

COMMON COUNCIL - SPECIAL MEETING

December 13, 1988

Meeting to be called to order at 8:00 P.M. by the Honorable Joseph H. Sauer, Jr., Mayor.

PLEDGE OF ALLEGIANCE

PRAYER

ROLL CALL

Bourne, Connell, Gallo, Moran, Renz, Esposito, Godfrey, Flanagan, Zotos, Cresci, Fazio, Shaw, Cassano, Charles, Bundy, Butera, Danise, DaSilva, Enriquez, Regan.

19 Present 2 Absent

NOTICE OF THE SPECIAL MEETING - To be held on the 13th day of December, 1988 at 8:00 P.M. in the Common Council Chambers in City Hall, for the purpose of acting upon the following:

- 1. REPORT - Update on City's Garbage Disposal Position.
2. COMMUNICATION - Resignation of Council President James Nimmons.

PUBLIC SPEAKING SESSION

There being no further business to come before the Common Council a motion was made by _____ and seconded by _____ for the meeting to be adjourned at _____ P.M.



1

CITY OF DANBURY

155 DEER HILL AVENUE

DANBURY, CONNECTICUT 06810

COMMON COUNCIL

REPORT

December 13, 1988

Honorable Mayor Joseph H. Sauer
Honorable Members of the Common Council

Re: Update on City's Garbage Disposal Position

The Common Council Committee appointed to update the City's garbage disposal position met on Thursday, December 8, 1988 at 7:30 P.M. in the Fourth Floor Lobby in City Hall. In attendance were committee members Bundy, Regan, Godfrey and Flanagan. Also attending were Council Members Moran, Connell, DaSilva and Charles, ex-officio.

The objective of this committee was to research current and available technologies capable of disposing of our City's and/or region's trash working within the parameters of the mandate set by the State of Connecticut that 25% of our trash must be recycled by the year 1991. The committee considered all the proposals and accompanying technologies with the following criteria in mind: track record; feasibility (will it work); commitment; short and long term results; location; cost factors; benefits to the City; risks to the City; environmental impact; safety.

The following companies and their technology were invited to make a presentation to the committee and did so. A synopsis and overview of each presentation was prepared by the Chairman and given to each member of the Common Council in the form of a progress report over the past two months.

1. Reuter Resource Recovery, Inc. - Resource Derived Fuel (RDF) pellets.
2. Newest Technologies - Wet Trash Shredding.
3. Ogden Martin Systems, Inc. - Mass Burn/Incineration.
4. Environmental Recovery System - Recycling/Composting.
5. Phoenix Environmental Technologies, Inc. - Resource Derived Fuel (RDF) Pellets.

This report will not go into any great depth regarding these companies and their respective proposals as this has already been done, but will instead focus on the two most viable alternatives. A review

of how each of these alternatives measures up to the established criteria and which presents us with the most environmentally sound, cost effective and safe system that will satisfy the needs of Danbury and if so desired, the needs of the entire region.

It should also be noted that the committee reviewed a report published by the Municipal Solid Waste Task Force, Office of Solid Waste, U. S. Environmental Protection Agency, Washington D. C., issued in September, 1988. The committee also thoroughly reviewed the report submitted to Mayor Sauer by the Technical Advisory Team dated December 5, 1988.

The committee determined that the two most viable and realistic alternatives were Mass Burn and Composting. Mass Burn because of its widespread use and track record as a solution and Composting because of its promise, feasibility and potential.

Discussion concerning mass burn was covered quite well in the report submitted by the Technical Advisory Team. Mass Burn technology is the most visible in that it is what is operating now and suffices as a short term solution. However, it is not an answer for the long term. The Federal Government, specifically, the Environmental Protection Agency has declared that recycling including composting must be considered as the technology of the future. Since the beginning of 1987 almost \$80,000,000,000 worth of proposed mass burn projects have been cancelled. Regarding feasibility, it is quite evident that construction of mass burn facilities is well documented. However, the need for refitting and alterations present a constant maintenance problem. The location of an incinerator has always been a problem and in Danbury's case is no different.

In the case scenario painted by the Housatonic Resource Recovery Authority (HRRA) a proposed mass burn facility would be located on White Turkey Road. Reports submitted by two separate consulting firms, R. W. Beck for HRRA and Camp, Dresser and McKee for Danbury, designated Danbury's White Turkey Road site as number one and tied for number one respectively. The environmental impact of smoke and ash are to say the least not good. The risks are great and should be avoided if possible. Mass burn facilities are constantly refitting and altering their systems to cope with dangerous smoke produced by these facilities 24 hours a day. The ash produced by a proposed incinerator for our region would amount to 150 tons per day which would have to be trucked to a specially lined land fill somewhere in the region. The ash is a toxic substance and demands special consideration. As regards cost, a mass burn facility approved today may, after all appeals are exhausted and construction completed, be operational by 1994 (5 years). Our own Technical Advisory Team tells us that Danbury's landfill has no more than 3-4 years of life left in it. An incinerator just contracted for in Preston, Connecticut was bonded at a cost of \$198,000,000. Five years from now this cost could easily escalate to \$400 - \$500 million. The tipping fee at the Bristol, Connecticut facility began at \$37.50 per ton and have escalated regularly. Five years from now the tipping fee required may be well over \$150 per ton to absorb the enormous cost of construction. To reiterate, it is simply not prudent for a facility to be considered safe when it emits smoke fumes and toxic ash. Benefits to our community are minimal. The proposal calls for a host community benefit of 25 cents per ton for trash accepted but not produced by Danbury.

