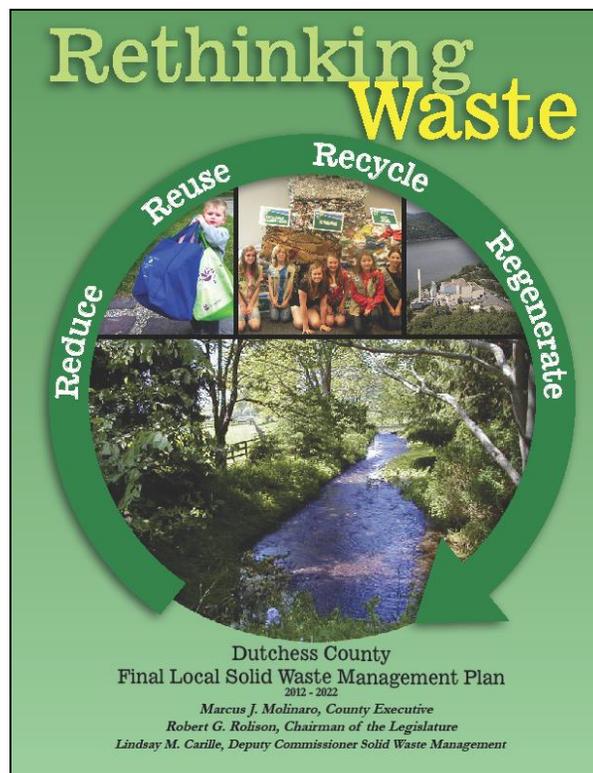


Dutchess County
Local Solid Waste Management Plan
2017 Biennial Compliance Report
Reporting Period 2015 and 2016



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Submitted to: NYS Department of Environmental Conservation
Bureau of Permitting and Planning

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I. Executive Summary

Dutchess County Government is the Planning Unit for Dutchess County and is responsible for developing and implementing the Local Solid Waste Management Plan (LSWMP). In 2012 the County initiated the update to the 1990 Local Solid Waste Management Plan prepared by the Dutchess County Resource Recovery Agency (RRA), which served as the Planning Unit until 2012. In April 2013 Dutchess County adopted the Dutchess County Final Local Solid Waste Management Plan, [*Rethinking Waste*](#) (Plan) and the Plan was approved by New York State Department of Environmental Conservation (DEC) in June 2013. The Plan covers the period 2012 – 2022.

The main goals of the Plan have not changed since the adoption of the 1990 LSWMP: to reduce the amount of solid waste generated, increase reuse and recycling, and minimize the use of landfills for solid waste disposal. Dutchess County and the Division of Solid Waste Management (Division) have the responsibility to ensure compliance with the County's source separation law and solid waste management rules and regulations, and completing the reduction, reuse and recycling implementation tasks within the Plan. These tasks provide the means to manage solid waste materials and to achieve the Plan's projected recycling rate of 60% by 2022.

The 2010 base year of the Municipal Solid Waste (MSW) analysis within the Plan showed an approximate 23% recycling rate. The County's recycling rate has increased to 37.7% in 2016. The U.S. Environmental Protection Agency estimates that in 2014, their latest figures, the national average was 34.6%. Dutchess County is well above the average. This is significant in a time when recycling, which is measured by weight, is lighter than ever. There are less newspapers, telephone books, and magazines being recycled due to electronic usage, and less glass and lighter plastics are being used for containers.

The methods and materials that are counted as recycling differ among planning units and states, therefore affecting recycling rates. Planning units that publish their rates generally include materials with a Beneficial Use Determination (BUD) ¹ as recycling. Some examples are composted biosolids and materials used as Alternate Daily Cover (ADC)² for landfills. ADC materials can include Construction and Demolition (C&D) debris and waste-to-energy ash. Dutchess County is one of ten planning units in New York State with a waste-to-energy facility (WTE).

While it is customary for planning units to count materials used under BUDs as recycling, with very few exceptions, NYS DEC does not count BUD materials toward the New York State MSW recycling rate and requests that these materials not be included on the NYS DEC Annual Report Form – Planning Unit Recycling Report (DEC Report). Therefore, recycling figures given in this report will not directly match those on the submitted 2015 and 2016 DEC Reports.

Since the determination of recycling rates varies so widely across the country, the Division of Solid Waste Management has chosen what to include in the yearly reported rate to the County and has determined it will be reported several ways as outlined below:

- Rate for MSW only;
- Rate for MSW and C&D debris combined; and
- Rate when including waste-to-energy ash used as ADC (100% for Dutchess County), as recycling.

