

PUBLIC HEARING

before

*New Jersey Legislature*  
SPECIAL (LEGISLATIVE) COMMISSION TO INVESTIGATE  
CERTAIN PROBLEMS RELATING TO SOLID WASTE  
DISPOSAL, constituted under SCR 24 of 1969.

Held:  
May 16, 1969  
Assembly Chamber  
State House  
Trenton, New Jersey

Member of Commission present:

Senator Milton A. Waldor (Chairman)

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W I T N E S S E S

Honorable Carmen J. Armenti  
Mayor, City of Trenton

John N. Matzer, Jr.  
Business Administrator  
City of Trenton

Lewis Klockner  
Director of Public Works  
City of Trenton

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SENATOR MILTON A. WALDOR [Chairman]: I hereby call the hearing of the Special Legislative Commission to investigate certain problems relating to solid waste disposal, constituted under SCR No. 24, to order.

I would like to note for the record that invited to testify here today were the Honorable Carmen J. Armenti, Mayor of the City of Trenton; John Francavilla, Mayor, Borough of Fairfield, Essex County; the President of Miele and Sons, who are garbage contractors located in Montclair; President of the Bellezza Company, Incorporated, also garbage contractors, located in Jersey City; and the President of the Maplewood Disposal Company, 90 Millburn Avenue, Maplewood, New Jersey.

I would like to further note for the record that none of the contractors has responded with the exception of Mr. Miele who through his attorney notified Mr. Arthur Applebaum that being a member of the Municipal Contractors Association which has testified extensively before this Commission, they would rest on the testimony given by other members of the Association and their counsel and had nothing further to add and as a result of which did not or will not appear here today. There has been no response from the Maplewood Disposal Company nor has there been a response from Bellezza Company, Inc., at 288 Seaview Avenue, Jersey City, New Jersey. This Commission will decide at a subsequent date whether or not we are desirous of issuing subpoenas to these two contracting organizations in an effort to bring them before us or whether or not the testimony will be complete based upon those who have appeared before us thus far.

I think the record should also note that both Houses of the Legislature were in session until the early hours of the morning this morning, as a result of which other members of the Commission are unable for one reason or another to be here at least at this time. Should they arrive during the course of the hearing, we will enter their names upon the record at the time of their arrival.

The first witness before us this morning is the Honorable Mayor of the City of Trenton, Carmen J. Armenti. Mr. Mayor, all of the witnesses who have testified thus far before us have been willing to testify under oath and I would like to know whether you have any objection to that at all.

MAYOR ARMENTI: None at all.

C A R M E N J. A R M E N T I, being duly sworn,  
testified as follows:

SENATOR WALDON: Mr. Mayor, first of all, I want to thank you for appearing here today and for offering to give this Commission the benefit of your experience and knowledge in this field.

Do you have a prepared statement or something of that nature?

MAYOR ARMENTI: I have no prepared statement, Senator, but I do have some what I feel are pertinent facts that may be helpful.

SENATOR WALDOR: Fine. Would you like to give them in narrative form and then perhaps I can ask you questions?

MAYOR ARMENTI: Initially let me say this, if I may: The problem of solid waste disposal not only in New Jersey

but throughout the country, I feel, is one of the most complex, one of the most expensive problems facing municipalities today. It is very difficult for many reasons to determine in what direction municipalities should move in the area of solid waste disposal.

Trenton's history has been this: We had an incinerator which was built back in 1906 and because it was not useful any more, it was demolished in 1959. We at that time under the commission form of government moved to the method of landfill disposal. We still use landfill and it is located in Falls Township in Pennsylvania. So as far as a site or problems of incurring the wrath of the citizens regarding a site, we don't have that problem in Trenton. You must understand that Trenton is only 7 square miles, the confines of the City of Trenton, surrounded by 12 other municipalities in the suburbs. We operate our own collection fleet. Those specifics are that we have 14 Truxmore Packers that are 7 years old, 5 Truxmore Packers that are 6 years old, 3 rented trucks. Two are completely out of use at this particular time. We now have budgeted for additional new vehicles to help us in our collection problem.

Landfill started in 1959. We renegotiated in 1961 and in 1969. The cost in 1959 at the initiation of landfill was approximately \$137,500 per year. In 1962 --

SENATOR WALDOR: I'm sorry. What was that figure, sir?

MAYOR ARMENTI: \$137,500.

SENATOR WALDOR: That's in 1959?

MAYOR ARMENTI: In 1959. That was our first year of

landfill. In 1962, it rose to a figure of \$192,000. Now our immediate contract with the landfill people is up for termination on June 1st, so it was necessary, because we did not have any other alternatives, to renegotiate a new contract starting on June 1st and that figure has been increased to \$241,872.

SENATOR WALDOR: That's the contract --

MAYOR ARMENTI: -- that will begin on June 1st, 1969.

