely and consistent refuse, recyclables, and organics collection service. A minimum level of service for each customer should be defined in the service agreement.

Customers are required to separate recyclables according to the City's recycling laws. Customers must set out waste in accordance with DSNY regulations, including those that apply to set-out time, receptacles, cleanliness, and set-out location. Additionally, carters are required to maintain clean streets and clean up any spillage. Customers may also specify pickup time frames to meet their businesses' needs. Where practicable, carters should offer a daytime and nighttime collection service. Carters should also provide containers where suitable for use.

Customers should be notified at least one week in advance of any change in pickup time except for unforeseen circumstances. Procedures for remedying customer or carter issues, including missed collections, service disruptions, and failure to properly separate recyclables or set out material properly, will be defined in the solicitation process.

Billing and Payment

Customers are responsible for prompt and complete payment for waste collection services. Customers will be given a single monthly bill for all services rendered that will list rates (fixed or variable) for each waste stream, and any allowable service charges or fees. Carters should offer a variety of payment methods, including credit card, electronic funds transfer, and check. Carters that choose to accept cash payments may only do so at their physical office, garage, or customer service center and must provide a receipt to the customer. Cash collections will not be allowed at customers' place of business. Over time, the City will phase out cash payments.

Carters will solely be responsible for payment collection. Carters cannot charge new or existing customers for payments not collected from other customers. Customers may be subject to additional fees, face civil penalties, or service suspension or cancellation as a result of late or nonpayment per the City's guidance in the contracts. If nonpayment continues for longer than a defined period, carters may terminate service for the customer. The City will enforce requirements for recycling, storage, and set out as defined by City laws and regulations. Carters will be required to provide written justification to the City in the event of service cancellation. The City may offer mediation or arbitration to resolve billing disputes that cannot be resolved through other channels.

Customer Service Plans

Carters will be required to submit a customer service plan that demonstrates a commitment to high quality and responsive customer service. At a minimum, carters must maintain a website and a call center or centralized phone number for inquiries and complaints.

Customer service plans should define the framework for these services, including hours of operation, emergency contact protocols, and complaint management systems. The City encourages carters to provide information in multiple languages and provide call centers with access to language line services for non-English speakers. Carters may provide an office or other walk-in location for payments, inquiries or complaints.

These plans should also define any planned customer relationship management systems to track service requests and complaints. The City may periodically audit performance metrics and complaint resolution actions and time frames.

Customer Complaints

If customers have a complaint, they will first attempt to resolve the issue with the carters directly via the various methods described above. If the carter and customer cannot come to a resolution, the customer may escalate the dispute by contacting the City by calling 311 or visiting 311 online. Carters must provide complaint history to the City upon request. The City will also monitor performance through the reported data submitted by carters to ensure compliance with contracts. Carters may also be penalized for failure to properly resolve complaints in a timely manner.

The City and/or carters can conduct customer satisfaction surveys quarterly to identify any issues in customer service. Carters can use the results to improve customer service, and the City can use the results to track customer service performance by the carters and ensure issues are being resolved.



Health and Safety

PROGRAM GOAL

Improve training and safety standards to make the industry safer for workers and the public

Requirements Overview

- ✓ Submit a Health and Safety Plan and an Emergency Management Plan
- ✓ Comply with all federal, state, and local safety regulations, including CDL requirements
- ✓ Three-year safety record evaluated in solicitation review
- ✓ Equipment and infrastructure requirements to be strengthened
- ✓ Meet employee safety training requirements

Ensuring the health and safety of commercial waste employees and the public is a key goal of this initiative. New York's residents deserve and expect safe streets, and families should not have to worry whether workers will make it home at the end of their shift.

Through commercial waste zones, the City will take four key steps to achieve this goal. First, by reducing overall truck travel, this plan will reduce the opportunity for conflict on roadways and the potential for collisions. Shorter routes also mean less driver fatigue and less pressure to break the law to finish the route. Second, the City will require that carters provide training and systems to build a culture of safety within the commercial waste industry and ensure that workers know how to perform their jobs safely. Third, the City will require carters to implement safer equipment and infrastructure, including on-board safety equipment on trucks and personal protective equipment (PPE) for workers. Fourth, the City will implement reporting and performance management processes to increase accountability, promote safe behavior, and penalize unsafe behavior.

