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COMPUTERIZATION OF THE NEW YORK INCINERATOR FILES

September 1978

FINAL REPORT



U.S. Environmental Protection Agency Region II Air Programs Branch New York, New York 10007

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16. ABSTRACT

Fred C. Hart Associates, Inc. assisted the New York State Department of Environmental Conservation (NYSDEC) in transfering data on operational incinerators in New York City to the Department's computerized emission inventory and administrative control system.

The upgrading of the New York City incinerator files will benefit three levels of government--City, State, and Federal. Both the City and State will utilize the data for administrative control and emission inventory purposes. The U.S. Environmental Protection Agency will input the information in the National Emissions Data System (NEDS). The information can be used in the development of appropriate strategies for achieving and maintaining national ambient air quality standards.

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Introduction

The purpose of this contract was to transfer data on incinerators from the City of New York files to the New York State Department of Environmental Conservation (NYSDEC) computerized emission inventory and administrative control system. The data ultimately will be utilized in the United States Environmental Protection Agency (EPA) National Emissions Data System (NEDS) program.

Description of the New York City Incinerator Program. The Department of Air Resources is the agency within the City of New York responsible for air pollution control and noise abatement. The Department is the responsible agent designated by the State of New York to carry out certain functions of the New York State Air Quality Implementation Plan as required by the Federal Clean Air Act.

New York City has more incinerators than any other jurisdiction in the country. There are six municipal incinerators and over 5,000 onsite or apartment house incinerators. Prior to 1930, on-site incinerators were rarely installed in City apartment houses. Shortly before World War II when solid waste collection and disposal became a sizeable burden to the City's finances, labor, and disposal capability, the City required that on-site incinerators be constructed in new apartment buildings. The post-War period was one of sizeable apartment construction leading to a peak number of 17,000 incinerators in the City's apartment buildings.

New York City has been concerned with its air quality since the 1950's but in 1965 a substantial effort to evaluate and resolve the problem began. In 1965, the Department of Air Pollution Control had 65 people. Eight years later the staff was 377--a six-fold increase.

In 1965, an emissions inventory was prepared which estimated the contributions of on-site incinerators to be nearly 25 percent of the total emissions of suspended particulate and nearly 50 percent of the maximum ground level concentrations.

With this background, the New York City Council with the support of the Mayor and many civic groups, passed Local Law 14 of 1966 which set controls on incinerators and oil burners then in existence, limited future construction of incinerators, and also limited the sulphur content of fuel oil.

Administrative and legal steps were taken by the real estate industry which delayed enforcement of this law over a period of years. The law was amended in 1968 to recognize the reality of this delay, and finally was included in the comprehensive Air Pollution Control Code passed in 1971. The real estate industry legal suit "Oriental Boulevard vs. Heller" was rejected in the State courts in late 1970 and was refused a hearing by the Supreme Court in March, 1971. The result of these delays was that by the end of 1970, only eight percent of the 17,000 incinerators existing in New York City had been closed or received "certificates of operation."

A full scale enforcement effort (which was prevented by injunction during the hearing of the lawsuit) began in late 1970 and over the next three years, 200 to 500 incinerators were modified or shut down each month so that by the end of 1973, only 6,000 incinerators had not been permitted or closed down. This effort of enforcement and engineering review has continued over the past four years but has declined as budget cuts have reduced engineering and enforcement staff, and as the general economy in New York City has reduced the ability of private owners and public assistance housing to finance the needed modifications.

The Incinerator Control Program. When the owner of an incinerator was interested in receiving a "certificate of operation" for an incinerator, he filed an application and a set of plans through an agent (professional engineer). The set of plans, submitted on forms prepared by the City of New York, contained sufficient information to demonstrate that the required criteria for incinerator modification was fulfilled.*

The application was sent to the Department's Bureau of Engineering, and after being logged in and given a control number, was passed on to an engineer within the Bureau for review. If the engineer found deficiencies in the applications, a "notice of disapproval" listing the areas in need of correction was set to the filer. The filer in most cases corrected the deficiencies and submitted an "amendment" to the

^{*} If the apartment house was small, the owner could shut down the incinerator or, no matter the size, the owner could also shut down the incinerator if a waste compactor was installed to handle solid waste.

application for review. In some cases, the filer could appeal the disapproval to the Director of Engineering or to a specially constituted Review Board headed by the Deputy Commissioner. In the case of the Review Board, a record of the decision was placed in the files and an amendment to the application was then made by the filer.