We weighed our disposal in October 1962 to try to determine if we could come up with the exact amount of tons that we dispose of and it showed that the city deposited 43,000 tons per year and along with other sources 29,000 tons. Now we did make an effort to look into other alternatives as far as waste disposal is concerned and we received bids in October of 1965 for the collection of garbage and trash by private contractor and disposal. Now bids were rejected for collection and disposal at that particular time. It was decided that we would continue with landfill. Based on our 1968 figures, it was determined that the total amount of year collection increased to 80,000 tons.

SENATOR WALDOR: That's in 1969?

MAYOR ARMENTI: 1968. Now for our budget of 1969, it is \$730,225. This includes \$469,388 for salaries and wages, \$260,837 for other expenses. Now this includes our contract with the Landfill Corporation.

Approximately two years ago, I called the Mayors of the three surrounding municipalities, Ewing Township, Lawrence Township and Hamilton Township, to see if we could come up with a program

on a regional basis to dispose of our waste. Ewing Township already has an incinerator. They moved to an incinerator sometime ago. They built their own incinerator. Hamilton Township has some problems. They use both methods, partly incineration and partly by landfill. Lawrence Township had already been using landfill and they use the same landfill site that we use over in Pennsylvania.

Well, Lawrence had a problem of immediately having to move into a new contract with Landfill. Ewing did not want to do anything at that time because they already had their incinerator and they didn't think they had any immediate problems with waste disposal. But Hamilton indicated that they would be willing to move to a joint study with Trenton to see if we couldn't come up with a program that would be desirable economically and physically between the two municipalities. We came up with a figure of about \$9,000 that we would have to split to make the study. Hamilton was willing, but the City Council felt we had enough information to move in this direction and they were only interested in doing something with Trenton. I felt we should have moved to a study with Hamilton. I also feel that whenever we have an opportunity to move in any direction in cooperation with other municipalities, we should on a regional approach.

Just recently, the Mercer County Board of Freeholders called a meeting of the 13 municipalities in Mercer County and they have now O.K.'d a study of the county for waste disposal. Now this will include all the municipalities to see if we can come up with a regional approach, whether it may be landfill or

incineration and I think this is a step in the right direction. Unfortunately, Senator, I just feel that time is passing so fast that there is an urgent need for some determinations. I don't have the answers but this problem becomes more and more complex. Waste disposal - we take for granted it is going to disappear somewhere some place. It is awful expensive. I see it becoming more expensive in the future and there are many, many problems that go along with this entire situation once you determine what method you are going to move in.

In Mercer County we are going very fast. Trenton, as I indicated before, is only 7 square miles. Landfill would seem to me to not be the best way - this is my own personal observation - because you are going to have to incur the wrath of the citizens who do not want landfill sites. The other problem is, if the move is toward incineration, then you are going to have to be able to come up with incinerator sites which also do not make the citizens very happy. Also there is the problem of air pollution. It is a many faceted problem.

It is my personal opinion that the move from a long-range point of view, especially how Mercer County and Trenton are situated, would either have to come from burning the waste or some other method that perhaps the Federal government will come up with, a unique way of disposing of waste. I am not sure what that way is.

I will be glad to answer any questions.

SENATOR WALDOR: Thank you, Mr. Mayor. When did Trenton first start in the collection business itself or has it always been that way?

MAYOR ARMENTI: We have always collected our own waste.

SENATOR WALDOR: And have you attempted or did you attempt in 1959, for example, to determine what the cost was to the City of Trenton for collection purposes?

MAYOR ARMENTI: This was a little bit before my time. What do you know about that, Lou?

MR. KLOCKNER: The first attempt to obtain bids for private collection was in 1965.

SENATOR WALDOR: Would you have available, for example, what the cost to the city was sometime around 1959?

MAYOR ARMENTI: We would have our budget figures, of course, yes.

SENATOR WALDOR: I would greatly appreciate it if you would submit those to us because we would like to do a comparative analysis of the rise in cost solely from the collection standpoint between that date and this.

You have indicated, sir, that in 1959, the cost for the landfill was \$137,500, as I recall it.

MAYOR ARMENTI: That's correct.

SENATOR WALDOR: With whom was your contract for the landfill operation?

MAYOR ARMENTI: As I recall, it has always been with the Landfill Development Corporation.

SENATOR WALDOR: What was the name of that, sir?

MAYOR ARMENTI: Landfill Development Corporation, the same organization that we have now.

SENATOR WALDOR: And they furnish you with nothing but

a site for dumping actually, is that it?

MAYOR ARMENTI: That's correct.

SENATOR WALDOR: And you indicated in October or in 1962 in any event that the cost rose from \$137,500 to approximately \$192,000 and at that time you were dumping about 43,000 tons. I didn't understand. You mentioned something about 29,000 tons also.

MAYOR ARMENTI: Lou, do you want to explain that part of it?

SENATOR WALDOR: Will you state your name for the record.

MR. KLOCKNER: Louis Klockner, Director of Public works.

SENATOR WALDOR: Thank you.

MR. KLOCKNER: In 1962 at the \$192,000 fee, there were 72,000 tons being deposited at Landfill. That is a weighed figure. 43,000 tons was deposited from city trucks, material picked up by city trucks. The other material was from private haulers, from industry that hauled with their own trucks. There were 29,000 tons of that material.