Health and Safety Plans

During the solicitation process, carters will be evaluated based on health and safety plans submitted as well as their safety record over the past three years. This safety record will include both safety for the carter's employees and for the public at large, i.e., safe driving. Carters will be required to submit applicable records and demonstrate past compliance with all federal, state, and local laws and regulations. Where any violations have occurred, carters should demonstrate steps they have taken to correct the violation going forward.

Carters must ensure that all drivers hold appropriate commercial drivers licenses (CDL) and meet all requirements for the operation of heavy-duty vehicles. Carters must regularly monitor license status with the NYS Department of Motor Vehicles, or the appropriate licensing state, and meet federal drug testing requirements for CDL holders.

Health and safety plans must include, at a minimum, compliance with applicable federal, state, and local laws and regulations, worker training, technology, safety equipment, and requirements related to PPE. Approved health and safety plans will be incorporated into carter contracts as enforceable provisions under CWZ.

The City will establish minimum training requirements for all carters operating in commercial waste zones. The City will require carters to certify that workers meet training requirements, including periodic refresher training. Carters may either provide training directly or contract with a third-party. Workers will be compensated for all training hours. Basic required trainings should cover: safe driving and defensive driving, lifting and working in the roadway. All safety and training requirements will also apply to subcontractors and all members of a consortium or joint venture.

On request, carters will be required to provide proof of compliance with all health and safety requirements. All practices and documentation will be subject to audit by both DSNY and BIC. The City may inspect facilities, vehicles, equipment, and overall operations to ensure safe conditions and compliance with the appropriate regulations. The City may also review licenses, registration, and fleet records at any time. If the City finds violations, the carter may be subject to penalties—potentially including liquidated damages, license revocation, contract termination, and legal action. The City will also continue to recommend best practices for health and safety. The City will create an anonymous hotline for employees and the public to report safety concerns.

In addition, carters will be required to prepare an emergency action plan for review by the City. The plan will contain emergency contacts; procedures for emergency situations such as a fire, evacuation, etc.; procedures for reporting accidents, spills, or other situations; steps to take during and after an incident, spill, or other situation; and contingency plans for providing uninterrupted service during emergencies. Contingency plans should include provisions for continuing to provide service or quickly restoring service during or after inclement weather or other situations including, but not limited to, labor disruption, loss of insurance, and business failure. The emergency action plans must be reviewed and updated annually.

Vision Zero

Vision Zero is a data-driven approach to eliminating deaths and serious injuries

on New York City's Streets. Crucial to Vision Zero is the principle that crashes are preventable events that can be systematically addressed, rather than "accidents" beyond all human control. Through a combination of engineering, enforcement, and education, New York City agencies have taken actions that led to record low overall traffic fatalities and pedestrian fatalities in 2017. While pedestrian deaths have increased nationwide, New York City has bucked the trend: Total deaths have fallen 26 percent and pedestrian deaths have fallen 42 percent since the City released the Vision Zero Action Plan in 2014.

Some Vision Zero projects are highly visible, such as the redesigns of large roads like Queens Boulevard and the Grand Concourse, the construction of protected bicycle lanes, or the outreach efforts of NYPD and NYC DOT Street Teams. Others are changing behavior in more subtle ways, through the use of speed and red light camera enforcement or the re-timing of traffic signals to encourage driving at a safer pace. In addition to recognizing the need to make changes to the physical landscape of New York City, Vision Zero encourages safety modifications to vehicles—especially the larger, heavier ones utilized in waste collection. LL 56 of 2015 requires side guards that protect pedestrians and cyclists to be installed on all City trucks, and all commercial waste vehicles doing business within the City, by 2024. The Department of Transportation, Department of Citywide Administrative Services, and BIC have created a Vision Zero Side Guard Incentive Program, providing funds for eligible commercial waste companies to purchase and install the devices for their vehicles.

BIC Safety Initiatives

In February 2018, BIC released its Trade Waste Safety Manual. This manual

provides a framework for private carters to create their own robust safety program. It includes a checklist of tasks drivers should perform in their pre-trip and post-trip truck inspections, pedestrian and cyclist awareness tips, and a complete list of the safety equipment all trade waste trucks, drivers, and helpers should have. The next phase of this project is to make a set of short, engaging training videos illustrating important points from the Trade Waste Safety Manual.