As stated above, these rates will not match the recycling rate of the DEC Reports, as recyclables that are reported to DEC directly, such as materials from the Returnable Container Act and data from Vehicle Dismantler Facilities, or are part of a Beneficial Use Determination such as C&D debris used as ADC, are not included in the DEC Report. These materials make up part of the County’s recycling rate, but DEC receives these numbers at the state level and directs individual planning units to not include them in the DEC Report.

Rethinking Waste Projections and Actual Rates							
	2010 Actual	2014 Projected	2014 Actual	2015 Projected	2015 Actual	2016 Projected	2016 Actual
MSW only recycling rate	22.9%	34.1%	36.4%	39.4%	36.4%	44.0%	37.7%
MSW and C&D debris recycling rate*	26.4%	37.2%	46.4%	43.2%	43.8%	47.7%	43.7%
Combined recycling rate with ADC ash**	N/A	N/A	60.7%	N/A	58.3%	N/A	58.0%
* Includes C&D debris used as ADC.							
** Ash used as ADC and ferrous metals were included in the recycling total and subtracted from the MSW incinerated total, to avoid counting this material twice.							
N/A = Not applicable.							

Throughout 2015 and 2016, Dutchess has strived to increase the amount and types of materials recycled and reused, and will continue to do so. The following is an overview of what the County has done to complete the Plan’s tasks and achieve our solid waste management goals during the reporting period.

II. Dutchess County Planning Unit Description

The County has a land area of approximately 801.6 square miles and is located in the center of the Mid-Hudson Valley, halfway between New York City and Albany. Dutchess is one of seven counties that make up the Hudson Valley Region, along with Westchester, Putnam, Orange, Rockland, Ulster and Sullivan.

The Planning Unit consists of 30 incorporated municipalities, including two cities, twenty towns, and eight villages. Each municipality individually determines collection practices, whether it's municipal curbside collection, transfer stations, private collection or a combination of these methods.

There have been no changes to the membership of the Planning Unit. Since the adoption of the Plan there have been some changes to municipal collection practices, municipal transfer stations, and materials recovery facilities (MRFs). The Dutchess County dual-stream MRF closed in January of 2012 and the land, facility and equipment have been sold. The facility was out-of-date and in need of major repairs. The majority of recyclable materials from the County now go to the privately-run ReCommunity Beacon single-stream facility. This change has allowed the County to promote countywide single-stream curbside collection.

The municipally-run residential curbside collection program in the Village of Rhinebeck ceased operations and collection is now done exclusively by private haulers. The Town of Rhinebeck transfer station went from being municipally-run to being contracted to a private company at reduced hours. The transfer stations in the towns of Dover, Amenia and Beekman have closed. Residents of Dover and Amenia have the option to use a privately-run facility within the respective towns. Residents of Beekman can use the neighboring Town of Union Vale transfer station at the non-resident rate.

Dutchess County, according to the U.S. Census, had an estimated population of 296,928 in 2015. This is a decrease of approximately 0.19% from 2010 (297,488). Out of the total population, the 2015 Census American Community Survey 5-year estimates showed that Dutchess County had a household population (not living in group quarters such as a correctional institution, nursing home or college dormitory) of 278,598, with an average household size of 2.61. Of the 118,996 housing units in the County, 106,771 are occupied. In terms of population, density, area attractions and large institutions, the description of the Planning Unit has remained relatively unchanged since the Plan's adoption.

III. LSWMP Status and Accomplishments for Years 2015 - 2016

In 2013 the County's Local Solid Waste Management Plan (Plan), [Rethinking Waste](#), was adopted and approved. The three main goals of the Plan are to decrease solid waste generation, increase reuse and recycling, and minimize the use of landfills for solid waste disposal. Within the Plan, there is an Implementation Schedule with 52 tasks listed to be completed by 2022, and 55 sub-tasks. All but a few of the tasks have either been completed or are ongoing. The following is an overview of what has been accomplished during the past two years in working towards the Plan's Implementation Schedule and to achieve the Plan's projected recycling rates.

a. Staff:

The [Dutchess County Division of Solid Waste Management](#), who is responsible for the formulation and implementation of solid waste programs, has a staff of two full-time employees; a Deputy Commissioner and a Compliance Inspector. We are in the process of hiring a full-time Recycling Educator to perform recycling promotion and outreach, including private and public school recycling education. This position is expected to be filled by April of 2017.

b. Local Regulations:

Every task in this section of the Implementation Schedule has been accomplished. The Plan was completed, approved and adopted. It is available on the Division's website and at several libraries within the County.