SENATOR WALDOR: Well, Director, the 29,000 tons that came from private sources, so to speak - I take it you mean private collectors as contrasted to the city.

MR. KLOCKNER: But material originating in the City of Trenton which we were responsible for.

SENATOR WALDOR: The city would have had no responsibility then from a fiscal standpoint for the collection of that 29,000 tons or anything like that.

MR. KLOCKNER: No, sir. We limit restaurants and other places of business to ten 32-pound containers. If they are producing more garbage --

SENATOR WALDOR: -- then they would be responsible for making their own contract with scavengers for the purposes of collection and so forth.

MR. KLOCKNER: And we provide the site.

SENATOR WALDOR: Oh, you provide the site.

MR. KLOCKNER: We provide the site for the disposal.

SENATOR WALDOR:--irrespective of what the tonnage or what the amount might be.

Now, Mr. Mayor, you said that in June of '69 or '68, I guess it was, there were 80,000 tons approximately that were disposed of on the landfill site and that that was, I take it, at a cost, unless I am confused, of \$241,872, or was that June of '69 when you had a new contract; was that it?

MAYOR ARMENTI: No. Possibly I confused the issue here. Our last contract negotiated in 1962 amounted to \$192,000.

SENATOR WALDOR: I see.

MAYOR ARMENTI: Now what had happened, that '62 contract runs out this June --

SENATOR WALDOR: That was a seven-year contract, was it?

MR. KLOCKNER: It terminates June 1.

MR. MATZER: It runs from '62.

SENATOR WALDOR: So it would be approximately seven years.

MAYOR ARMENTI: The new contract begins on June 1st of this

year, in a few weeks, and that contract calls for an expenditure of \$241,872.

SENATOR WALDOR: And the 80,000 tons that you referred to in 1968, would that include the refuse that was collected from commercial or industrial businesses in the City of Trenton and was picked up by private scavengers?

MAYOR ARMENTI: That tonnage is included in that 80,000.

SENATOR WALDOR: So the increase between 1962 and 1968, according to these figures, would be approximately 8,000 tons, is that right?

MAYOR ARMENTI: Correct.

SENATOR WALDOR: And the difference in cost would be from \$192,000, to, let's say, the present contract figure of \$241,000 in round figures or \$242,000.

MR. KLOCKNER: That's correct.

MAYOR ARMENTI: And increase of about \$50,000.

SENATOR WALDOR: Right. Now might I ask, sir, for purposes of our enlightenment-- and I want you to understand that basically this Commission is formed for the purpose of determining whether or not and, if so, what legislation is necessary or what we can do to help the municipalities throughout the State in this area. Might I ask whether or not there were any bids or whether there were any bids for the contract of June 1, 1969?

MAYOR ARMENTI: No, this was a negotiated situation. We did not take bids. We examined all the alternatives first. We talked to the people in Ewing Township who have their own incinerator and the only available landfill site that we could

get was the existing one and so we felt it was necessary to continue with that.

SENATOR WALDOR: Incidentally, for the record, how long have you been mayor, sir?

MAYOR ARMENTI: Since July of 1966.

SENATOR WALDOR: So would you know or would your records reveal whether or not bids were taken for the contract that was let in, let's say, October of 1962 or was that the same situation as exists at the present time, that there was one site available and that was it?

MAYOR ARMENTI: I can't speak from fact.

MR. MATZER: I might speak to that. My name is John Matzer, Business Administrator. The contract was a 1959 contract and in 1962, although it was in the middle of the contract because that was a five-year contract, the city in conjunction with Landfill Development Corporation reopened negotiations because of discussions we had on the weight. So at that time that again was a negotiated contract because it was a mid-term contract.

SENATOR WALDOR: That was in 1962. How about the 1959 contract, was that a bid contract?

MR. MATZER: In 1959 I do not believe bids were received.

SENATOR WALDOR: In other words, it would have been a negotiated contract.

MR. MATZER: That's right.

SENATOR WALDOR: Now, Mr. Mayor, are there any other sites for the disposal of your refuse in this area? I am not

referring to municipally-owned sites necessarily but private sites or anything of that nature.

MAYOR ARMENTI: Our Director has examined all other alternatives, as I mentioned, other sites, and we haven't been able to come up with any site that could handle our tonnage.

MR. MATZER: We received bids in 1965 on alternate forms of disposal and at that time our Landfill Development Corporation was the only one to submit a bid on landfill.

SENATOR WALDOR: On landfill.

MR. MATZER: Yes, sir.

SENATOR WALDOR: I take it that the usual bidding procedures were followed, advertised and so forth.

MR. MATZER: It was advertised with detailed specifications. That's right.

SENATOR WALDOR: Has there been between 1959, let's say, or 1962 when the contract was renegotiated and the present time - has there been any difference --- Well, I will withdraw that because the tonnage would reflect that there was an increase of approximately 8,000 tons. Have you attempted to ascertain, sir - you have indicated your budget for 1969 was \$738,000 ---

MAYOR ARMENTI: \$730,225.