BIC regularly holds safety symposia for private carters covering a wide range of topics, including distracted driving and improving the safety of drivers and helpers. At a recent symposium, attendees joined panelists in evaluating past crashes involving trade waste trucks. The group discussed what could have been done differently to prevent similar tragedies in the future.

As a member of the Vision Zero Task Force, BIC participates in a variety of interagency initiatives with the goal of ending traffic deaths and injuries in New York City.

Labor and Worker Rights

PROGRAM GOAL

Improve industry labor standards and uphold worker rights

Requirements Overview

- ✓ Demonstrate history of compliance with federal, state, and local labor laws
- ✓ Payroll and union activity subject to audit and oversight
- ✓ Submit collective bargaining agreements

Employees in the commercial waste collection industry face dangerous working conditions and long and grueling shifts. For too long, many of these workers have been treated as second class citizens. These workers deserve fair wages, safe work environments, and the right to organize. Through commercial waste zones, the City will raise the floor for all who work in the commercial waste collection industry.

Through commercial waste zones, the City will require that carters, at a minimum, follow all applicable federal, state, and local labor laws. That means that workers will be compensated fairly for time worked, including overtime, and everyone who works in the industry will receive wages and applicable benefits. No longer will carters be able to hire “third men” or off-the-books helpers at just a few dollars per hour. Workers also have the right to collective bargaining without harassment or threat from management. The City will receive and thoroughly investigate all whistleblower complaints, anonymous or not, made regarding working conditions, labor violations, and wage theft.

In the competitive solicitation process, carters must demonstrate a history of compliance with labor laws and must submit any collective bargaining agreements they have with their workforce. Under contract, the City may audit carters' payrolls to ensure compliance with wage and hour laws and safeguard against wage theft. Union activity will also be subject to investigation to ensure fair and honest worker representation.

In addition, the City recognizes that the commercial waste industry provides an important avenue for employment for disadvantaged persons and will support partnership opportunities with organizations that promote local job development and employment opportunity for underserved populations. Carters must comply with the NYC Fair Chance Act and will be encouraged to work with felon-reintegration programs to provide second-chance employment opportunities. DSNY will work with carters operating under CWZ to employ displaced workers and will partner with other City agencies to offer training and support to any employees of private carters that go out of business as a result of the implementation of commercial waste zones. Overall employment in the commercial waste collection industry could increase as a result of the implementation of commercial waste zones and other baseline conditions, including requirements related to recycling and organics collection. Potential changes to employment will be further analyzed in the environmental review process.

Infrastructure and Waste Management

PROGRAM GOAL

Prioritize investments in clean, modern fleets and facilities that make up a reliable, resilient, and sustainable waste management system

Requirements Overview

- ✓ Submit a Waste Management Plan
- ✓ Identify planned fleet sustainability or safety investments

Safe and modern infrastructure is key to creating and sustaining a modern waste management system. Through commercial waste zones, the City will support investments in infrastructure on two fronts: resilient, sustainable, and equitable infrastructure and safe, reliable fleets.

Through the competitive solicitation process, the City will require carters to submit a waste management plan for all waste and recyclables collected from CWZ customers. Such plan will outline the transfer, processing, and/or final disposal locations for all materials collected, including the length and general terms in any disposal contracts (minimum or maximum daily throughput, guaranteed capacity available, etc.). The City will rate these waste management plans based on three general principles: sustainability, reliability, and equity. In addition, carters must only use facilities that have all proper permits, licenses or registrations with the appropriate local and state regulatory agencies. Carters will submit quarterly reports indicating the amount of each material type delivered to each facility, and the City may require that facilities install computerized scale equipment to record and transmit dump receipts in real time to the City.

For recycling and organics processing infrastructure, carters should identify any existing transfer or processing facilities that they will use as well as any additional investments in new, improved or expanded facilities to accommodate additional recyclables and organics as these waste streams grow.

Safe, modern fleets are key to creating a robust and sustainable commercial waste collection system. Carters will be required to buy or lease their own trucks and maintain their fleet as needed to ensure safe and proper working conditions. Carters must maintain a fleet capable of performing all applicable collection services for their customers. Trucks must meet minimum requirements, including meeting applicable local, state, and federal maintenance, safety, and emissions requirements. Carters should identify any planned safety technologies, including cameras, sensors, and other on-board systems, and physical safety equipment, including lighting, enhanced visibility windshields, and sideguards.