The solid waste rules and regulations were updated with the Legislative adoption of [Local Law No. 3 of 2014, the Dutchess County Solid Waste Materials Management and Licensing Rules and Regulations](#) (Rules) in July of 2014. The Law provides for updated source separation provisions, recycling compliance enforcement, comprehensive hauler licensing requirements, and enhanced unlicensed hauler penalties. A copy of the Rules is available on the Division's website.

The increased enforcement by the Compliance Inspector position, along with the updated Rules and notification of the Rules to the public has resulted in twenty-one Notices of Violation issuances and payment of four fines for operating without a License. The County currently has 35 Licensed Haulers, up from 18 in 2012. Notice of Violation warnings for non-compliance with source separation were sent to twenty-three multi-family residences resulting in compliance by the managers/owners. This is an ongoing endeavor.

The Division also maintains a [Recycling Complaint Form](#) on the website. This has resulted in two complaints about a lack of recycling, which were promptly responded to. Both complaints involved lack of recycling at multi-family residences and have been resolved.

c. Hauler Licensing and Data Management:

Every task in this section of the Implementation Schedule has been accomplished. The Division enforces the County's requirement that all haulers of solid waste who seek to dispose of solid waste within the County shall apply to the Deputy Commissioner for a license. The updated Rules, mentioned previously, outline the licensing requirements. The term of the license is two years and licensed haulers are required to submit an Annual MSW Report form to aid in tracking the County's recycling rate.

There are currently 35 Licensed Haulers within the County and a current [list of haulers](#) and contact information is available on the Division's website. The website also has the [application](#) to obtain a license, which was updated in 2013, the [Annual MSW Report Forms](#), and the license [renewal forms](#).

The Division is required to provide the New York State Department of Environmental Conservation (DEC) an Annual Planning Unit Recycling Report and a Local Solid Waste Management Plan Compliance Report every odd number year. The reports are submitted as required. In addition to submitting the Annual Recycling Report to DEC, the Division provides the County an Annual Summary every year and it is made available on our website. The summary outlines accomplishments and where the County is in terms of recycling and waste management. The 2015 - 2016 Compliance Report, once submitted to DEC, will also be available on the Division's website.

d. Waste-to-Energy Facility:

The tasks in the Implementation Schedule are either ongoing or have been completed. In early 2014 a Request for Proposals was announced by the RRA for the operation and maintenance of the waste-to-energy facility (WTE). The 25-year Operator Agreement expired June 2014 and the award of contract under the new agreement began July 1, 2014. The award of contract was given to Wheelabrator Dutchess County, LLC.

In 2015 the WTE processed 154,982 tons of Dutchess County solid waste, producing 33,607 net MWhs of electricity and recovering 6,213 tons of ferrous metals for recycling. In 2016 the WTE processed 150,425 tons of Dutchess County solid waste, producing 37,507 net MWhs of electricity and recovering 6,382 tons of ferrous metals for recycling.¹ The process created ash residue, 54,557 tons and 53,155 tons in each respective year, of which 100% was used as alternative daily cover (ADC) at a New York landfill.

For the 2015 calendar year, the Net Service Fee was \$690,652 and for calendar year 2016 it was \$291,697. The Agency did not request payment of the Net Service Fee for calendar years 2015 and 2016.² The Agency has budgeted \$0 for Net Service Fee in 2017.

There has been no alternative method of ash disposal found, although transportation costs have been lower due to using a closer landfill than prior to 2013. An alternative site for landfilling is being explored by Wheelabrator, the operator of the Facility. The site, if approved, will lower transportation and tipping fee costs for ash residue disposal.

¹ There was a 59-day Major Turbine Overhaul, which resulted in no electrical generation during this time and the need to divert 4,432 tons of MSW to the Westchester waste-to-energy facility. The turbine overhaul was done to improve electrical generation performance.

² In fiscal years 2015 and 2016 the Agency used unrestricted funds on hand to satisfy amounts due from Net Service Fees. As a result, the net amounts due from the County were \$0.

e. Reduce and Reuse:

The tasks are ongoing. Through the Division's website and educational outreach, we have, and will continue to, promote compliance with Extended Producer Responsibility (EPR). We provide education on NYS's Electronic Equipment Recycling and Reuse Act, and increased our education to residents with the 2015 disposal ban of certain types of electronic equipment for all consumers. We provide information on how to properly dispose of single use plastic bags, cell phones, CFL's and other mercury-containing devices, and any waste that is covered under EPR or Product Stewardship.