After all disapprovals were remedied, the Department issued a work permit, and work towards modification of the incinerator could begin.

After the work was completed, the filer asked for inspection of the work. A member of the Bureau of Engineering field unit then went to the site and inspected the completed installation. If any deficiencies were found, a "notice of disapproval" was issued listing the deficiencies.

The deficiencies were generally corrected or occasionally appealed to the Review Board. After resolution, the filer submitted a letter to the Department indicating the correction of the deficiencies and requesting a reinspection. After a field inspection was conducted which showed that the deficiencies were corrected, a "certificate of operation" was issued permitting operation of the incinerator for a period of three years.

The application and modification procedures enumerated in the preceding paragraphs are still utilized by the Department to process new applications and amendment submittals. The information contained on the application form, incinerator schematic, certificate of operation, notice of disapproval, work permit, and amendments form the bulk of the data base requiring transcription onto the APC 5-R form.

Details of Work Performed

As a result of the rapid pace of incinerator modifications, and the later budget cuts, the Department was never able to invest the time required to make its forms consistent with the needs of the State and Federal governments. Since the modification program was satisfying its goal of reducing air pollutant levels (average citywide suspended particulates dropped from 105 micrograms per cubic meter in 1970 to under the primary standard of 75 micrograms per cubic meter in 1973), government officials apparently preferred not to impede the progress at the expense of satisfying the need for consistent forms.

Now that the program of modification is under control, a new requirement exists—to accurately define emission sources so that air quality maintenance plans can be developed, implemented, and enforced. Therefore, there is the demonstrated need for upgrading the New York City incinerator files in order to make this data compatible for analysis and evaluation with data collected for the rest of New York State.

<u>Work Tasks</u>. The primary tasks involved in the successful completion of this work effort included: (1) a review of 3,776 New York City Department of Air Resources (NYCDAR), Bureau of Engineering incinerator files (containing information on approximately 5,000 incinerators) and the transcription of the requisite data onto a newly designed formand the transcription of the requisite data onto a newly designed formand the transcription of the requisite data onto a newly designed formand the transcription of the regulated data fields from the APC 5-R forms and key verifying the results onto computer input cards; and

(3) making final corrections on any data cards that were identified by NYSDEC as containing incorrect information in the data field. The APC 5-R (Rev. 7/75) is depicted in Figure 1.

Productivity Summary. The number of New York City incinerator files actually transcribed totaled 3,766 (see Figure 2). However, it should be noted that approximately 20 percent of the files contained applications for a "certificate of operation" for more than one incinerator on a particular premise. Thus, the number of incinerators evaluated and reviewed approached the original estimate of 5,000 incinerators. The multiple-incinerator files can be identified by the next-to-last digit in the identifier code which indicates the number of emission points—i.e., the number of incinerators on a premise. For example, in the identifier file code which follows, three incinerators would be located in that particular facility: 2R10073089100003A.

The cumulative man-hours expended from the project's inception through March 10, 1978 (when transcription activities were completed) totaled 2,612.0 man-hours. This effort included 370 hours expended by the Project Manager in supervisory activities and in conducting the project-management administrative and report-preparation functions. Additionally, another 407.25 man-hours were expended at the project's inception, which was spent as project "start-up" time (100.5 man-hours) and on initial file transcription activities (306.75 man-hours). These initial files had to be redone due to minor scope-of-work contract modifications. This circumstance is reflected by the zero productivity

Figure 1. APC 5-R Form (Rev. 7/75).

ENVIRONMENTAL PROTECTION ADMINISTRATION TO LOCATION EMISSION PT. UNIT APC 5-R (Rev. 7/75) 0000 Α DEPARTMENT OF AIR RESOURCES 0000 A 120 WALL STREET, NEW YORK, N. Y. 10005 The ! 0000 Α BUREAU OF ENGINEERING City 0000 A REFUSE BURNING EQUIPMENT LOT ZONING NewYork APPLICATION FOR CERTIFICATE OF OPERATION