Additionally, carters must install on-board tracking software in all vehicles. The software should be capable of tracking vehicle location and instantaneous speed and acceleration/deceleration, at a minimum. Carters may also specify additional factors to be tracked, including measurements of stop activity, estimated weights through on-board scales, service exemptions, and video monitoring. This data should be monitored in real time by the carters and made available to the City upon request. The City may specify that carters provide real-time access to tracking software to monitor compliance with zone boundaries.

Carters will be required to demonstrate plans for financing any fleet or facility infrastructure investments. Plans that seek to invest in infrastructure and technologies that promote program goals, including clean vehicles, safety technology, and sustainable waste management facilities will receive higher consideration during the selection process.

Waste Equity

In August 2018, Mayor de Blasio signed Local Law 152 of 2018, also known as the Waste Equity Law. This law will reduce the amount of waste that can be taken at transfer stations in four neighborhoods that bear the brunt of waste management infrastructure in the city. It provides much needed relief to communities in the Bronx, Brooklyn, and Queens that have disproportionately shared the city's waste management infrastructure and will prohibit the creation of new waste transfer stations in neighborhoods that handle at least 10 percent of the city's waste.

The law reduces the amount of waste that private transfer stations can accept by 50 percent in North Brooklyn and 33 percent in the South Bronx and Southeast Queens. It also promotes the development of new recycling and organics processing capacity and provides exemptions for waste transfer stations that export waste by rail. The capacity reductions will take effect at each transfer station's annual permit renewal beginning October 1, 2019.

Mayor de Blasio signing the 2018 Waste Equity Bill into law.



Robust, Competitive Industry

PROGRAM GOAL

Create a system that works for carters of all sizes and prevents overreliance on any single company

The City's recommended framework for commercial waste zones includes 20 zones with three to five carters awarded per zone, for a total of 68 possible awards. Individual carters will be limited to no more than 15 zone awards to promote competition and prevent overreliance on any single company.

Commercial waste zones support the growth and development of carters and other companies that provide services related to commercial waste collection. This plan is designed to accommodate and promote the broad range of carters operating in NYC today, including everything from small, family-operated firms to large international corporations. In addition, the City will consider proposals from consortia and joint ventures and will allow for subcontracting, where these arrangements support the program goals outlined in this plan. To the extent possible, the City will strive to demystify the competitive solicitation process, creating straightforward requirements and a clear, easy to follow RFP. The City will also provide support and training for potential proposers prior to the RFP release to help them prepare for the solicitation process. To promote partnerships with small carters, local businesses, nonprofit organizations, and minority or women-owned business enterprises (M/WBEs), the City will host procurement fairs and other events prior to release of the RFP.

Qualification requirements will be defined in the RFP and may include considerations such as local industry experience, current market share, and current service capacity. All carters must be capable of servicing every customer within the zones they win or have a reasonable plan for scaling up service to accommodate all customers. A carter cannot deny service to any customer in its awarded zone(s). The City will work with carters to develop contingency plans in case a carter can no longer provide service. In addition, all carters will be required to submit a performance bond, the requirements of which will be further defined in the RFP.

Carter contracts will include specific provisions related to penalties for failure to meet contractual obligations. These may include escalating penalties, resolution timeframes, and criteria for contract termination.

Other Requirements for Solicitation and Contracting

In addition to the strategies identified in the preceding sections to implement the goals of the CWZ system, there are other requirements that have been identified that will be included under the solicitation process or in contracts. These requirements detailed in this section include the following:

- Contract length
- Contract administration fee
- Insurance and bond requirements
- Contract termination provisions
- Contract enforcement provisions
- Public outreach and education requirements
- Reporting requirements
- Recordkeeping requirements

Other requirements identified through continued stakeholder engagement and public review will be identified in the RFP or contract as appropriate.

Other Contract Requirements

Each contract with each carter will have a 10-year term with extension options available. Extension options will be outlined in the contract, and any extension is at the discretion of the City for the individual carter. The contract length has been decided to allow for investment in infrastructure, such as new trucks while still allowing carters to remain financially viable and fulfill contract requirements.

Contracts will require carters to pay a small administration fee to the City. The administration fee will be determined according to current City procedures for assessing licensing and processing fees and cover only expenses incurred to oversee the CWZ program. Such fees will not exceed one percent of gross revenues.