While Dutchess County does not have a reuse center, we promote the numerous thrift shops within the County and have a listing of places to donate a variety of goods on our website. In 2016 a Dutchess County ReStore opened, providing additional reuse options. In addition, we have promoted the Repair Café initiatives in the area, including the Poughkeepsie location.

The Division has not initiated a municipal pilot program for Pay As You Throw (PAYT). So far there has been limited interest in this type of program. Within the County, the majority of curbside pickup is done through private haulers and the charge is the same whether the cart is full or half-full. Private haulers have no incentive to initiate a PAYT system, and would have difficulty switching to this type of system in terms of equipment and tracking for billing. Most haulers will provide a smaller garbage can at a reduced rate, when requested.

While the Division would be willing to initiate a pilot program for PAYT, it is not a task that has been scheduled at this time and a willing municipality has not been identified.

f. Recycling Education:

The main focus of the Division staff is to promote and educate the public about recycling in Dutchess County and every task has either been completed or is ongoing. We take any opportunity available to give a presentation on solid waste management in Dutchess County.

Over the past two years, presentations were given to eleven schools. There was a mix of helping to expand recycling and/or composting or helping to start a new initiative in recycling. We also gave presentations at a Senior Center and to other civic groups.

Staff participated in several waste assessments at various schools and participated in one (1) waste audit. The audit was conducted at Poughkeepsie High School as part of the No Child Left Inside program and all of the day's school waste was sorted and weighed. The majority of the waste was uneaten food and milk containers.

Staff has taken part in numerous Earth Day and America Recycles Day events in order to promote reuse and recycling. Staff, along with the County Executive, hosted the third [Annual Earth Day Clean-up Event](#) with County employees in 2015. County employees and volunteer residents collected garbage and recycling at the County Government complex and promoted recycling to the public during the events. In 2016 the clean-up event was held at another County building complex.



In 2015 an eyeglass, sunglass and hearing aid collection and recycling event was held. The glasses collected were given to the LaGrange Lions Club for processing and donation. In total 268 eyeglasses, 60 sunglasses and 6 hearing aids were collected. According to the Lions Club, this was more than what they normally collect in three years or more.

The Division's [website](#) is regularly updated to provide current information, to promote what can be recycled in Dutchess County, to promote single-stream recycling, and to provide links to relevant information. We provide a link to the [ReCommunity Virtual MRF](#) tour for residents to learn about the recycling process. We also provide links to various donation sites for reuse of materials and to sites that provide information of composting, hazardous waste disposal and other useful and relevant solid waste management links.

In late 2014, the Division obtained 30 ClearTainers to promote recycling at public events. The [Recycle Container Loan Program](#) provides containers for loan to residents for short-term events within the County. In 2015 and 2016 the containers were borrowed for fifteen events. The largest event was the Walkway Marathon Expo and Marathon. The Walkway Marathon was a Zero to Landfill event and in 2015, and again in 2016, with over 760 pounds of materials recycled and 380 pounds of food scraps composted each year.



To further promote recycling in public spaces the Division created a reuse project to create recycling barrels out of empty car wash soap barrels. The barrels are obtained for free from local car wash businesses and with minimal labor, turned into public space recycling bins. The Division obtained 30 barrels for use in County parks, and have also provided barrels to one municipality and one school to increase public space recycling. The promotion of this reuse and recycle project will continue.

During the summer of 2015 staff attended 10 County Senior Picnics to provide recycling and education. The Town of Poughkeepsie Senior Picnic was a Zero Waste event. The goal of a zero waste event is to divert 90% or more waste from landfills by recycling and composting. We diverted 100% of the waste from landfills by composting 92% of the waste and recycling 7.6% of the waste, with the remaining 0.4% of the waste going to the waste-to-energy facility where it was converted to electricity.

Over 400 recycling compliance inspections were completed, including inspections of 146 multi-family housing complexes. All non-compliant multi-family residences, of which there were 23, are now compliant. Complexes new to recycling were provided flyers for tenants on how and what to recycle, as were those with insufficient recycling equipment and participation.