Discussion concerning a composting operation began with the feasibility question. The committee examined the proposal thoroughly and came to the following conclusions:

Composting can indeed work. This system will accept all of a community's municipal solid waste with the exception of hazardous waste, automobile scrap, steel reinforced concrete, white goods, flammables and tires (in bulk). It should be noted that these items were deemed to be excluded by each and every company that made a proposal. These items would be transported to a facility designed to accommodate them, such as a bulky waste and demolition landfill, as they are disposed of now. The balance of the waste stream (90-95%) would be sent through a state-of-the-art composting process after front end recycling to extract recyclables such as corrugated cardboard, aluminum cans, and bottles. The system was a magnetic conveyor to remove ferrous metals. The balance of the waste stream is put through the system under a constant monitoring process eventually being converted to an extremely high quality, marketable compost.

The track record for composting facilities is severely limited due to the fact that there are very few operations up and running as yet. There are, however, several small operations and doing quite well, (100 tons per day). Due to this fact the committee was very critical in assessing Environmental Recovery Systems commitment to their process. The company proposes a \$40,000,000 facility financed completely by their own lenders, located on a 38 acre parcel of property they have an option on and will purchase a complete insurance package provided by Marsh and McClennan Insurance Brokers (including business interruption insurance, liability and standard insurance coverage), willingness to guarantee a tipping fee of \$78 per ton (reduced by \$58 per ton for Danbury as part of our host community benefits package) with the only increase being the rise in the consumer price index over a period of 20-25 years and their willingness to accommodate Danbury and HRRA's needs. The company at their presentation was represented by their Chairman as well as fourteen other individuals who were experts on each facet of the operation from machinery to insurance. The committee was especially critical of the end product (compost) and its marketability. A study and review procedure as regards the compost to be produced revealed that there are markets that will take all the compost that can be produced and examples and illustrations of its uses were outlined to the committee.

Regarding short and long term results it was determined that the system could be up and operating in two years. However, the company is willing to begin accepting our trash sooner if we so desire (in order to preserve our remaining landfill) at a cost of \$78 per ton. The company would also assume the responsibility of disposing of it until their facility is operational. The long term benefit of this system is multi-faceted. Firstly, it enables Danbury and the region to dispose of our municipal solid waste and fulfill our recycling mandate. Secondly, after front end separation, a useful product is produced which can be sold and used for many purposes including the reclamation of heretofore non-productive land. Thirdly, we are not contributing to the pollution problem because there is no smoke, ash or effluent stream produced in this process. Fourthly, we are cooperating with our government request to move away incinerators by being in the vanguard of this approved technology. The location of this facility is quite acceptable to the committee as it is to be based on a 38 acre parcel of property accessible to major arteries and zoned for such use. As there is no

smoke, ash or effluent stream problem the environment is not threatened.

The cost factors are to be borne by the provider of the services. The committee was satisfied with the company's plan which does not require the City or region to invest anything but their trash. The benefits provided to Danbury as the host community are quite good. They include \$400,000 per year payment in lieu of property taxes, a 50/50 net revenue split of Danbury end product sales and a \$351,000 annual host community fee. The estimated first year dollar commitment to Danbury is \$1,290,827. This is a significant income generator for our City and must be considered a very big plus for a host community.

A thorough discussion was held regarding possible risks to the City if we entered into this type of system. If the system works as planned and is fully insured as outlined against acts of nature, i.e., tornado, hurricanes that destroy the facility we are risking little. However, if the system fails then we must find another way of disposing our trash.

The committee postulated the following: If we accept the system and it is up and operating in two years we will know within a short period of time (6 mos. - 1 yr.). At that time if the system is failing the companies insurance policy would kick in to insure that our trash is taken care of. We still have a life to our landfill and the incinerator, if proposed, is still four (4) years down the road (time enough for us to re-examine its feasibility). There is no monetary risk for Danbury nor is there any chance for a loss of real estate. It is the committee's feeling that the risks are quite minimal while the potential benefits are quite substantial both environmentally and economically.

A discussion regarding safety disclosed that the composting operation was extremely safe in that the system has built in sensors throughout to detect any foreign materials entering the waste stream. A complete chemical laboratory on the site provides an additional safeguard. The system is also capable of tracing a load of waste to the hauler and particular vehicle that brought it to the facility. There is no toxic ash or smoke and the system is completely enclosed. The committee was particularly impressed with the attention given to the safety aspect of this proposal.

The committee would also express the fact that the other communities belonging to HRRA can participate in this technology as a partner with Danbury just as they could with a mass burn facility. Whereas this facility can be on-line in two years and an incinerator would take upwards of five years to become operational the Council may wish to direct the Mayor to engage HRRA officials in dialog regarding the possibility of a partnership.

This committee's challenge was to examine the alternate technologies available to handle our City's municipal solid waste. Our group approached this task with total objectivity and no preconceived notions. All proposals were thoroughly examined and discussed at length. We realize that this decision will impact our City for the next 20-25 years and it was our responsibility to chose a system which came nearest to meeting or exceeding our accepted criteria listed in the beginning of this report. It is the committee's conclusion that the composting operation proposed provides Danbury with the safest system at the least risk, minimum costs, maximum benefits, and the most environmentally sound alternative for processing municipal solid waste.