(By Applicant) A 0000 FOR AGENCY USE ONLY 25. DATE APPLICATION RECEIPT # CASHIER 2. NUMBER AND STREET ADDRESS 26. IDENTIFICATION 27. DATE APPLICATION REVIEWED 28. APPLICATION FOR: NEW SGURCE C. . STATE 3 TOWN OR BORD _UPGRADING 3. STACK INSIDE DIMENSIONS (IN)
GAS FLUE CHARGING FLUE 32 STACK HETCH 29. EMISSION PT. · ELEV. ABOVE GROUND 0000 6. FACILITY CLASSIFICATION H. 'HOSPITAL L. BD. OF ED. EXIT VELOCITY O STD. COND. 36. EXIT FLOW TWO FLUE TWO FLUE
SYSTEM - YES NO
IF YES,
THRU ROOF - 1 2 UTILITY I. RESIDENTIAL M. HYC HOSPITAL COMMERCIAL C._ INDUSTRIAL G.___SCHOOL K.__N.Y.C.H.A. N. 45. INCIN. REFUSE INCINERATOR STATUS OWNER OR OFFICER'S NAME 40. RECEPTOR DISTANCE UNIT T.D LETTER Α 149. REFUSE SO. LBS/DAY S1. CHERGE TYPE GENERATED (LES/HR) "I hereby affirm under penalty of perjury that the information provided on this form is true to the best of my knowledge and belief, and that the equipment and/or apparatus concerned will be installed, altered and operated in accordance with the requirements of the MYC Air Pollution for this opplication on my behalf. I hereby acknowledge that false statements are punishable as, Class A misdemeanor pursuant to Section 1403.2-15.25 of the MYC Air Pollution Control Code and Section 210.45 of the Penal Law. 46. INCINERATOR MAKE AND MODEL 4 52. HRS/DAY 53. DAYS/YR 54. BURHS/DAY 55. RADIOACTIVE 58. ADDITIONAL REFUSE TYPE NOT PERMITTED 61. VOLUME 60. GRATE HEARTH YOTAL A. AREA (FT²) B. AREA (FT²) C. AREA (FT²) E. CHHER OR OFFICER'S SIGNATURE RATE (BTU/FT3/HR) STORAGE HT. 64. FLAMEPORT 66. HEIGHT ABOVE GRATE (FT)
IN FLUE AREA BY FLAMEPORT | 10. NAME OF P.E. SPARK ARRESTOR (12ga. 3/4 MESH, S.S.) 12. NUMBER AND STREET ADDRESS a) YES P) HEIGHT 13. TOWN OR BORD 14. STATE 15. ZIF AUXILIARY BURNERS 71. HIGH TEMP. NEW EX. 16 BURNER ANGLED 74. DESIGN FIRING RATE BTU/HR OR GAL/HR 72. RATED CAPACITY 73. FUEL TYPE BTU/HR YES_x I hereby certify to the best of my knowledge and belief to the accuracy of the tech-nical information contained in this application, plans and any supplementary data submitted. 77. TYPE 78. STATUS NEW EX. HIGH TEMP HODEL # 85. BURNER ANGLED DESIGN FIRING RATE 32. RATED CAPACITY 83. FUEL TYP BTU/HR YES PLACE SEAL ABOVE
18. SIGNATURE OF PROFESSIONAL ENGINEER HIGH TEMP. MODEL # BB. STÁTUS NEW EX. YES BURNER ANGLED RATED CAPACITY BTU/HR 93. FUEL TYPE 94. DESIGN FIRING RATE BTU/HR OR GAL/HR 19. FACILITY NAME (IF AMY) YES _ NO_ 20. FACILITY LOCATION (NUMBER AND STREET ADDRESS) HIGH/LOW TEMPERATURE INDICATOR/CONTROLLER 107. MAKE MODEL # 108. MAKE FLOOR NAME OR NUMBER 21. BORO 122. ZIP BLDG. SECTION OR NUMBER AUXILIARY EQUIPMENT 367 369. CYCLING CLOCK 370 NEW EX. 24a) NO. OF NO. OF APTS. FLOORS TOTAL / /INC. NO. OF ROO NO. OF INCINERATORS
APPLIC. | PREMISES 377. 379. CYCLING CLOCK 378. NEW EX. WORK PERMIT WILL NOT BE ISSUED UNLESS:

(a) INSTALLER IS NAMED AND

(b) WORKMEN'S COMP. & DISABILITY ARE ON FILE WITH DAR FINAL APPROVAL OF THE INSTALLATION IN THE FORM OF A CERTIFICATE OF OPERATION WILL NOT BE ISSUED UNTIL COMPLIANCE WITH ALL APPLICABLE PROVISIONS OF LAW, RULE AND REGULATION OF THE N.Y.C. AIR POLLUTION CONTROL CODE HAS BEEN VERTIFIED AT THE INSTALLATION SITE BY A REPRESENTATIVE OF THE DEPARTMENT. 387. 388. NEW EX. 389. AUTOMATIC DRAFT CONTROLLER 8 400 397. 398. NEW EX. DRAFT DAMPER MOTOR Company Name of Installer "I hereby certify that upon approval of this application, plans and any supplementary data, I will make the installation of and adjust-ments to the equipment and/or apparatus described herein." Installer's Name Title Installer's Signature State Z1p