Additionally, insurance and bond requirements for each carter will be determined based on the number of zones awarded to that carter. Insurance and bond amounts will be set in the contracts and will be consistent with City regulations and policies. Insurance requirements may include but are not limited to the following:

- General commercial liability
- Automobile liability
- Workers compensation
- Umbrella/excess liability
- Environmental impairment liability

A performance security such as a performance bond or letter of credit will also be required with each proposal consistent with City regulations and policies.

Requirements During Transition

Ahead of and during the customer transition, the City will conduct extensive outreach to customers regarding their rights and responsibilities under the CWZ program. The City will conduct an initial notification at the start of the transition period to all customers. This notification will include a general overview of the CWZ system, introduction to the carters servicing each area, contact information, rate structures, recycling laws, information on customer rights and responsibilities, and customer service standards, among others. The City will also develop tools and public education materials for distribution, including a website that customers can use to identify which zone they are in and which carters service that zone.

In addition, carters will be required to conduct public outreach and education as a condition of their award. Carters will submit an outreach and education plan to show how they intend to educate and support the community for a smoother transition to the new CWZ system. These plans should include dedicated outreach or sales staff and communication methods.

After the initial City outreach preceding the transition phase, carters will begin their public outreach and education campaign. As part of this process, customers will transition from their previous carter to an awarded carter in their zone. New and existing customers will receive information from the carter they select containing background information on the CWZ system, carter contact information, rate schedules, a copy of the written service agreement, recycling and organics separation requirements and customer responsibilities, carter website and call center contact information, and other operational information. During the transition period, carters will meet with the City periodically to review public outreach efforts and resolve issues that arise during transition. Throughout the CWZ program, carters may provide information to their customers on a regular basis, including recycling and diversion rates, disposal and processing locations, comparative statistics for similar customer types, and any requested rate changes, if applicable.

Post Award Requirements

The standard contract for CWZ awardees will contain provisions for enforcement of the stated program goals and requirements. In addition, contracts will include robust reporting requirements. The City has the right to audit all reports received to ensure compliance with contract requirements. Carters that fail to comply with reporting requirements may be subject to penalties, up to and including contract termination.

Reports that will be required for each carter include:

- Customer information such as number of customers, rates, and service details
- Routing information and other on-board vehicle software data
- Fleet information, such as number and type of trucks, truck age, and progress toward infrastructure investment goals
- Collection and disposal data, including transfer stations, disposal facilities, recycling facilities, composting facilities, and other waste management facilities utilized
- Progress toward stated zero waste goals
- Waste generation and waste characterization reports
- Customer performance metrics, including missed collections, complaints, complaint resolution timeframe and outcomes, and customer call center wait and response timeframes
- Health and safety information including inspection findings and any updates to the health and safety plan or emergency action plan

Recordkeeping will be a requirement of the CWZ contracts. Carters will be required to keep records in their original form for a period of time specified by the contract. The City will have the right to audit all records reported and kept by the carters. These audits will be at the City's expense. However, carters are required to comply with all requests from the City to provide data and cooperate in the audit.

At the end of CWZ transition, carters may only operate within their awarded zones. Carters that continue to illegally service customers in violation of CWZ regulations may be subject to penalties, including but not limited to:

- Liquidated damages (for those with other zone contracts)
- Contract termination in zones awarded (for those with other zone contracts)
- License or registration revocation
- Civil or criminal penalties



Implementation Process and Timeline

The successful implementation of commercial waste zones will require a coordinated effort among City agencies, including DSNY and BIC, the City Council, other elected officials, private carters, customers, and other stakeholders. Based on our assessment of the implementation of similar systems in other jurisdictions, a successful transition will require clear expectations and open and frequent communication among all parties.

This section details the key players and milestones for the implementation process, including roles and responsibilities and a timeline for critical steps toward the implementation of commercial waste zones.

Roles and Responsibilities



NYC Department of Sanitation

The Department of Sanitation will continue to serve as lead agency and project manager for commercial waste zones. In this capacity, DSNY will oversee the environmental review, competitive solicitation, negotiation, and transition to commercial waste zones. DSNY will continue to enforce commercial waste set-out, and recycling and organics separation regulations, and will be the primary administrator of carter contracts under the program. DSNY will also serve as provider of last resort if carters repeatedly fail to perform services for any reason.