Mr. Steven Flanagan proposed the following motion:

To recommend to the Danbury Common Council that the Council reject the findings of the Technical Advisory Team. Reject the Housatonic Resource Recovery Authority's (HRRA) decision that a mass burn facility be located on White Turkey Road, Danbury, CT, and support the alternative technology solution that employs the recycling and composting system as embodied in this report.

The motion was seconded by Mr. Robert Godfrey, and passed unanimously.

A motion to adjourn was made and seconded and the meeting was adjourned.

Respectfully submitted,

Roger M. Bundy, Chairman

Steven Flanagan

Michael Fazio

Robert Godfrey

Arthur Regan

Dr. Seldman is an economic development planner specializing in recycling and waste utilization technologies and enterprises.

PROFESSIONAL EXPERIENCE

Director, Institute for Local Self-Reliance, 1974-present.

Founder of ILSR, a technical assistance organization that provides expertise in the area of community economic development stressing decentralized technologies and cooperative business organizations. Advice is given to federal, state and local governments, small businesses and neighborhood organizations. The Institute has a staff of 15 and an annual budget of approximately \$500,000.

Chairman, Cooperative Association for Community Enterprises, Inc., 1978-present.

Founder of CACE, a cooperative of four community entities which acquired a 23,000 square foot facility. Responsible for development of cooperative equity arrangements, financing and operation of member enterprises.

Officer, National Recycling Coalition, 1979-present.

Founded Ad Hoc Committee for a National Recycling Policy which organized the first National Recycling Congress, Fresno, 1980. Committees 400 members merged with National Recycling Coalition.

Assistant Director, Division of Experimental Programs, George Washington University, 1977-78.

Director of Academic Affairs, Communitas College, 1973-77.

Associate Professorial Lecturer of Political Science, George Washington University, 1972-77.

Editor-in-Chief, Potomac Review (formerly Journal of International and Comparative Studies), 1972-73.

EDUCATION

Ph.D. George Washington University, International Relations, 1974.

M.A. George Washington University, International Relations, 1968.

B.S. Cornell University, Industrial and Labor Relations, 1966.

PROJECT DIRECTOR AND PRINCIPAL INVESTIGATOR (Selected List)

- o Technical Advisor for start-up of community controlled recycling center. Contract with Dupont Circle Neighborhood Ecology Corporation, 1976.
- o Economic Feasibility of Recycling, report based on site visits including technology developments, economic data, policy recommendations. Contract with U.S. Department of Commerce, 1979.
- o Conceptual design of joint private/public sector plan for recycling and economic development in Kent County, Michigan.
- o Integrated Solid Waste Management Recycling and Energy Recovery Plan for Atlantic County, New Jersey, 1980
- o Resource Recovery Policy Advisor and Technical Assistance Provider. Contracts with National Center for Appropriate Technology, 1978-79,



CITY OF DANBURY

155 DEER HILL AVENUE

DANBURY, CONNECTICUT 06810

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Langfill Office
(203) 797-4695

Michael A. Coch
General Mgr. of Solid Waste

COMMITTEE DECISION FACTORS

Factors/Technology	Mass Burn	RDF	Composting of MSW
Track Record	Proven	Proven (some problems)	Unproven at this scale
Feasibility	Proven	Proven (some problems)	Unproven at this scale
Commitment	Irrelevant	Irrelevant	Irrelevant
Short-Term Results	"	"	"
Long-Term Results	Proven	Proven	Unproven at this scale
Location	HRRA sites feasible	HRRA sites feasible	HRRA sites feasible
Cost Factors	\$65./ton	\$40.-\$68./ton	\$48.-\$78./ton
Benefits	Plant taxed fully. >	same	Less than full tax rate.
	Negotiable host >	"	\$351,000 host benefits.
	benefits. (We have >	"	50% reimbursement for
	asked for \$10./ton >	"	recyclables.
	or over \$2 million.) >	"	
	Full reimbursement >	"	
	for recyclables. >	"	
Risks	Very limited	Limited	Significant
Environmental Impact	Stack emissions	Stack emissions	No stack emissions
Safety	Stack emissions concerns.	Stack emissions concerns.	No stack emissions.

MSW based on latest Connecticut MB project bid (Cromwell, \$50.-\$55./ton, Dec., '88) with addition of \$10.-/ton. RDF based on fees quoted to Committee by Phoenix Environmental Technologies. Composting based on fees quoted to Committee by Environmental Recovery Systems, Newest and Reuter.

MSW and RDF based on assumption it would be an HRRA project; composting based on figures quoted to Committee by Environmental Recovery Systems.

NOTE: Since ERS' figures were the only ones cited by the Committee in its report, this comparison was used for this analysis.

December 14, 1988

Comments to the Danbury Common Council

Dr. Neil Seldman, Ph.D.
Director of Waste Utilization
Institute for Local Self-Reliance

[Dr. Seldman addressed the Housatonic Resource Recovery Authority this morning. He is one of the nation's leading authorities on the economic development aspects of solid waste management.]

My first point is that the local community groups who brought me to Western Connecticut are to be commended for preventing a headlong rush into the economic waste of mass burning and for insisting that responsible approaches be formally considered.

Responsible approaches to solid waste management do not at this time include composting materials in mixed MSW. Materials to be composted should be limited to source separated vegetative matter which would result in a clean, high value product.

This region needs to undertake a technology selection process via a proper informed process. HRRRA should not be concerned with siting and raising money before it has determined the socially and economically responsible approaches to solid waste management.