Figure 1. APC 5-R Form (Rev. 7/75).continued. EQUIPMENT AUXILIARY TYPE STATUS EQUIPMENT TYPE STATUS EQUIPMEN 468. 469. NEW EX. BYPASS DAMPER MOTOR 477. 478. 479. NEW EX. 498. 499. NEW EX. FRESH AIR FAM OVERFIRE AIR (OFA) FAM NEW FY 503. F.A. LOUVER AREA (FT²)

a) GROSS b) NET 492. OFA FAN: INLET DAMPER -YES X INTERLOCKED WITH SCRUBBER-YES X 491. OFA FAN DESIGN CFH OFA MANIFOLD NOZZLES ANGLED DOWNWARD F.A. FAN INTER-LOCKED WITH SCRUBBER -YES_X SOZ. FRESH AIR FAN RATED CAPACITY -YES_x_ FRESH AIR DUCT

| b) X-SECT. AREA | c) LENGTH | d) # OF BENDS 504. FUSTBLE LINK LOUVER OVERFIRE AIR MANIFOLD

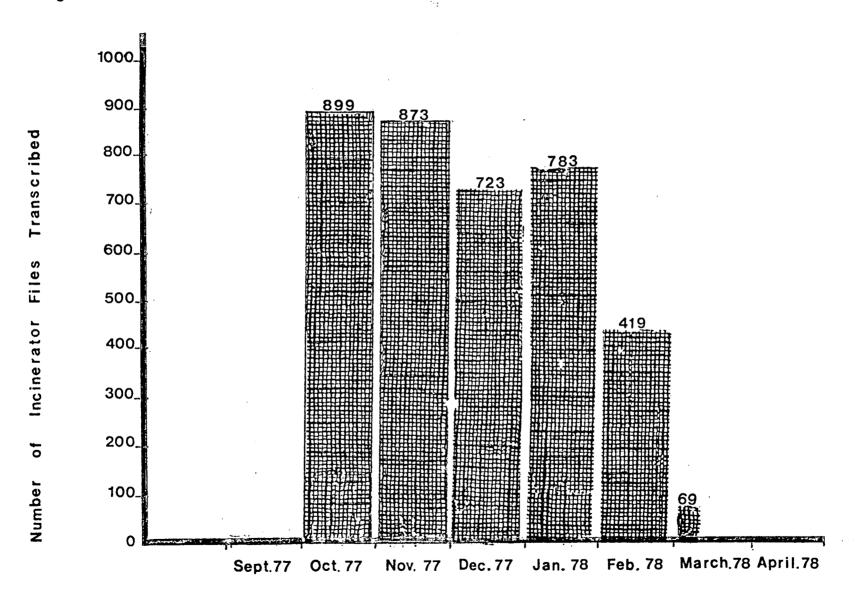
a) DIAMETER (IN) b) NO. OF NOZZLES C) NOZZLE DIA. (IN) YES NO 574. STAINLESS STEEL |
DEFLECTION CARS | a) IN FLUE YES NO |
- 4" DIAMETER, 24" ON CENTER | b) FLAMEPORT YES NO | SO6. TEMPERATURE & S71. AUTOMATIC IT FYES.

