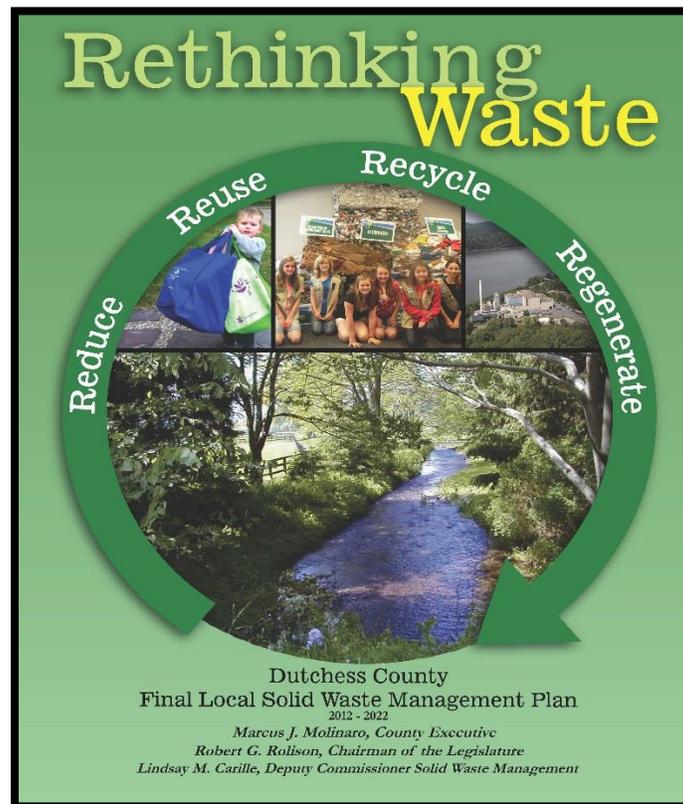


**Dutchess County**  
**Local Solid Waste Management Plan**  
**2019 Biennial Compliance Report**  
**Reporting Period 2017 and 2018**



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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, the Planning Unit for the management of solid waste for Dutchess County, 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 municipal solid waste (MSW) generated, increase reuse and recycling, maximize the use of the waste-to-energy facility for post-recycled waste, 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 MSW analysis within the Plan showed an approximate 23% recycling rate. The County's recycling rate has increased to 41.4% in 2018. The U.S. Environmental Protection Agency estimates that in 2015, their latest figures, the national average was 34.7%. 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. It is also a time when recycling is costing more, both to residents and haulers. Dutchess County has not only been able to maintain our recycling efforts but have also been able to continually increase our rate of recycling.

In terms of reaching our goals, as outlined in the Plan, they have not yet been reached. The projected diversion numbers and percentages, which were developed in conjunction with DEC input, had the County reaching a 51% diversion rate by 2018. While we have made great strides in reaching this goal, it is based on generation and diversion projections that have been unattainable in most of the state, as well as the country. The Plan projected a decrease in MSW generation over the years. This has not been the case for the County or the country. Organics diversion is also a big factor in reaching the stated goals and again, while we have increased our organics diversion of food and yard waste, it has not matched the projections. We have increased organics diversion by approximately 38%, but the Plan called for a 60% increase. Mainly due to siting issues and significant start-up costs, there have been no new food scrap compost facilities,

either regionally or locally. We continue to look at local opportunities and will continue to promote institutional and backyard composting.

While it is customary for planning units to count materials used under a DEC determined Beneficial Use Determination<sup>1</sup> (BUD) as recycling, such as Construction and Demolition debris used as ADC<sup>2</sup>, DEC does not count BUD materials toward the New York State MSW recycling rate and requests that these materials not be included on the DEC Annual Report Form – Planning Unit Recycling Report (DEC Report). Also, recyclables that are reported to DEC directly, such as materials from the Returnable Container Act and data from Vehicle Dismantler Facilities 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. Therefore, recycling figures given in this report will not directly match those on the submitted Annual Reports.

Since what materials are used to determine recycling rates varies so widely across the country, the Division of Solid Waste Management 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.