Remember, four billion dollars worth of mass burn plants have been cancelled in the last three years; as a result, mass burn companies have begun to adopt the RDF approach. The weakness of this band-aid fix is that the boilers for which mass burn companies are licensed are inefficient and more polluting than are the newer, safer types of boilers.

This region should look to appropriate existing coal-fired boilers as markets for its RDF. There is no need to build a new facility to combust this region's solid waste.

Not only is a recycling, composting and RDF approach safer than mass burn; it is also cheaper. A recycling, composting and RDF production facility will cost less than 40% of the cost of building a mass burn facility. And this type of responsible materials recovery approach sustains ever increasing recycling rates and new manufacturing activities.

RETURN OF SERVICE

By virtue of the within warning, I have served Notice on each of the members of the Common Council of the City of Danbury, of the Special Meeting of said Board, each Notice duly signed by the Mayor and City Clerk, by leaving such written Notice with each of the following members of said Common Council, to-wit:

	<u>NAME</u>	<u>TIME</u>
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Each Notice so served upon each member, all having been done by me on this date 11-09-88.

Attest: [Signature]
Policemen of the City of
Danbury

RETURN OF SERVICE

By virtue of the within warning, I have served Notice on each of the members of the Common Council of the City of Danbury, of the Special Meeting of said Board, each Notice duly signed by the Mayor and City Clerk, by leaving such written Notice with each of the following members of said Common Council, to-wit:

NAME

TIME

1. FLANAGAN - DELIVERED 1647
2. ERIQUEZ - NO RESPONSE AT 2111
3. NO RESPONSE AT 2205
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Each Notice so served upon each member, all having been done by me on this date 12/09/83.

Attest: P.D. F. Monahan
Policemen of the City of
Danbury

RETURN OF SERVICE

By virtue of the within warning, I have served Notice on each of the members of the Common Council of the City of Danbury, of the Special Meeting of said Board, each Notice duly signed by the Mayor and City Clerk, by leaving such written Notice with each of the following members of said Common Council, to-wit:

	<u>NAME</u>	<u>TIME</u>
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Each Notice so served upon each member, all having been done by me on this date 12-9-88.

Attest: R Guerin
Policemen of the City of
Danbury

RETURN OF SERVICE

By virtue of the within warning, I have served Notice on each of the members of the Common Council of the City of Danbury, of the Special Meeting of said Board, each Notice duly signed by the Mayor and City Clerk, by leaving such written Notice with each of the following members of said Common Council, to-wit:

NAME

TIME

1. HANK MORAN TA'AGAN RD DE (NOT HOME) 9:10 / 2:00

2. [Signature] EUSTIS RD 1915

3. (GARY RENE EUSTIS RD)

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Each Notice so served upon each member, all having been done by me on this date 12/19/88.

Attest: [Signature]
Policemen of the City of
Danbury

RETURN OF SERVICE

By virtue of the within warning, I have served Notice on each of the members of the Common Council of the City of Danbury, of the Special Meeting of said Board, each Notice duly signed by the Mayor and City Clerk, by leaving such written Notice with each of the following members of said Common Council, to-wit:

NAME

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1. [Signature] 1030 HRS

2. [Signature] 1950 HRS

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Each Notice so served upon each member, all having been done by me on this date 12/09/88.

Attest: [Signature]
Policemen of the City of
Danbury

RETURN OF SERVICE

By virtue of the within warning, I have served Notice on each of the members of the Common Council of the City of Danbury, of the Special Meeting of said Board, each Notice duly signed by the Mayor and City Clerk, by leaving such written Notice with each of the following members of said Common Council, to-wit:

12/10/88

NAME

TIME

1. JOHN J. ESPOSITO - NO RESPONSE 1617 TMS
2. HANK MORAN - NO RESPONSE - 1756 TMS
3. JOHN J. ESPOSITO - NO RESPONSE - 2142 TMS
4. HANK MORAN - NO RESPONSE - 2157 TMS
5. GENE ERDQUEZ - NO RESPONSE - 2216 TMS
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Each Notice so served upon each member, all having been done by me on this date 12/10/88.

Attest: PO. T. M. [Signature]
Policemen of the City of
Danbury

RETURN OF SERVICE

By virtue of the within warning, I have served Notice on each of the members of the Common Council of the City of Danbury, of the Special Meeting of said Board, each Notice duly signed by the Mayor and City Clerk, by leaving such written Notice with each of the following members of said Common Council, to-wit:

NAME

TIME

221.6234

1. Joseph Da Silva 18:57
2. Arthur D. Regan 19:07
3. Lovie D. Bourne
4. Michael S. Fazio 19:22
5. Roger M. Bundy 19:29
6. Art Regan
7. ~~J. J. ...~~ mother in law
8. ~~Pat Bundy~~ wife
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Each Notice so served upon each member, all having been done by me on this date 12 09 22.

Attest: Sony M. DeLo
Policemen of the City of
Danbury

on each of the members of the Common Council of the City of Danbury, of the Special Meeting of said Board, each Notice duly signed by the Mayor and City Clerk, by leaving such written Notice with each of the following members of said Common Council, to-wit:

	<u>NAME</u>	<u>TIME</u>
1.	Vincent Donnell	0850
2.	Robert L. Bowers	0900
3.	Lawrence T. Charles, Jr.	1020
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Each Notice so served upon each member, all having been done by me on the date 12/10/88.