DRAFT SEMSORS CHARGING GATE INTERLOCKED
AT FLAMEPORT WITH SCRUBBER

-YES_X YES_NO_- YES_X 572. ROOF DAMPER 573. UNDERFIRE AIR NET REGISTER AREA YES NO EQUIPMENT SURFACE
TEMPERATURE,
160°F MAXIMUM
- YES x 581. CONTROL PANEL MIN. 2 FT.
FROM INCINERATOR AND
IN INCINERATOR ROOM
-YES_X b) DAMPER RODS MIN. 4" DIA. S.S. -YES___ 575. a) DAMPER PLAYES MIN. 16 GA. S.S.- YES____ OTHER. SPECIFY OTHER, SPECIFY_ IF YES IO (a) OR (b), GIVE CAP, RAP, B/OR IDENTIFY 582. DiteR COMBUSITOR EQUIPMENT a) SAME ROOM YES NO b) SAME STACK YES NO CLEANOUT DOORS IN ALL CRITICAL LOCATIONS ISB3. THTERNAL CROSS-SECTION
DIMENSIONS (IN) - AREA (IN²) 5R4. MAYERIAL OF CONSTRUCTION:
a) 16 GA. MIN., S.S.-(b) 12 GA. MIN., C.R.S. REFRACTORY LINED -(c) NONE SCRUBBER DUCTWORK YES x A) (NLET CHECK ONE: a YES' x B) BYPASS CHECK ONE: a YES x h C) OUTLET CHECK ONE: a D) OUTLET IN FLUS CHECK ONE: c , d) 12 GA. MIN. S.S. IF (d), LINTEL ACROSS TOP YES _x_ & BOLTED TO WALL - YES x SCRUBBER INDUCED DRAFT FAN 591, RATED CAPACITY @ 70 F 587. TYPE 588. STATUS 590. MAKE MODEL # 8 CFM ___ * S.P. SCRUBBER MODEL # III. TYPE 112. MAKE 109. T.D. 01 00 117. EXIT TEMPERATURE | 118. MATERIAL OF CONSTRUCTION FROM SCRUBBER (*F) 115. PRESSURE DROP ACROSS SCRUBBER 116. INLET TEMPERATURE TO SCRUBBER (*F) 113. # EFFICIENCY 114. DESIGN CFM & 1600°F STAINLESS STEEL IN. . . . SETTLING CHAMBER(S) APARTMENT SCHEDULE 4 OF APTS. x FACTOR POPULATION
STUDIO APT. x 2

1 BEDROOM APT 1 BEDROOM APT. x 3 144 FACILITY I.D NO 145 UTM (E) 146 UTM (11) 47. SIC NUMBER 143 LOCATION CODE 2 BEDROOM APT. x 5 3 REDROOM APT. ¥ 7 WORK PERHIT A BEDROOM APT. x 9 151. DATE ISSUED 152 EXPIRATION DATE 5 REDROOM APT. x 11 C. O. APPROVAL TOTAL 156. EXPIRATION DATE 155. DATE ISSUED 121. APPROVED: Head, Refuse Disposal Division Director at Engineering LOCATION FACILITY EMISSION PT. UNIT 0000 R A NOTE: 0 0 0 0 Α 0000101 Α APPLICATION MUST BE TYPEWRITTEN. 00000 Α AND SUBMITTED WITH PLANS, COPY TO NYS - DEC IN TRIPLICATE. ---------------0000

Figure 2: Incinerator Files Transcribed by Month



level for September, 1977, although 306.75 man-hours of work were expended. These forms required minor modifications which were accomplished over the following two months.

Deducting the Project Manager's administrative and supervisory commitments during the project (370 man-hours) and the start-up time (100.5 man-hours) for the project's other team members (e.g., training sessions), approximately 2,141.5 man-hours were actually spent in the process of transcribing 3,766 files. On the average, 1.76 files per man-hour were transcribed (or about 34 minutes per file on the average).

Utilization of Project Data

The upgrading of the New York City incinerator files will benefit three levels of government--City, State, and Federal.

Three distinct groups within the City can be expected to make use of the data. The Bureau of Engineering, which controls the files now, will have consistent files so that the program leading to the issuance of "certificates of operation" can be better monitored. The Bureau of Enforcement will be able to identify candidates for inspection as those lacking original certificates to operate, or lacking renewed certificates that are required triennially. Finally, the Bureau of Technical Services will use the information to assist in developing its emission inventory and additionally to modify its State Implementation Plan and Maintenance Plan, should that course of action be necessary.

The New York State Department of Environmental Conservation will utilize the information for two purposes:

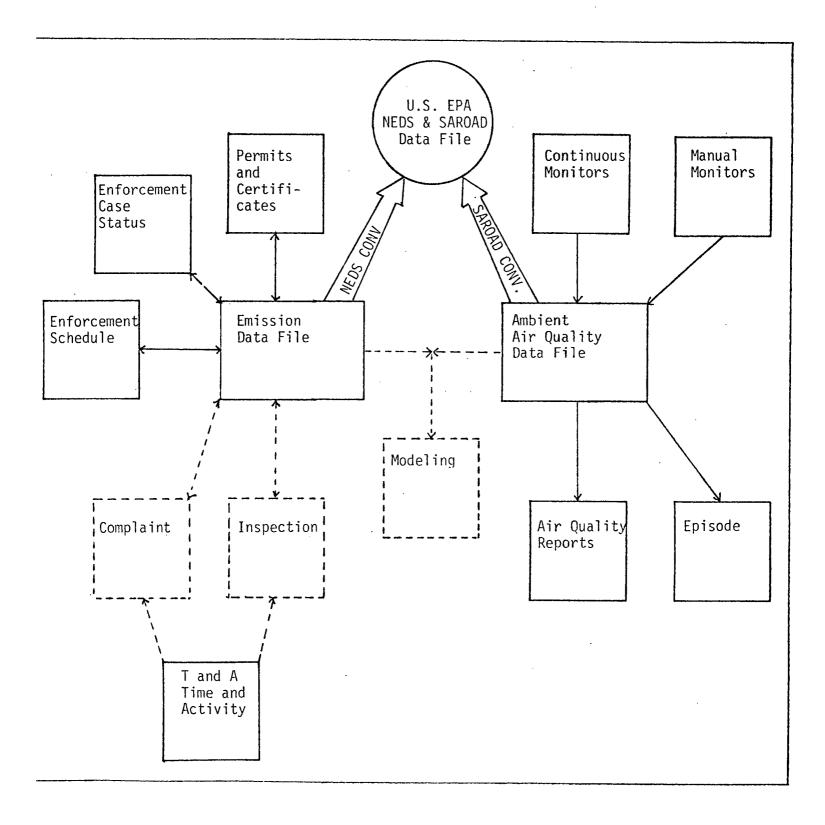
- Administrative Control: identifying (a) the installations which have or do not have "certificates of operation" and (b) the certified installations which must have their certificates renewed; and,
- 2. Emission Inventory: for a compilation of State-wide emissions data.

The U.S. Environmental Protection Agency will input the information into the NEDS (National Emissions Data System) program. The flow of information from the appropriate New York State files into the NEDS system is indicated in Figure 3. The NEDS information allows a national compilation of emissions data. The information can be used in the development of appropriate strategies for achieving and maintaining national ambient air quality standards.

Conclusions and Recommendations

In summary, the undertaking to computerize the NYCDAR incinerator files will greatly enhance State and Federal attempts to standardize emission inventory and reporting requirements. A concomitant benefit is the expanded administrative control features of the program. By having the expiration dates for each "certificate of operation" in a computer data bank, the task of identifying and notifying those facilities which have certificates with imminent expiration dates can be standardized. The contractor recommends that NYSDEC furnish the NYCDAR enforcement

Figure 3: N.Y.S. AIR POLLUTION SOURCE MANAGEMENT AND AIR QUALITY MONITORING SYSTEM



division with a monthly printout report. At present, the owner (or his agent) is required to notify the Department's Triennial Office that a triennial inspection is necessary. The inherent weakness of such a notification system is obvious. During the course of transcribing file data, numerous facilities were discovered to be operating incinerators although the "certificates of operation" had expired one, two, and even three years ago. The implementation of an administrative reporting system will eliminate the problem of identifying facilities requiring triennial review.

In order to maintain the City's computerized incinerator file data base on a current basis, it will be necessary to devise a method to input additional data on a routine basis. The updating of the data base will serve three functions. First, it will allow for the incorporation of data on a facility issued a "certificate of operation" for the first time. Second, it will serve as a mechanism for updating file information on those facilities granted a triennial "certificate of operation". Third, it provides a method of inputing data contained in "amendments", such as equipment changes. As the NYCDAR has neither the facilities nor personnel to produce the requisite final product--i.e., a key punched computer card--the following procedure is recommended: At the time a certificate of operation or an amendment is issued or approved, a duplicate APC 5-R form should be completed by the NYCDAR engineer recording the information in the Department's files. In the case of inputing amendment data, it would require recording only the identifier code and the information on the amendment, rather than completing the

entire form. These modifications would then be submitted on a biweekly or monthly basis to the appropriate NYSDEC office currently maintaining the incinerator file data base. The NYSDEC office would be required to key punch the requisite data onto computer cards and subsequently incorporate the new information into the existing data base while deleting the outdated information.

The recommended update procedure is the most economically viable method of completing the update requirement utilizing the existing structure of the data base system. Performed on a routine basis, the updating of the incinerator file data base would not substantially increase present City and State personnel workloads, and would offer the impacted agencies the noted advantages of an up-to-date computerized emission inventory and administrative control system.