The one task that has not been completed is developing a recycling contest or award program. The Division plans on initiating a program in 2017 to issue certificates to entities to recognize significant recycling activities and/or organics diversion programs.

g. Organics Management:

All of the tasks are ongoing. Existing larger composting facilities have been identified, and we continue to identify small-scale composters, including several elementary and secondary schools within the County. We work with Cornell Cooperative Extension Dutchess County (CCE) in promoting backyard composting and small-scale institutional composting. In 2014 and 2015 Dutchess County provided funding to CCE under the County's Agency Partner Grant program. The CCE programs funded include an education program for composting and organics recycling. This program supports one of the key goals of the Plan to increase recycling through organics diversion.

The staff of CCE has proved to be a great resource for help in starting or improving composting initiatives. They promote small-scale composting across the County, including training over 200 residents yearly on constructing a compost pile and by having a booth every year at the Dutchess County Fair. In 2015 and 2016 information on recycling was added to the Fair display booth, and staff provided information to over 900 fair attendees each year.

Staff participated in the **Feeding the Hudson Valley Event** held on the Walkway Over The Hudson to help raise awareness about food waste and feeding the hungry. Total food rescued, mainly from local farms, was 3,085 pounds plus 18 dozen eggs and 1,200 cookies. Meals served were 640 on the Walkway and 800 donated to local charities. 430 pounds of produce were also donated to area charities. Post event, 96.2% of waste was recycled or composted.

There have been no new DEC permitted or registered composting facilities within the County since the adoption of the Plan, but there have been ongoing discussions, meetings and interest in developing an additional composting system for organics within the County. Recently, CCE was awarded a Cleaner, Greener Communities Grant through NYSERDA. The grant is to develop a feasibility plan to expand organics recycling in Dutchess County. The project includes an in-depth organic waste stream analysis, an economic analysis of the cost of different types of facilities and the potential costs to participants in organic diversion, a spatial analysis to identify preferred locations for a new facility, and outreach to the public to promote organics recycling and gauge attitudes and perceptions concerning organics diversion. The Division will provide assistance with the study as needed and will benefit from the results, which will help to address every task listed under this category.

Since the adoption of the Plan, several additional entities diverting food waste have been identified. Many of the grocery store chains in the area donate food and divert food scraps and spoiled food for composting. We collect this information for reporting purposes, but at this time the destination sites for the organics are not within the County.

h. Special Wastes:

The County hosts two Household Hazardous Waste (HHW) and eWaste collection events for County residents. In 2016 over 71,000 pounds of HHW and 94,000 pounds of eWaste were collected from 794 residents. Two events will be held in 2017.

The collection of hazardous waste from Conditionally Exempt Small Quantity Generators (CESQG) was added in 2015. Sixteen schools and municipalities participated in 2015 and thirteen in 2016. The County plans to continue to hold one CESQG event per year.

Currently the County has ten (10) permanent [medication drop boxes](#) within the County. All medications are taken to the RRA waste-to-energy facility and disposed of safely at no charge. In 2015 over 5,500 pounds of medications were safely incinerated. In 2016 the RRA incinerated over 9,100 pounds of medications, of which over 6,700 pounds were from surrounding counties.

Since the Plan's adoption there have been no additional animal mortality composting sites developed within the County and no formal survey of the need for additional animal mortality composting has been conducted. The Division has requested that CCE staff, in their conversations

with local farmers, ask if there is a need. The consensus has been that there is not a need at this time. The County does continue to compost deer mortalities incurred on county roads. This composting program has been in effect since 2004 and approximately 400 deer carcasses per year are composted at the Department of Public Works outpost.

i. Partnerships:

The tasks in the Implementation Schedule are either ongoing or have been completed. The Division has maintained active participation with the Hudson Valley Regional Council Solid Waste Committee and has continued to remain up-to-date with regional initiatives concerning recycling and composting. The committee is a great resource for ideas and support from surrounding counties and learning from experts in the field of solid waste management.

The RRA continues to accept pharmaceutical wastes from surrounding counties, and the change in operators of the WTE in 2014 did not change this practice. It is a practice that benefits the whole region and is expected to continue.

Working with municipalities and transfer station operators is part of our ongoing activities. We maintain an up-to-date listing of all of the transfer stations and what is accepted at them. Since the adoption of the Plan, two (2) municipal transfer stations have closed (Dover and Amenia), but both have contracted with existing private facilities in the respective towns for use by residents. The transfer station in Beekman has ceased operations, and the Rhinebeck transfer station has changed from municipally-run to being run by contract with a private entity.

The Division maintains an email contact list for communications with local municipalities, as well as individual schools within the County. We use this list to inform appropriate entities of changes in federal, state or local law, updates concerning solid waste management in the County and notifications of grant opportunities.