Attest: [Signature]
Policemen of the City of
Danbury

Common Council envelope

Marta Dziugaj
12/11/88 P.O. Tregn

... served notice
... of the Common Council of the City of
... Meeting of said Board, each Notice
... Mayor and City Clerk, by leaving such
... each of the following members of said
... t:

TIME
9:05

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Each Notice so served upon each member, all having been done by me on t
date _____.

Attest: _____
Policemen of the City of
Danbury

RETURN OF SERVICE

By virtue of the within warning, I have served Notice on each of the members of the Common Council of the City of Danbury, of the Special Meeting of said Board, each Notice duly signed by the Mayor and City Clerk, by leaving such written Notice with each of the following members of said Common Council, to-wit:

	<u>NAME</u>	<u>TIME</u>
1.	<i>Lovie Baum</i>	<i>9:15</i>
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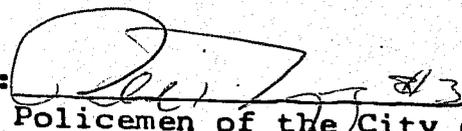
Each Notice so served upon each member, all having been done by me on this date _____.

Attest: _____
Policemen of the City of
Danbury

On each of the members of the Common Council of the City of Danbury, of the Special Meeting of said Board, each Notice duly signed by the Mayor and City Clerk, by leaving such written Notice with each of the following members of said Common Council, to-wit:

<u>NAME</u>	<u>TIME</u>
1. <u>John J. Resposito - Not home</u>	1145 hrs. (3)
2. <u>John J. Resposito - Not home</u>	1445 hrs (34)
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Each Notice so served upon each member, all having been done by me on the date Dec. 10, 1988.

Attest:  #34
Policemen of the City of
Danbury

On each of the members of the Common Council of the City of Danbury, of the Special Meeting of said Board, each Notice duly signed by the Mayor and City Clerk, by leaving such written Notice with each of the following members of said Common Council, to-wit:

<u>NAME</u>	<u>TIME</u>
1. <i>Bernard Hill</i>	<i>9:15</i>
2. <i>Barn J. Tomlin</i>	<i>1455</i>
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Each Notice so served upon each member, all having been done by me on the date _____.

Attest: _____
Policemen of the City of
Danbury

CITY OF DANBURY

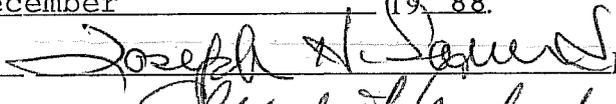
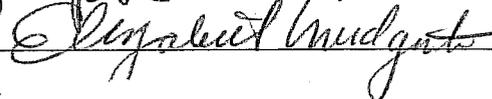
To: Common Council Members

A special meeting of the Common Council _____ of the City of Danbury will be held on the 13th day of December 19 88 at 8:00 o'clock p.m., at the City Hall in said Danbury.

For the purpose of

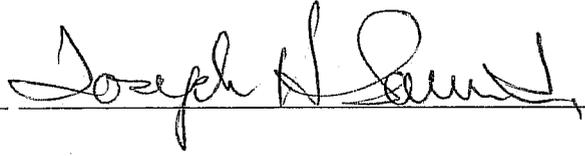
1. REPORT - Update on City's Garbage Disposal Position.
2. COMMUNICATION - Accept the Resignation of Council President James Nimmons.

Dated at Danbury, this 9th day of December 19 88.


 _____ Mayor

 _____ Clerk

To the sheriff or any policeman of the City of Danbury:

You are hereby required to notify the above named member _____ of the Common Council of the City of Danbury of the special meeting of said board by leaving with or at the usual place of abode or place of business of such member not less than 24 hours before the hour specified for said meeting, a notice in form annexed, and to make due return thereof at the time of said meeting.


 _____ Mayor

H. Report

COMMON COUNCIL - ROLL CALL

<u>NAME</u>	<u>YES</u>	<u>NO</u>
LOVIE D. BOURNE		✓
BARRY J. CONNELL	✓	
BERNARD P. GALLO	✓	
HANK S. MORAN	✓	
GARY D. RENZ		✓
JOHN J. ESPOSITO		
ROBERT D. GODFREY		
STEPHEN T. FLANAGAN	✓	
NICHOLAS ZOTOS	✓	
ARTHUR T. CRESCI	✓	
JAMES E. NIMMONS, JR.		✓
MICHAEL S. FAZIO		✓
WILLIAM H. SHAW		✓
ANTHONY J. CASSANO	✓	
LOUIS T. CHARLES	✓	
ROGER M. BUNDY	✓	
JANET BUTERA	✓	
MARI ANN DANISE		✓
JOSEPH DaSILVA	✓	
GENE F. ERIQUEZ		✓
ARTHUR D. REGAN	✓	
	12	7

Rush

COMMON COUNCIL - ROLL CALL

<u>NAME</u>	<u>YES</u>	<u>NO</u>
LOVIE D. BOURNE	✓	
BARRY J. CONNELL		✓
BERNARD P. GALLO		✓
HANK S. MORAN		✓
GARY D. RENZ		
JOHN J. ESPOSITO		
ROBERT D. GODFREY		
STEPHEN T. FLANAGAN	✓	
NICHOLAS ZOTOS	✓	
ARTHUR T. CRESCI		✓
JAMES E. NIMMONS, JR.	✓	
MICHAEL S. FAZIO	✓	
WILLIAM H. SHAW	✓	
ANTHONY J. CASSANO	✓	
LOUIS T. CHARLES	✓	
ROGER M. BUNDY	✓	
JANET BUTERA	✓	
MARI ANN DANISE	✓	
JOSEPH DaSILVA	✓	
GENE F. ERIQUEZ	✓	
ARTHUR D. REGAN	✓	
	14	4

I would like to say a few words about the Committee and the task assigned to its members.