<b>Rethinking Waste Projections and Actual Rates</b>							
	2010 Actual	2016 Projected	2016 Actual	2017 Projected	2017 Actual	2018 Projected	2018 Actual
MSW only recycling rate	22.9%	44.0%	37.7%	48.7%	40.6%	44.0%	<b>41.4%</b>
MSW and C&D debris recycling rate*	26.4%	47.7%	43.7%	54.1%	44.2%	47.7%	<b>41.1%</b>
Combined recycling rate with ADC ash**	N/A	N/A	58.0%	N/A	55.0%	N/A	<b>59.9%</b>
*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 2017 and 2018, 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. 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 majority of recyclable materials from the County go to the privately-run Republic Services Beacon single-stream facility. Although, in 2018 we noticed more recycling started going to the Ulster County Resource Recovery Agency (UCRRA). This is mainly due to the rising cost of recycling to the haulers. UCRRA now only accepts dual-stream recycling, but at a reduced cost as compared to Republic. Some haulers, especially in our northern communities, are beginning the switch back to dual-stream collection. In addition, since UCRRA does not accept all the materials that Republic does, such as cartons, pizza boxes and clam shell plastics, this has made it more difficult to educate residents on what can be recycled. While possibly causing some confusion to residents, we understand haulers will use the least cost option in order to keep the costs down for customers. We have adjusted our recycling education to reflect the differences in the rules depending on where the hauler is taking the materials.

There are only four municipally-run residential curbside collection programs in the County, the City of Poughkeepsie, and the Villages of Pawling, Tivoli and Red Hook, with all other municipalities having collection done exclusively by private haulers. The City of Beacon, and the Villages of Millbrook and Wappingers Falls contract with a private hauler to run their residential curbside collection. Since the last Compliance Report, there have been no new transfer stations. One privately-run facility in the Town of Amenia, which was available to Town residents, closed in early 2019. Amenia residents can now use a private hauler or use the Harlem Valley Transfer Station in the adjacent town south of them.

Dutchess County, according to the U.S. Census, had an estimated population of 296,568 in 2017. This is a decrease of approximately 0.31% from 2010 (297,488). 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. While population has not changed much, our generation of waste has been creeping up every year.

### III. LSWMP Status and Accomplishments for Years 2017 - 2018

The County's Plan, [Rethinking Waste](#), has 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 three full-time employees; a Deputy Commissioner, a Recycling Educator and a Compliance Inspector. The Recycling Educator performs recycling promotion and outreach to the public and institutions. The Compliance Inspector investigates unlicensed haulers and recycling compliance. Other than hiring temporary intern staff, which we hope to do in the future, this fulfills our staffing goals.

#### b. Local Regulations:

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 75 Notices of Violation issuances and payment of one fine for operating without a License in 2017 and 2018. The large number of Violation warnings, issued mainly in 2017, were due to an effort to bring hotels, motels and gas station/convenience stores into compliance with our recycling regulations. No fines resulted from this effort, but recycling opportunities increased. The County currently has 37 Licensed Haulers, up from 18 in 2012.

The Division also maintains a [Recycling Complaint Form](#) on its website. This has resulted in seven complaints in 2017 and 2018, primarily about a lack of recycling, which were promptly responded to and resolved.

Every task from this section has either been completed or are ongoing tasks.

**c. Hauler Licensing and Data Management:**

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.

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 even 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 2017 - 2018 Compliance Report, once submitted to DEC, will also be available on the Division's website.

Every task from this section has been accomplished.

**d. Waste-to-Energy Facility:**

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 2017 the WTE processed 145,637 tons of Dutchess County solid waste, producing 32,939 net MWhs of electricity and recovering 6,117 tons of ferrous metals for recycling. In 2018 the WTE processed 130,394 tons of Dutchess County solid waste, producing 23,399 net MWhs of electricity and recovering 5,363 tons of ferrous metals for recycling. Due to ongoing maintenance the past two years at the Facility, in 2017 3,128 tons had to be diverted to other disposal sites and 24,011 tons in 2018, therefore reducing the electric and metals generation. The process created ash residue, 52,683 tons and 49,574 tons in each respective year, of which 100% was used as alternative daily cover (ADC) at a New York landfill.

Based on data collected each year, it is estimated that 77% of post-recycled MSW is disposed of at the Dutchess County waste-to-energy facility and converted to energy. This significantly cuts

down on County waste going to methane-emitting landfills over 200 miles away. Even when waste has to be diverted, the majority goes to the Westchester waste-to-energy facility.