SENATOR WALDOR: I'm sorry. -- \$730,000, \$470,000 in round figures of which was dedicated to salaries, wages, and so forth and \$260,000 which would include the contract price of \$241,000 or \$242,000 and the balance is for other expenses, I assume, maintenance and repair of equipment and that sort of thing. Now what was the budgetary allocation in 1959 and again in 1962 for the collection costs to the City of Trenton?

MAYOR ARMENTI: Do you have that, Lou?

MR. KLOCKNER: The 1959 total budget was \$541,513.

SENATOR WALDOR: And in 1962 what was it?

MR. KLOCKNER: In 1962 the budget figure was \$751,825.

SENATOR WALDOR: So that actually your budget has decreased, your allocation has decreased, in 1969 as compared to October of 1962.

MR. KLOCKNER: I would like to clarify that somewhat because budget figures include presently only the \$192,000 figure; it does not reflect the June 1 increase.

SENATOR WALDOR: In what?

MR. KLOCKNER: In dollars. In other words, when we budgeted, Senator, we budgeted for the \$192,000 figure as of January 1, and prior to the effective date of June 1 when we renegotiated; we now have an annual budget figure of \$241,000 approximately. We have to pick up that money from other sources for the last six months of the year.

SENATOR WALDOR: I see. Now you mentioned incineration, is this a problem or a solution to an existing problem that you or council-- Is it council?

MAYOR ARMENTI: City Council.

SENATOR WALDOR: -- have considered for some future date or are considering, I should say?

MAYOR ARMENTI: Right now, we want to examine alternatives because at this particular point we don't have any alternatives but the landfill site and landfill disposal. I should mention at this point that we do now have bids coming in for landfill, incineration and other methods of disposal and collection. We

can make the specifications of the bids available to you and we could give you the benefit of the information that we receive. When is that date? When should they be in?

MR. KLOCKNER: They will be advertised next Thursday, I believe, the bids to be received approximately 30 days later.

SENATOR WALDOR: That would be on the basis of both collection and disposal and also will there be bids taken for collection alone and disposal alone?

MR. KLOCKNER: Yes, sir. It is exploratory on the part of the City of Trenton. We will ask for figures for private collection over a five-year period and disposal to landfill over a five-year period. And we are asking also for bids to be given on the construction of an incinerator by others.

SENATOR WALDOR: Let me ask you this, Director or Mr. Mayor: You have had the experience with an incinerator before, as the Mayor has indicated, sometime ago, and we have had testimony, if my memory serves me correctly, that there were approximately 38 incinerators that had at one time or another been constructed in the State of New Jersey and my recollection is that approximately 7 of them are still in operation with a few of them shortly going out of operation. Have you made a determination in any way as to whether or not there would be a reduced cost to your city if an incinerator were to be constructed and operated by the City of Trenton?

MAYOR ARMENTI: I think we will know a little more once we receive bids.

SENATOR WALDOR: I see. In other words, you are taking bids also on this incinerator question over this period of time,

as to what the construction and maintenance and operation, etc. would be.

MR. KLOCKNER: We are taking bids so as to obtain a figure from private developers on their construction of an incinerator to be operated by them on a lease-purchase fee to us. We also are investigating, and Council has requested, at the time the bids are received that we prepare a study for them of costs for incineration to be constructed by the city with its own moneys.

MAYOR ARMENTI: And at the same time, the county is moving in the direction of a study. The same thing we recommended two years ago, we are finally getting around to. The only thing is the problem doesn't stop just with the receiving of bids. There has to be a judgment and a determination. And then like most municipalities, at least in the older cities, the problem of financing, different methods, is always a problem.

SENATOR WALDOR: Let me ask you this, Mr. Mayor: You indicated before in your testimony or at least I got from your testimony that you were in favor of some sort of regionalization program for contiguous municipalities or something of that nature and that you had consulted with representatives of Ewing Township, Hamilton and Lawrence with that purpose in mind. Do Ewing and Lawrence -- You indicated that Ewing has an incinerator. Are they operating that at the present time?

MAYOR ARMENTI: Yes, they are.

SENATOR WALDOR: And Lawrence is strictly a landfill operation.

MAYOR ARMENTI: A landfill operation.

SENATOR WALDOR: Is their site the same as the one used by Trenton?

MAYOR ARMENTI: Yes, it is.

SENATOR WALDOR: Then I take it that the Landfill Development Corporation is one that also has the contract with Lawrence?

MAYOR ARMENTI: Correct. I think we checked out their figures too. I don't want to speak for Lawrence.

MR. KLOCKNER: There has been an increase in the cost on the part of Lawrence Township which is very similar to the one in the City of Trenton.

SENATOR WALDOR: Have the salaries and wages that you have indicated -- you see, I understand what you indicated before about the \$751,000 in October of '62 and your present budget of approximately \$730,000 - that's your total budget which would be inclusive of the amount of your contract for disposal - but have the salaries and wages increased and, if so, could you give us a percentage increase in the salaries and wages between the year 1962 or '59 and 1969? Do you have that information available?