Each and every member of the committee was well aware at the outset, that the responsibility of examining all possible alternatives to the problem of disposing of our community's and, quite possibly the Region's municipal solid waste was a critical assignment. All of us took the time and put forth the effort necessary so as to bring to this Council a responsible, well thought out, reasoned and viable solution to accomplish the objective.

For the past three months we have educated ourselves and listened to various alternative methods of trash disposal. We have examined the pros and cons of each system. I, as the Chairman have presented each of your progress reports on a timely basis over the past three months so as to keep you informed on our progress. All meetings were posted and open to the public. There were no private meetings held by this committee. Objectivity was crucial, and each member of the committee was pledged to keep an open mind. There were no pre-conceived or pre-determined agendas.

This committee also accepted and reviewed reports from the Federal Government State Government and the Technical Advisory Team appointed by Mayor Sauer. This inpa

was digested by the committee and was an integral part of our decision making process. No input or information was ever rejected out of hand. All information was used and reviewed.

The integrity of this committee is above reproach and we feel that what we present to you represents the results of much hard work and dedication to this community.

JAMES E. NIMMONS

65 KING STREET
DANBURY, CT 06810

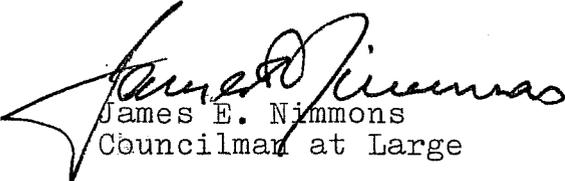
December 6, 1988

Honorable Mayor Joseph H. Sauer
Honorable Members of the Common Council

Please accept this communication as my official
resignation from the Common Council.

I want to thank all my Colleagues and his Honor
the Mayor for their help and cooperation, when
requested, and I wish you all continuing success
in your deliberations regarding this great City
of Danbury.

Respectfully submitted



James E. Nimmons
Councilman at Large

TO: Mayor Joseph H. Sauer, Jr.

FROM: Dan Minahan; Public Works Director/Chairman, Technical Advisory Team *DJM*
Michael Cech; General Manager, Solid Waste *M A C*
Dave Gervasoni; Manager, Landfill/Recycling Operations *R. D. G.*
Jack Kozuchowski; Environmental Health Coordinator *J. S. K.*
Jack Schweitzer; City Engineer *JCS*
William Buckley; Superintendent, Public Utilities *WCB*

RE: Long-Term Garbage Disposal Recommendation

DATE: December 5, 1988

At your direction, the Technical Advisory Team and the newly-formed Trash Team have been reviewing the technologies available for garbage disposal over the next 25 years.

After a long and careful study of the options facing the City of Danbury, we have reached a conclusion regarding the best technological approach. In summary, it is an integrated system composed of the following elements: curbside recycling, front-end separation, and incineration. It is our belief that this approach addresses our disposal needs with the most reliable technology proven to exist today.

A major part of our thinking was based on your longstanding philosophy to maximize recycling and minimize incineration. When you sent us to Minnesota to investigate a system which was designed to do just that, we returned convinced that a front-end separation system was an essential ingredient in any plan to incinerate garbage.

Another major part of our thinking was based on our collective belief that we need to preserve our existing landfill. This must be one of our primary concerns. We believe the landfill should receive special protection and that it should not be used by any other towns for any purpose.

Yet another major factor for us was the risk factor. Our research shows that the handling of trash is a very complex problem which requires proven and demonstrated experience. We are aware of many claims — from many vendors across the country — about supposedly reliable alternative technologies. Unfortunately, there is no established track record for us to investigate in many of these cases, leading us to the conclusion that we can not seriously recommend other than a proven technology. This is not to say that the alternative technologies do not work; rather, it is to say that we feel there is too much risk associated with them based on the lack of a proven track record.

A recycling program — which is currently under study by the Mayor's Task Force on Recycling — would be the first step. We must recycle 25% of our waste stream by January 1, 1991, under state law. In order to sell our recyclables (and ultimately keep them out of our landfill) we should institute a curbside recycling program — regardless of whatever other technologies we employ. A curbside program ensures the cleanest recycling product possible. We would hope that the local program would handle such items as metal, glass, plastic, and paper.

Aside from the curbside recycling program just described, a number of other items can be recycled in different ways. Yard waste can be composted, white goods can be sold to local scrap dealers, and markets for shredded tires are increasing. We are developing systems to handle all of these items on behalf of city residents.

The question of bulky waste (furniture and demolition debris) is being debated by the Housatonic Resources Recovery Authority. We have the option of using a remote landfill (in another member's town) for bulky items or we can use or own landfill or make separate arrangements to divert it elsewhere.

Following this thorough pre-sorting of our waste stream, we propose sending remaining components through a front-end separation plant. The front-end system should be designed to remove as much metal, plastic, corrugated cardboard, and glass as possible. All of these substances are either counter-productive in incinerators or viable for recycling. When possible, these items should be cleansed and recycled. Some may have to be landfilled. It should be noted that an FES system is not designed to take the place of curbside recycling. It is intended to act as a supplement and to remove as many undesirable elements as possible prior to incineration.