The Agency's revenues have been able to meet expenses in calendar years 2017 and 2018. Therefore, there has been no requests for payment from the County, known as a Net Service Fee, since 2015. The Agency has budgeted \$0 for a Net Service Fee in 2019.

There has been no alternative method of ash disposal found. Costs for disposal have continued to increase, mainly due to having to use landfills that are quite a distance away and the transportation costs have risen. This is a huge cost to the Agency. A site for an ash monofill is being explored by Wheelabrator, the operator of the Facility. The site, if approved, will significantly lower transportation and tipping fee costs for ash residue disposal.

Every task from this section has either been completed or are ongoing.

#### **Reduce and Reuse:**

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.

Currently Dutchess County has [Local Law No. 5 of 2017](#) prohibiting the use of polystyrene foam disposal food service ware for chain food service establishments. The law was passed in 2017 and the effective date was January 1, 2019. The law is enforced by the Dutchess County Department of Behavioral and Community Health.

In December 2018 Dutchess County passed [Local Law No. 6 of 2018](#) regulating the usage of plastic bags. The Law prohibits stores (as defined in the Law) from providing a plastic carryout bag to any customer. The Law will be effective January 1, 2020. The law will be enforced by the Dutchess County Department of Behavioral and Community Health.

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. This is the only task in this section that is not completed or ongoing.

### **Recycling Education:**

The main focus of the Division staff is to promote and educate the public about recycling in Dutchess County.

The Division's [website](#) is regularly updated to provide current information, to promote what can be recycled in Dutchess County and to provide links to relevant information. We also provide links to various donation sites for reuse of materials and to sites that provide information on composting, hazardous waste disposal and other relevant solid waste management links.

The Recycling Educator, in 2017 and 2018, gave 102 presentations to school groups, library groups, senior groups, and summer camps. The presentations included educational booths at grocery stores, giving information on the proper recycling of plastic bags and the use of reusable bags. People who stopped by were given Dutchess County Recycles reusable bags. These presentations provided recycling and reuse information to over 4,000 residents. This effort has taken off and over 30 presentations have been booked in the first three months of 2019, many of them at the same locations. The Educator is now well-known and is being requested back to the same schools and libraries she presented to in 2018.



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 2017 and 2018 the containers were borrowed for seventeen events. The largest event was the Walkway Marathon Expo and Marathon in 2017. Staff also uses the bins to

promote recycling at County Senior Picnics. This promotes awareness of the need for public space recycling, as well as increasing recycling.

Fifty-nine recycling compliance inspections were completed, including inspections of motels, hotels and inns, and convenience stores and gas stations. All facilities were provided flyers on how and what to recycle.

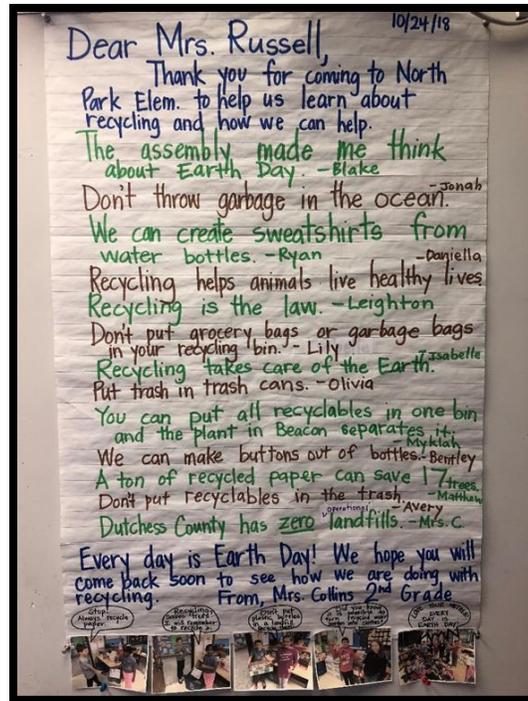
Staff participated in two annual Earth Day events, co-sponsored by the National Park Service and NYDEC. The events are well attended and electronics, cell phones, eyeglasses, and pharmaceuticals are collected for reuse and recycling. There are several educational booths to promote Earth Day, along with our booth on recycling. We will be participating again in 2019.