DSNY will create a Division of Commercial Waste to administer this program and consolidate commercial waste outreach, enforcement, and regulatory functions in the agency under a single chain of command. This division will oversee the solicitation and transition processes and ensure that the City achieves all stated program goals and requirements. The division will also ensure compliance with contractual obligations related to reporting, recordkeeping, pricing,

customer service, billing, disputes, health and safety, labor, etc. as outlined in the contracts. The division will be comprised of staff in a variety of roles and titles, potentially including Sanitation Police Officers in various enforcement functions.

The division will review reports and data from carters to ensure full program compliance. This may include environmental compliance related to emissions, routing, and fleet performance, proper waste management practices, fair labor practices, and regulatory compliance, among others. The division will also resolve customer billing disputes that are not resolved independently by carters and customers. The team will also monitor pricing and compliance with rate caps to ensure fair, transparent pricing across all zones.

The division will be responsible for addressing and resolving customer complaints received from 311. The City will be the secondary point of contact if customers are unable to resolve issues directly with the carters.



NYC Business Integrity Commission

The Business Integrity Commission's primary function will remain ensuring the integrity of industries, including the private waste industry, that have a history of noncompetitive practices or involvement of organized crime, and eliminating corruption from those industries. BIC will continue to serve an investigative, enforcement and regulatory function for the private waste industry, including those carters that are awarded zones under this program. BIC will also have the authority to enforce contract provisions and ensure compliance with all applicable federal, state, and local laws and regulations. All carters that participate in the CWZ program must maintain BIC licenses in good standing, as required by law.