We will continue to work with The Walkway Over the Hudson State Historic Park who hosts the annual [Walkway Marathon](#). In 2015 it was the first marathon held in New York State to have taken the Pledge of Sustainability offered by Athletes for a Fit Planet. The race is held with a focus on reducing, reusing and recycling every material possible, including old sneakers. The Division provides ClearTainers to help in the collection of materials for recycling and food waste for composting.

We plan to continue to work with entities and event organizers to promote reuse and recycling, and plan to reach out to other organizations such as the Dutchess Chamber of Commerce in the coming year. In 2015 and 2016 the main focus was on schools and multi-family residences.

Staff continually maintains contact with private construction and demolition (C&D) debris recyclers in the County and in nearby counties. We promote C&D debris recycling in any presentations given and on the Division's website. We track the C&D debris recycling rate and periodically check with the facilities to see if materials have been, or could be added, to the list of C&D materials recycled.

Staff is planning on more promotion of C&D debris recycling in the coming years through newsletters, the website and presentations.

j. Education Sector:

The tasks from this section remain a focus for the Division. The Compliance Inspector, in conjunction with other job duties, has been visually verifying the availability of recycling equipment on-site at schools and the availability of outdoor recycling equipment at athletic fields.

In 2015 and 2016 six waste assessments were conducted at area schools, and recycling presentations were given at eleven schools. The assessments revealed that while recycling equipment was on-site, recycling could be improved. The lack of sufficient indoor containers, the lack of signage and proper labeling of containers, and no outdoor recycling containers were the main concerns. Staff is working with the schools to remedy this. As previously mentioned in the recycling education section, one school has requested, and been given, the car wash barrels needed for outdoor recycling.

The contact with the schools includes providing information on fundraising through collection of redeemable bottles and cans, and textile recovery programs. All schools are updated regularly concerning grant programs and the DEC poster contest.

Dutchess County is fortunate to have five colleges in the area, and they all have robust sustainability programs to be used as models for elementary and secondary schools. We maintain contact with the schools and have participated in sustainability events and programs over the past two years and will continue to do so.

k. Commercial/Institutional Sector:

All tasks are on-going. Part of the Compliance Inspectors job is to assess recycling at shopping centers and business centers while traveling throughout the County. This has resulted in personal contact with tenants and owners and has provided the opportunity for disseminating educational information concerning recycling and providing information on the Dutchess County Source Separation Law to individual businesses. We have found that most businesses provide the opportunity to recycle but need updated information on what can be recycled and how single-

stream works. While this information is also provided through presentations, brochures and the website, the personal contact works best. This effort is ongoing.

In 2013 every municipality was given several copies of our [Recycling Brochure](#) to make available to residents. The brochure can also be downloaded from our website and many municipalities provide a link on their websites to our information. Contact is maintained with all municipalities, and an email contact list is maintained to keep officials current on laws, events and grant opportunities. Presentations to local officials and residents are given whenever the opportunity arises.

We will continue to work with the commercial and institutional sectors on waste management. In 2016 we added flyers specific to multi-family residences and restaurants. All flyers and brochures are printed in both English and Spanish. The focus in 2017 will be on commercial strip malls and gas stations/convenience stores.

I. Agricultural Sector:

Dutchess County provides funding for CCE environmental programs and the Division works closely with CCE concerning solid waste management and the agricultural community. When a local farm was interested in possibly adding an anaerobic digester to the farm operation, both the Division and CCE provided cooperative assistance in determining sources of organic materials and the associated costs. Unfortunately this project is on hold, but it illustrates the cooperation between CCE, the agricultural community and this Division. CCE is our main source of contact with farms, and CCE not only promotes composting and recycling within the farming community, but also provides information when there are specific initiatives or concerns.

m. Industrial Sector:

As with the commercial sector, staff collects data from industrial generators in the County. One of the largest industries is IBM, located in Poughkeepsie and East Fishkill. Every year they are asked to complete a MSW report, indicating what is recycled. The reports show that they recycle not only cardboard and commingled, but also materials such as electronics, wood, asphalt and non-hazardous chemical waste. We will continue to monitor and work with the industrial waste generators to explore additional recycling and composting opportunities.

¹ A BUD is a jurisdictional designation made by DEC in regard to a material that has been used and is no longer usable for its original purpose but can be directed to an alternative use considered to be beneficial compared to disposal.

² ADC means cover material other than earthen material placed on the surface of the active face of a solid waste landfill at the end of each operating day to control vectors, fires, odors, blowing litter, and scavenging.