MR. MATZER: Not since '59. I can say that in 1965 and 1967 and 1969, the city put into effect major pay increases.

SENATOR WALDOR: For the workers?

MR. MATZER: Right. In '69, it was 10 per cent. In '67, it averaged out slightly over 5 to 6 per cent. And back in '63, it was around 5 to 6 per cent.

SENATOR WALDOR: When was the last time that the city

purchased any new equipment in that area?

MR. KLOCKNER: About seven years ago.

SENATOR WALDOR: And you haven't bought any new equipment to speak of since that time?

MR. KLOCKNER: No, sir. We have a bond issue now prepared and moneys are available and we will advertise within the next week for seven new easy-pack load type, rear-end load type trucks.

SENATOR WALDOR: And, Mr. Mayor, I think you indicated you had 14 of those now?

MAYOR ARMENTI: We have 14 Truxmore packers which are seven years old. This is a constant problem, as the Director can elaborate on, of equipment breaking down.

SENATOR WALDOR: I was going to ask about that because we have heard a lot of testimony about the high cost of repair and maintenance and the increased costs of purchasing equipment, etc. I was wondering what your experience was with that, Director, in so far as maintenance and repairs are concerned? Do you make your own in Trenton? Do you have a department that handles the maintenance of your motor vehicles and that sort of thing?

MR. KLOCKNER: We have in this particular division mechanics that do this repair work within the limits of the type repair. When it becomes a major repair, we send them out. The Mayor indicated we were renting three trucks. Some of the trucks got to the point that neither our personnel or others were able to repair them. So we are now renting three trucks to supplement those vehicles.

SENATOR WALDOR: That is in addition to the trucks that are owned by the city? When I say "in addition to", I mean the operation of these three rented vehicles is in addition to the operation of the trucks that Trenton owns.

MR. KLOCKNER: Yes, sir, they are supplementing our fleet. We have four trucks actually that are out of service completely. These three rear-end loading trucks are the type trucks that handle the material better.

SENATOR WALDOR: Do you rent those, as a matter of curiosity, from a person who is in the business or from some truck rental or machinery organization?

MR. KLOCKNER: These are actually being rented from Consumer Equipment Company. They are suppliers of refuse disposal trucks.

SENATOR WALDOR: I see. Any time during this contract period has it ever been contemplated by any of the mayor's predecessors that Trenton go out of the collection phase of this business and have bids or has anything of that nature taken place during that period of time?

MR. KLOCKNER: Yes, sir.

SENATOR WALDOR: And was there a comparative study - I assume there was - made to determine whether or not it was more or less costly to operate the collection phase of this business by Trenton or by a private contractor?

MR. KLOCKNER: We did take bids in '65 and the Director of Public Works at that time made a survey of the bid prices and of the salary and wages and the operating budget of the municipality and indicated to Council that there would be a saving if

it went to a private collector at the price then received.

Very frankly, there was a great bit of opposition on the part of the public employees and the budget figures will indicate the number of personnel dropped from 109 to 99 and now down to 73. They indicated they could do the work with less men and meet the price of a private collector. So that has been the problem.

SENATOR WALDOR: How many men do you have now?

MR. KLOCKNER: There are presently 73 budgeted - 73 to 78.

SENATOR WALDOR: In that area.

MR. KLOCKNER: Approximately 75 persons.

SENATOR WALDOR: That composes the entire number of personnel that are necessary to operate the collection phase of the business in Trenton.

MR. KLOCKNER: Supervisors, mechancis, collectors and drivers.

SENATOR WALDOR: Mr. Mayor, you indicated, I believe, that Trenton consisted of seven square miles.

MAYOR ARMENTI: Approximately seven square miles.

SENATOR WALDOR: And your population is approximately what?

MAYOR ARMENTI: We just had a write-in census taken. Our last figures show 110,000 people, but through this mail census, it now shows 102,000. So it is in the area of that figure, 102,000 to 110,000. There seems to be some disagreement with the census people and our people.

SENATOR WALDOR: There usually is.

MAYOR ARMENTI: The other point I want to point out to you, Senator, and we try to emphasize this with the taxpayers, is that Trenton makes three collections a week.

SENATOR WALDOR: That is to every home in Trenton or to every residence?

MAYOR ARMENTI: Yes, every residence in Trenton. And this, I think, is unique in municipalities these days. Other municipalities tend to move to two collections a week. So they are getting good service.

SENATOR WALDOR: Is yours curb-side?

MAYOR ARMENTI: Curb-side, yes.

SENATOR WALDOR: And has there been any favorable response or indication from, for example, either Ewing or Lawrence Township, or Hamilton for that matter, indicating a desire on their part perhaps to participate in a regional-type program.

MAYOR ARMENTI: As I mentioned earlier, Hamilton Township, a municipality which is now reaching 90,000 residents --

SENATOR WALDOR: How many, sir?

MAYOR ARMENTI: 90,000 -- indicated to me in our meetings a couple of years ago that they would definitely be interested in a study to determine possibly a joint method. The study would also include a study just for Hamilton and a study just for Trenton. And we couldn't come up with the money for the study.