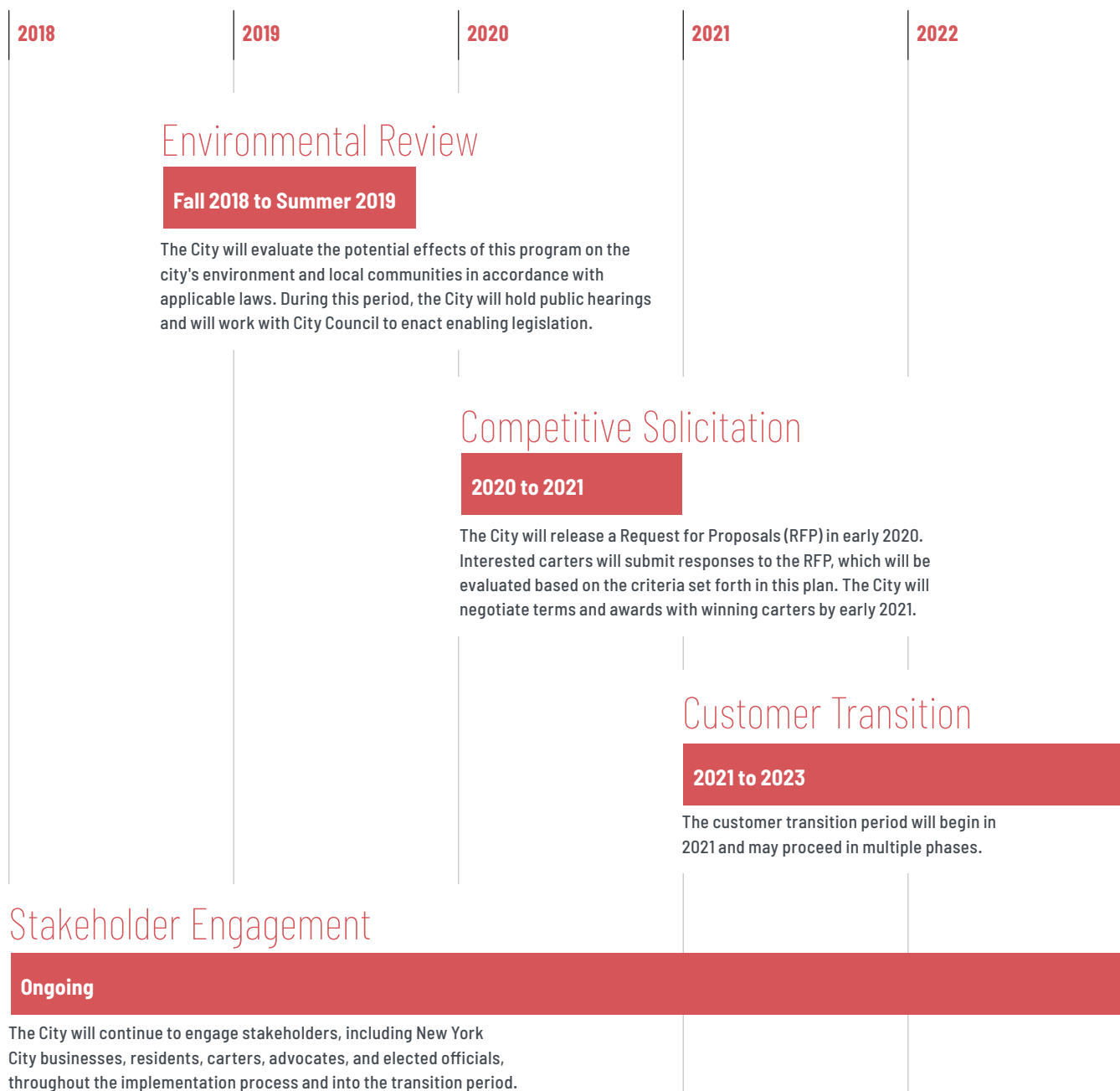


City Council

DSNY and BIC will work with the City Council to enact legislation authorizing the City to implement commercial waste zones. This program relies on the City Council to pass enabling legislation. The local law must be signed by the Mayor and enacted prior to release of the RFP.

Implementation Timeline

The City committed to implementing a CWZ system after a study conducted in 2016. Planning began in July 2017 after award of the contract to Arcadis for planning and solicitation support for the implementation of the system. The planning does not stop here. The next three years will include environmental review and system implementation and transition as outlined in the following pages.



Stakeholder and Public Engagement

Stakeholder and public engagement is ongoing throughout CWZ implementation and has informed the basis of this document. Feedback from public review will be used to inform future components of the CWZ program, including the RFP and carter contracts. The public will also have an opportunity to review and comment on this proposed plan through the environmental review process described below.

The City will lead public engagement and education efforts through the contract awarding process. Carters who are awarded contracts will additionally be responsible for customer engagement in their zones during the transition period. Public engagement may include marketing and advertisements, mailings, in-person meetings, and formal review/comment periods for the environmental review.

Environmental Review

In the weeks following the release of this plan, the City will release the Draft Scope of Work for the environmental review for commercial waste zones. This will initiate the formal environmental review process under the City Environmental Quality Review (CEQR) and State Environmental Quality Review Act (SEQRA) processes.

The environmental review process will include a detailed analysis of impacts from the alternatives identified for comparison. Impacts evaluated will include but are not limited to the following:

- Environmental Impacts—air quality, water quality, noise, etc.
- Cultural Resources
- Economic Impacts
- Social Impacts
- Land Use and Planning
- Infrastructure
- Public Health and Safety
- Transportation and Traffic
- Environmental Justice

For more information on the City’s environmental review process, visit <https://www1.nyc.gov/site/oec/environmental-quality-review/environmental-quality-review.page>.

Competitive Solicitation

The City expects to initiate the competitive solicitation by the end of 2019. The City will accept proposals from qualified carters, groups of carters who form a consortium for a particular zone, or brokers that can manage multiple carters to meet the CWZ program goals. The RFP will include specific details on the program goals mentioned in this plan, methods for implementation, and other requirements. The City will account for any additional stakeholder or public feedback in the development of the RFP.

RFP Evaluation and Contract Execution

Once the RFP is released, carters will have a specified period to prepare and submit competitive proposals. Once proposals are received, they will be evaluated on criteria outlined in the RFP that will determine which carters provide the best overall value consistent with program goals and service requirements. A specified evaluation team comprised of City employees from DSNY and BIC will evaluate each proposal based on designated criteria to determine an overall weighted score for each proposal. In this process, pricing will account for at least 40 percent of the overall weighted score. Contracts will be subject to negotiation with the evaluation team.

The City will award contracts to at most three to five carters per zone. Individual carters may be awarded up to 15 zones.

The City expects to release the RFP by the end of 2019, and the evaluation and contracting process is expected to last approximately one year. The City will evaluate and award all zones simultaneously.

Customer Transition

Customer transition will occur during a set period of time following contract award. The City anticipates that the customer transition process will last up to two years in order to successfully accommodate the needs of all customers and allow carters to appropriately scale up to service new customers. Customer transition will begin in 2021.

Immediately preceding the transition period, carters will be restricted from entering new contracts or service agreements that extend beyond the CWZ transition deadline. The City will notify all customers of the selected carters for their zone and customers' rights and responsibilities under the CWZ system. Once the transition period begins, customers may only make new service agreements with selected carters for their zone. The City will assign a carter to any customers who do not choose a CWZ carter by the end of the transition period.