The remaining portion of the waste stream should be incinerated. Given the existing track records of the two major types of incinerators — mass burn and refuse-derived fuel — we would recommend mass burn. RDF plants have experienced more operating problems and, consequently, more capital rehabilitation costs than mass burn. If a mass burn plant is properly constructed and operated — along with the pre-sorting steps we are recommending — it should provide us with a thorough and proven means for disposing of our garbage.

As a matter of record, the Technical Advisory Team (D. Minahan, M. Cech, J. Kozuchowski, J. Schweitzer, and W. Buckley) and the Trash Team (D. Minahan, M. Cech, D. Gervasoni, and J. Kozuchowski) concerned themselves solely with the technical nature of the question. We relied heavily on the technologically proven track record of the various options as the industry exists today. We fully recognize the rapidly-changing nature of the field, and the many experiments underway to develop new technology, but we felt the relatively short time span remaining in our very valuable landfill made it most prudent to base our decision on a system with a proven reliability rather than a perhaps promising but unproven system.

12/13/88 7:55

NOTICE

Tonight's Special Meeting of the Common Council of the City of Danbury has been postponed (due to inclement weather resulting in the failure of a quorum) until Wednesday evening at 8:00 P.M. December 14, 1988.

CITY CLERK

Clyde W. Rudger

TO: Common Council Committee to Update the City's Garbage Position

FROM: Michael A. Cech; General Manager, Solid Waste *MAC*

RE: Background Information

DATE: December 5, 1988

At the request of the Chairman of this committee and several of its members, I have prepared some background information on both the garbage disposal industry in general and on the specific situation existing between the City of Danbury and the Housatonic Resources Recovery Authority.

Your committee recommendation for a long term garbage disposal plan is intended to provide a solution for the next 20-25 years. It will take several years to develop that system.

Our landfill life expectancy is currently being tabulated by consultants. A rough estimate provided by them (which does not include any space-savings achieved by the recent purchase of our so-called "Big Foot" compactor) is 2-1/2 to 3 years. We have applied for an eight-acre horizontal expansion. If the state grants the expansion, we could continue landfilling at current rates for another six years.

Members of both our Trash Team and our Technical Advisory Team are unanimous in our belief that continued landfilling is not viable. We will need the remaining precious space for the continued disposal of bulky waste items, such as furniture and the like.

The cost of disposing of garbage at the landfill (the tipping fee) is \$18/ton. That's one of the lowest prices in New England. Bethel and Ridgefield are paying \$90/ton to dump at the Waste Management landfill in New Milford, while Bridgewater is paying \$126/ton. As you can see, towns without landfills are paying extremely high disposal costs. That's why Danbury must preserve its remaining space.

The remaining options for garbage disposal are far more expensive than we are currently paying. For example, the least expensive mass burn incinerator in Connecticut (Bristol) is charging \$37.50/ton — more than double our current tipping fee. Planning for that facility began many years ago. Other firms which have appeared before your committee are quoting prices in the \$50-\$78/ton range. Whatever system is chosen, you can probably expect the tipping fee to triple, at the very least, from where it is now.

Another option is to transport garbage out-of-town for disposal. This too is very expensive. The town of Stratford is currently paying \$85/ton for such an arrangement at a Connecticut landfill. The Waste Management landfill is charging \$66/ton at the gate for garbage — not including transportation costs.

We have given thought to the possibility of transporting garbage out-of-town to another incinerator. Right now, there's a waiting list to use the facilities already in existence in Connecticut. We are unaware of any available excess space at a facility in this general region. Even if we could find such a facility, the cost of transportation — coupled with a tipping fee surcharge at the facility — would likely drive the cost into the \$90-\$100/ton range at the minimum.

Another option is to produce a refuse-derived fuel pellet or fluff in this region and transport it elsewhere for incineration. This option is dependent on the securing of a long term outlet for the RDF. Otherwise, we run the risk of having to landfill it. No cost estimates are available for this option, although you could expect the normal costs charged by RDF production facilities (the Hartford facility charges \$35/ton — with an expected increase to \$44 next year) plus the cost of transportation and the possible cost of ash disposal.

A related option is to produce an RDF pellet or fluff in this region and incinerate it here as well. To get an idea of the costs, you could use the Hartford plant as an example and factor in increases for inflation and materials and construction costs.

Still another option is composting. This is generally more expensive than incineration due to the additional labor needs and processing costs. This is a viable technology — if the organic and inorganic wastes are separated first. Also, markets for the compost must be secured. The largest operating facility in this country — which is composting municipal solid waste — is processing 100 tons/day. Danbury takes in 250 tons/day at the city landfill.

Everyone wants to dispose of garbage safely and inexpensively — with the least risk possible. In recent decades, landfills have been the answer. However, landfills are polluting underground water supplies and new ones are extremely difficult to site due to high land costs and neighborhood opposition.

In Japan and Europe, recycling has played an important role in garbage disposal for many years. There, they are recycling 40-50% of their waste stream. Incineration is used to dispose of the majority of the remaining garbage.

In this country, recycling is only just beginning. Most experts believe that recycling markets will begin to expand rapidly as mandatory recycling laws take effect nationwide. This should occur over the next decade.