SENATOR WALDOR: Was that \$9,000 for the study to be shared?

MAYOR ARMENTI: That's right - \$4,500 apiece. I thought it was a worthwhile investment, but nevertheless City Council

turned me down. Last month we had a meeting at the County Court House, the Freeholders called in all the representatives of the 13 municipalities in Mercer County and they asked at that time for an indication by the municipalities whether they would be interested in a joint study with the municipalities picking up their respective costs for the study, prorated on the amount of tonnage they would dispose of and that type of thing. Only Ewing, because they already had their incinerator, indicated that maybe they might not move in this direction. I don't know what the final determination is on Ewing. But at that time the attorney for the now Mercer County Improvement Authority - they just created an Improvement Authority that could move in the direction of capital improvements for the municipalities in the county - indicated that if a study were taken, certainly Ewing would not lose the capital cost of their incinerator if the recommendation is to incineration or any other method and the Improvement Authority would certainly reimburse Ewing Township for their already constructed facility.

So it looks to me as through a study will be conducted by the county for a possible regional method of disposing of solid waste and I think it is a move in the right direction.

SENATOR WALDOR: Mr. Mayor, let me ask you this: I don't know whether or not you have followed these hearings and what preceded these hearings in the press. Have you had any reason to believe by virtue of your experience in this particular phase of governmental operation that the garbage industry or the solid waste disposal industry is in any way infiltrated by unsavory influences or underworld influences or

anything of that nature?

MAYOR ARMENTI: We have only had experience since I have been in government - I was a Councilman for four years and Mayor for three - with the one organization, Landfill Development Corporation. Waste disposal becomes very controversial depending on who you talk to and what direction people lean to as far as methods are concerned. It creates much controversy. I have not seen this in my experience.

SENATOR WALDOR: Which has been limited actually to negotiations with one firm.

MAYOR ARMENTI: Yes.

SENATOR WALDOR: And there hasn't been, or has there been, anything to indicate that any other firms might be desirous of doing business with Trenton either on a landfill basis, on a dumping basis, or on the basis of collection? Have you noted any interference on the part of the contractor with whom you presently are under contract to keep out anyone else in the business from negotiating or bidding on Trenton's business?

MAYOR ARMENTI: I haven't seen that. The problem in Trenton is certain people who are inclined to favor incineration as against landfill, number one; number two, the problem of whether Trenton should build its own incinerator or move to a leased-purchase type of arrangement if we move to incineration. We haven't determined which direction we are going to move in. Even if we move to incineration, there seems to be some question whether we would be able to finance that program. I have an open mind until we see the figures on the bids. I think in the

final analysis, that has to be the determination: How much is it going to cost your municipality? Certainly there are other considerations on a long-range or short-range basis. There is some concern from what I have been reading in the press, people in Bucks County are objecting to the landfill sites. I have no reason to believe this, but if they were to close up the landfill site there, I don't know where we would dispose of our waste.

SENATOR WALDOR: Well, it was indicated before by the Director, I think in 1965 bids were taken at that time and it was felt, I take it, by members of the Council that it was more economically feasible from the standpoint of employees, even though the cost by private contractors might be somewhat less than the operation by Trenton of its own collection business -- Did you receive a number of bids, Director, at that time? Do you recall?

MR. KLOCKNER: There were several bids, sir.

MAYOR ARMENTI: Mr. Klockner was not the Director of Public Works at that particular time.

SENATOR WALDOR: I say, if you recall.

MR. KLOCKNER: I have examined the figures and there were several bidders. Landfill Development Corporation, however, were the only ones that presented a bid for landfill disposal.

SENATOR WALDOR: And the others were purely on a collection basis?

MR. KLOCKNER: There were others.

SENATOR WALDOR: How did they propose to dispose, do you

know, of the matter that they collected?

MR. MATZER: We had requested bids on collection and then within collection there were two alternatives, collection by the present landfill and collection if we went ahead with an incinerator. And then we requested bids on disposal by landfill and disposal by incineration. And we received two or three bids on the incinerator and approximately three or four bids on collection.

SENATOR WALDOR: Would you recall how wide a disparity there was in the bids?

MR. MATZER: We could supply you with that information.

SENATOR WALDOR: I would greatly appreciate it if it isn't too much trouble if you would.

MR. MATZER: We can give you a summary of the bidding.

SENATOR WALDOR: I would be curious to know what the difference would be between the Landfill Development Corporation's bid and the next low bidder for the contract.

MAYOR ARMENTI: When you examine bids, I have found, sitting on Council and going through this whole controversy, you have to take into consideration time from the pick-up to the dumping site and it gets quite complicated. Very frankly, on this particular bid proposal, if I recall correctly, Council was split on which direction we should move in. The Director of Public Works at that time recommended private collection and I don't remember what the savings were.

SENATOR WALDOR: It was substantial?

MR. MATZER: Yes, and the margin, of course, was reduced in discussions with the employees. They agreed to reduce the

work force.

SENATOR WALDOR: To reduce what? I'm sorry.