Any carters that are not awarded a contract for a zone may continue to service customers in that zone until the end of the transition period. These carters must continue to obey any applicable BIC regulations, including the citywide rate cap, during the transition period. Carters that are not selected for each zone will be prohibited from continuing to provide service to customers after the end of the transition period, and they will be subject to civil and/or criminal penalties for violating CWZ regulations.

Such transition may take place in multiple phases, with a set number of zones "going live" during each successive phase. The specific transition timing and phasing will be determined at a later date.

During the transition period, carters will attend recurring progress meetings with the City to review the status of the transition, evaluate issues that arise, and resolve problems. Each carter will appoint a designated project manager to serve as primary point of contact with the City. Carters will be required to create a transition schedule with key milestones. Carters shall also prepare key plans including but not limited to:

- Staffing and Training
- Technology Implementation
- Communication and Public Outreach
- Customer Service Platforms
- Vehicle and Equipment Procurement
- Sales and Billing Set-Up
- Customer Transition and Hand-off
- Health and Safety

Experience in peer cities has shown that some customers may be abandoned by former carters before customer transition is complete in each zone. This can result in missed service pickups until service with a new carter can be established. Abandoned customers located within an active CWZ zone under transition will be automatically assigned to a carter for interim service. DSNY will serve as a provider of last resort during the transition.



Conclusion

Commercial waste zones represent a landmark reform to the city's commercial waste collection industry. Today, trucks crisscross the city each night, driving unsafe and unnecessarily long routes to collect recyclables and refuse from more than 100,000 commercial customers. Commercial waste zones will change that, cutting truck traffic associated with commercial waste collection by more than 60 percent.

Our vision for commercial waste zones is to create a safe and efficient collection system that provides high quality, low cost service while advancing the City's zero waste goals.

The City developed this implementation plan through extensive stakeholder

engagement. The recommended framework consists of 20 zones with between three to five carters operating per zone. The City will select carters to operate in these zones through a competitive solicitation process, allowing small businesses across the city to benefit from the City's greater negotiating position and economies of scale. In addition, commercial waste zones will allow us to achieve the following program goals:

- **Zero Waste:** Reduce commercial waste disposal and incentivize recycling
- **Environmental Health:** Reduce truck traffic throughout the city to reduce air pollution and improve quality of life for New Yorkers
- **Pricing:** Provide fair, transparent pricing with low prices for businesses large and small
- **Customer Service:** Strengthen customer service standards and establish accountability
- **Health and Safety:** Improve training and safety standards to make the industry safer for workers and the public
- **Labor and Worker Rights:** Improve industry labor standards and uphold worker rights
- **Infrastructure and Disposal Capacity:** Prioritize investments in clean, modern fleets and facilities that make up a reliable, resilient, and sustainable waste management system
- **Robust, Competitive Industry:** Create a system that works for carters of all sizes and prevents overreliance on any single company

Today, the commercial waste industry in New York City is at a turning point. Decades of unsafe, unfair, and unsustainable practices can no longer be tolerated. New Yorkers across the city demand change that can only come as a result of a top-to-bottom restructuring of the way the industry works.

This implementation plan marks an important step toward realizing that change. It lays out the City's framework for commercial waste zones and a roadmap for creating the future of commercial waste in New York City. This plan will save lives, reduce waste, benefit businesses, and bring workers out of the shadows.

Over the next four years, the City will implement commercial waste zones and achieve the goals that we have set forth in this plan.

Acronyms and Abbreviations

BIC

New York City Business Integrity
Commission

C&D

Construction and Demolition Debris

CDL

Commercial Driver's License

CWZ

Commercial Waste Zones

DSNY

The New York City Department
of Sanitation

LL

Local Law

M/WBE

Minority and Women Owned
Business Enterprise

NYC

New York City

NYS

New York State

PM

Particulate Matter

PPE

Personal Protective Equipment

RFP

Request for Proposals

The City

New York City

VMT

Vehicle Miles Traveled

Project Team

ARCADIS

Lead Consultant



SUPPORTED BY

Public Works Partners

Kessler Consulting

AKRF

HR&A Advisors



sanitation

Bill de Blasio, Mayor

Kathryn Garcia, Commissioner