In 2018 we coordinated providing recycling bins to Poughkeepsie High School to increase recycling within the school. We worked with the City of Poughkeepsie Sanitation Department, who provided the bins, which in turn were provided to them by a local hauler.

In October of 2018 we initiated the first annual School Recycling Challenge, in recognition of America Recycles Day. All public and private schools were invited to participate in a challenge to increase recycling with school-wide recycling promotion. Six schools participated. The two schools with the highest recycling rates and most improved rates, were presented with a Legislative Commendation. All participants received a Certificate of Recognition. We plan to continue the Challenge in 2019.



Public education includes recycling brochures in English and Spanish, promotional item giveaways, such as recycled pencils, reusable bags and magnets to hold up our What to Recycle postcard, the recycling bin loan program, website information on recycling, reuse, reduction and composting, and public presentations.



Every task in this section has either been completed or is an ongoing task.

### Organics Management:

We continued our participation with the Feeding the Hudson Valley committee and local efforts to increase food donation and waste reduction. This included participating in gleaning training for donation of food from farms.



In 2017 we purchased twenty (20) Earth Machine compost bins for resale to residents. Due to the success of this program, we had to purchase an additional twenty (20) bins in late 2018. Twenty-three bins have been sold so far. This is an effort to increase backyard composting and promote the benefits of organics diversion.

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

Staff continued working with Cornell Cooperative Extension Dutchess County in 2017 on a study of organics management and diversion in the County. The study was completed in 2018 and outlines the estimated amount of organics generated and the generators within the County, the best diversion ideas, the options for composting, and the economics of the selected options. This has been in addition to working with the Hudson Valley Regional Council and the Regional Food Recovery and Gleaning Network. Both efforts will help with diversion through food recovery and organics composting.

There have been no new DEC permitted or registered food 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. The Recycling Educator has worked with the Village of Tivoli and Arlington High School on composting initiatives. She also attended the 2018 Organics Summit.

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.

All tasks in this section are ongoing.

### **Special Wastes:**

The County hosts three yearly Household Hazardous Waste (HHW) and eWaste collection events for County residents. In 2017 over 118,000 pounds of HHW and 77,000 pounds of eWaste were collected from 715 residents. In 2018 over 61,000 pounds of HHW and 70,000 pounds of eWaste were collected from 913 residents Three events will be held in 2019.

The collection of hazardous waste from Conditionally Exempt Small Quantity Generators (CESQG) was added in 2015. Thirteen institutions participated in 2017 and ten in 2018. 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 2017 over 10,500 pounds of medications were safely incinerated. In 2018 the RRA incinerated over 11,000 pounds of medications. We accept, at no charge, from seven surrounding counties in addition to Dutchess County.

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.

Every task from this section has either been completed or are ongoing tasks.

### **Partnerships:**

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. Dover has contracted with an existing private facility in town for use by residents of any town, including Amenia. 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 plan to continue to work with entities and event organizers to promote reuse and recycling. In 2017 and 2018 the main focus was on schools and gas station/convenience stores.

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.

The tasks in this section are either ongoing or have been completed.

### **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. He has helped to expand the use of the recycle bin loan program at local sports events, such as Town Little League games. The many cans and bottles collected are then redeemed for recycling and the money going back to the teams.

The Recycling Educator continues work with schools across the County in both recycling and composting initiatives and education, including initiating the Recycling Challenge. 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.

All tasks in this section are ongoing.

### **Commercial/Institutional Sector:**

Part of the Compliance Inspectors job is to assess recycling at shopping centers, schools, business centers and other institutions 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.

Every municipality has been 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 2018 we added flyers specific to hotels/motels and gas/convenience stores. All flyers and brochures are printed in both English and Spanish. The focus in 2019 will be on educating the public on what is recyclable in an effort to reduce contamination.

All tasks in this section are ongoing.

**Agricultural Sector:**

The Division works with the agricultural community, mainly in conjunction with Cornell Cooperative Extension (CCE). 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. We also reach out to the farming community when holding our annual CESQG collection event.

All tasks in this section are ongoing.

**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.

All tasks in this section are ongoing.

<sup>1</sup> 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.

<sup>2</sup> 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.