MR. MATZER: The work force - to eliminate a number of positions. When you made that adjustment, then the difference between the contractor and the cost to the city of operating its own service was not that great. So for that reason it was decided not to go out on contract.

SENATOR WALDOR: Mr. Mayor, are there any particular problems or peculiar problems to the City of Trenton that exist at the present time with respect to garbage, whether it be from the collection phase or from the disposal phase of the operation?

MAYOR ARMENTI: Only the problem of the money. To me, it seems awfully expensive. I am not sure how much we should pay for the disposal of garbage.

SENATOR WALDOR: You are referring now specifically to the disposal phase of the garbage spectrum, so to speak?

MAYOR ARMENTI: The entire problem of waste disposal and not particularly to any method. If a program could be reached through your help or PUC, I think it would be very beneficial to the cities if they would examine the specifications or the bids or maybe a private organization other than the governmental agencies, someone with the expertise in the waste disposal area. There is a whole host of things when you are examining and evaluating specifications and bidding in this area. There aren't too many people who have the knowledge and background to come up with a professional opinion on this. We feel or I feel that this is a problem that has kind of been

moved to the background for many, many years and it is something that has to be attacked and attacked immediately.

SENATOR WALDOER: Incidentally, you indicated before a source of concern and alarm over the possibility of the site that is presently used, being used to dump your refuse, if those facilities were no longer available to you, then you would have none available. I take it, you are talking about a purely landfill operation as contrasted to incineration.

MAYOR ARMENTI: None at this particular time. In our meeting with the Freeholders there was no definite opinion as to what method the county would move in. This would be determined by study, I suppose. But the way Mercer County is going in our particular area, once you choose a site, I think you are going to have tremendous opposition from the citizens.

SENATOR WALDOR: That, of course, is true throughout the entire state. Everybody wants sites available but nobody wants them in their own backyard.

[Discussion off the record.]

SENATOR WALDOR: Now, Mr. Mayor or Director or Mr. Business Administrator, are there any recommendations by way of legislation referring specifically to the problems that we have discussed that you might have to present to this Commission?

MAYOR ARMENTI: I think what your Commission is doing is of tremendous assistance at this particular time, Senator. I do think it is something that should have happened sometime ago and I congratulate you for taking the initiative in this area. I have nothing specific to recommend, but we will be very happy

with any assistance we can get from you and your Commission on this problem that is facing us. It is a tremendous problem, very expensive and certainly an area of legitimate concern.

SENATOR WALDOR: This contract of 1969 that commences on June 1 of 1969, for how long a period is that?

MR. KLOCKNER: Two years.

SENATOR WALDOR: Two years. Is there a reason, Director, why you have entered into a two-year contract as contrasted to a previous seven-year contract or is that the way the Landfill Development Corporation wanted it or is that the way the City of Trenton wanted it?

MR. KLOCKNER: That is as much time as they would give us. I believe they are approaching problems in areas and ability to handle our waste.

SENATOR WALDOR: Did they so advise you, that the maximum amount of time they would enter into a contract would be a two-year period?

MR. KLOCKNER: Yes, sir.

SENATOR WALDOR: They did tell you that. And they indicated to you that problems in so far as what is concerned was responsible for the two-year limitation as contrasted to the previous seven-year?

MR. KLOCKNER: One is availability of land, and second, is that they operate under a license granted to them by Falls Township - I believe it is the Public Health Office - and there has been some question raised, as indicated to me, as to the extension of that license over a greater period and other

forces are moving into the area of Pennsylvania requesting and demanding that incinerators be constructed and/or garbage be baled and hauled out of the area to other sites. Plus the State of Pennsylvania has recently adopted comprehensive legislation which will establish standards in regulating landfill operations that will go into effect in 1970. There is a real concern in Bucks County as to the underground stream pollution and we are fearful that this might limit us in terms of availability of a site.

SENATOR WALDOR: I asked the Mayor a question before and he answered it and I would like to know whether either of you gentlemen have anything to add to it. Have you in your experience, Director or Mr. Business Administrator, uncovered, noted, detected by inference or by a direct showing of anything, found any underworld influences or any unsavory influences that might in any way have interfered with or hampered Trenton in its services either from the collection standpoint or from a disposal standpoint from your own personal experience?

MR. MATZER: Not from my own experience.

MR. KLOCKNER: No, sir.

SENATOR WALDOR: Now you haven't had the problem, of course, of what has been referred to as rigged bidding practices or collusive bidding practices or anything of that nature or have you had such a problem?

MR. KLOCKNER: No, sir.

SENATOR WALDOR: I take it because of the fact your contracts have been primarily negotiated as contrasted to being

bid, you would not have encountered such a situation and I assume from not having experienced any of this, you would have nothing to testify before the Commission concerning anything of that nature. Is that so?

MAYOR ARMENTI: We had several - well, the one study in '61, the Raisch Report, using that as a basis. Then the Director and the Business Administrator along with myself going to Council trying to come up with specs that are protective from the city's standpoint and still open enough so the people can bid on them.

Again in the final determination, I think the decision has to be made on dollars, what is best economically for the city.

But everyone has participated in putting the specs together - the City Council and the administration.

SENATOR WALDOR: Incidentally, do you have any complaints about the Landfill Development Corporation and the operation of its site in so far as your equipment is concerned, the access to the site, the condition of the roads, or anything of that nature, leading to the site or departing from it?

MR. KLOCKNER: No, sir. I have inspected it personally on several occasions. I find from discussion with the drivers and others that it is a reasonably attractive site for the movement of vehicles.

SENATOR WALDOR: We have had some testimony before us at previous hearings wherein complaints were registered by municipalities concerning the maintenance of the roadways leading to the site itself. You have not encountered any of these

difficulties.

MR. KLOCKNER: No serious problem, no sir.

SENATOR WALDOR: And you don't believe in your judgment that any of the responsibility for any equipment breakdowns or mechanical difficulties or anything of that nature are attributable to the maintenance of the site itself or the lack of maintenance? You do not.

MR. KLOCKNER: No, sir, I do not.

SENATOR WALDOR: Well, is there anything that any of you have to add?

MR. KLOCKNER: I would like to add this one bit of information. In the negotiation with Landfill, in support of the increased cost to the city on a per ton basis, Landfill indicated to the city, and it has been confirmed by us, that their labor costs increased for mechanics from \$4 per hour in the year '59 to nearly \$10 per hour presently.

SENATOR WALDOR: This is for whom?

MR. KLOCKNER: The Landfill operators - their reason for increasing the cost to the City of Trenton.

SENATOR WALDOR: From \$4 per hour in '59 --

MR. KLOCKNER: -- to \$10 per hour in '69. A DA type bulldozer similar to one of many pieces of large equipment they use to maintain the site and to maintain the roadways for access to the site and they cover the material daily with earth - that bulldozer in '65 cost \$58,000. The current cost in '68 was \$72,000. So the cost to them in labor and equipment has gone up and they are handling greater tons of material.

SENATOR WALDOR: Well, the tonnage increase is

approximately 10 to 12 per cent, I would say.

MR. KLOCKNER: Yes, sir.

SENATOR WALDOR: There is a 10 to 12 per cent increase, I would say, as I see it roughly in the tonnage they were handling in 1962 as compared to what they will be handling commencing with June 1, 1969.

MR. KLOCKNER: Our report indicated a 13 1/3 per cent increase in volume, which is close enough, and about a 20 per cent increase in their disposal costs which supported their \$3 per ton figure and brings it up to \$241,000.

SENATOR WALDOR: Is there anything else you have, sir?

MR. MATZER: You had asked the question about what we could use in the way of assistance. I think one of the things we have followed very closely is the fact that there have been bills before the State Legislature which would provide some State assistance in the area of garbage disposal, solid waste disposal, and in particular some financial assistance for both studies and for construction.

Back in 1966 the City of Trenton filed an application with the Federal government under the Clean Air and Solid Waste Disposal Act for a regional study involving the three townships and the city. It was to be a two-year study and our grant request was \$95,000. And at that time the townships indicated they would cooperate with us, but they were not in a position to contribute financially on a matching basis and we did not receive approval of our application. One of the primary reasons was the fact of our approach. We were going in the right direction on the regional approach. But the Federal

government felt there should be some contribution from all parties involved, not just the City, and I think even now as we talk regional approach, the problem is even to come up with study money, let alone construction money. And at the Federal level there is practically no construction money available; it's all study.

So I think possibly at the State level one of the things that could stimulate an area-wide regional approach would be to tie some strings to State aid saying that State aid is available when two, three or four municipalities get together. Such aid could then be available for construction of a series of incinerators or combination of incinerators and landfill approach. But there is a real need for something such as a county study to come up with an estimate of what our needs are and with a combination of approaches. Our big problem in Trenton is we have no land. So even if we go to incineration, we have a problem of disposing of the 10 per cent or 5 per cent residue.

SENATOR WALDOR: Mr. Mayor, have you anything further?

MAYER ARMENTI: I have nothing else, Senator, except to thank you.

SENATOR WALDOR: I want to take this opportunity of thanking you, Mayor Armenti, and your Business Administrator and Director for having appeared here this morning. I think you have been very helpful in many respects and I certainly appreciate the time you have taken out from your duties as Mayor of this city to be here and offer your assistance to us and I

am hopeful - I am more than hopeful - I am certain that the hearings that have been conducted to date will be productive of legislation that will result in a permanent program that will lead toward assisting municipalities in this problem, which I regard as one of the major problems of all municipalities today. So again, although the other members of the Commission aren't here, in their behalf I would like to thank all of you for what you have given us by way of information and testimony. Thank you very very much.

MAYOR ARMENTI: Thank you.

SENATOR WALDOR: Is Mayor Francavilla of the Borough of Fairfield present? [No response.] Bellezza Company? Maplewood Disposal Company? [No response.]

By reason of the fact there are no other witnesses present, I hereby declare this session of this Commission duly adjourned.

[Hearing Adjourned]