Over the past decade, as more and more landfills have closed in the U.S., incinerators have been built to take their place. Statistics show that mass burn facilities have been chosen in the majority of cases and have been generally considered the most reliable technology.

Incineration's popularity is directly related to a push by the federal government in the 1970s to answer the energy crisis and dispose of garbage. The U.S. decided to follow Europe which had been using trash-to-energy plants. These plants burn garbage to produce electricity. The federal government offered tax-exempt bond status to firms that would build these facilities.

In 1973, Connecticut's Department of Environmental Protection convinced the General Assembly to pursue this policy. Lawmakers approved the formation of the Connecticut Resources Recovery Authority. Its mission was to facilitate the construction of such plants.

There are two incineration technologies considered viable by the DEP: mass burn and RDF. Mass burn means all the trash is burned. RDF means some separation takes place prior to incineration, in an attempt to make the garbage "purer" for incineration.

Connecticut's first trash-to-energy plant was an RDF facility in Bridgeport. It never operated commercially and was closed in 1973.

In 1981, the Windham plant was built without assistance from CRRA. It serves nine communities in Eastern Connecticut. It is a mass burn plant — which does not have any air emissions control system for acid gases. It is expected to be retrofitted soon. The current tipping fee is \$83/ton. It handles only 26,000 tons/year.

In 1988, major developments occurred in this state. Four more trash-to-energy plants either went on-line or neared completion:

* Bridgeport: CRRA project; mass burn; serves 15 communities; handles 610,000 tons/year; tipping fee, \$45.70/ton; started test burning in July, but isn't expected to be granted final DEP operating permit until this month.

* Bristol: Non-CRRA project; mass burn; serves 11 communities; handles 196,000 tons/year; tipping fee, \$37.50/ton; received final operating permit in May.

* Mid-Connecticut (Hartford): CRRA project; RDF; serves 44 communities; handles 624,000 tons/year; tipping fee, \$35/ton (expected to increase to \$44 next year); started commercial operation October 25, but suffered boiler explosion two days later (\$7-million dollars in repairs currently underway, and towns are landfilling their garbage in the interim).

* Wallingford: CRRA project; mass burn; serves 5 communities; handles 140,000 tons/year; tipping fee, \$38/ton (anticipated next year); plant was scheduled to start commercial operations November 5, but its vendor (Vicon) went bankrupt and the five communities decided late last month to choose Ogden-Martin to run the facility.

The Housatonic region has been examining regional garbage disposal since at least 1979. Back then, the regional planning agency HVCEO (Housatonic Valley Council of Elected Officials) handled all regional matters. By June, 1986, HVCEO decided to form an official group to start work on a specific project and to take advantage of CRRA's tax-exempt bond status.

Since then, the Housatonic Resources Recovery Authority has made several significant decisions which has led us to the situation we are in today. Consultants were selected (by CRRA) to do a feasibility study on the possibility of building a trash-to-energy plant. HRRRA also issued a Request For Qualifications for firms interested in building the project. Over a dozen firms replied. Those applicants were narrowed down to a "short list" of five vendors who specialize in mass burn facilities.

The feasibility study listed four potential sites for the incinerator, and ranked them in order of preference using a variety of subjective and objective criteria. The sites are: White Turkey Road Extension in Danbury; Gray's Bridge Road in Brookfield, Old Sherman Turnpike in Danbury, and Picketts District Road in New Milford.

Following the last municipal elections, new Mayors and First Selectmen were elected in all three potential host communities. The new administration in Danbury undertook a study of the situation which has culminated in your Council committee. The study included attendance at seminars on mass burn; visits to mass burn, recycling, and RDF/composting facilities; extensive research; and the hiring of a consultant with expertise in the field.

During this process, Danbury concluded that there were important questions which needed to be answered regarding both mass burn in general and the HRRRA project in particular. Among our findings or recommendations:

* We introduced the possibility that a plant could be financed by a private vendor — at their own expense — rather than relying on state bonding.

* We introduced the notion that HRRRA should take control of its own destiny, and stop its over-reliance on CRRA. This has led to active steps in that direction on a number of matters.

* We pointed out that no discussion had occurred on the crucial question of ash disposal — and where that facility would be located. No incinerator can receive a permit without first being able to prove there's an ash disposal facility capable of holding ash residue for at least five years.

* We pointed out that the last review of alternative technology had been done by HVCEO in 1985. We felt the rapidly-changing field deserved a more thorough review.

* We introduced the fact that the Federal Energy Regulatory Commission had made an important ruling effecting such projects — which HRRRA was unaware of. The FERC ruling concerns the price utility companies must pay for electricity from these plants. When the federal government started the trash-to-energy push in the 1970s, laws were passed saying utilities had to buy the power. A Rockland County, New York, utility protested — saying they were having to pay more than it cost them to produce the electricity themselves. They said it amounted to a subsidy to the garbage disposal industry. FERC agreed. In Connecticut, Northeast Utilities is pursuing a related case in the State Supreme Court. They currently pay 8-cents/kilowatt-hour to these projects; they say their actual cost to produce electricity is just 3-cents. If they are allowed to pay less, it could significantly effect the tipping fee charged at such facilities.

* Finally, we protested the fact that an incinerator was going to be sized before the region had begun recycling. Once a community commits a certain tonnage to an incinerator, it must either delivery the garbage or pay a penalty fee.

HRRRA has been receptive to our requests for further study. At our request, a number of ad hoc study committees were formed this summer. They have listened to the same alternative firms which have appeared before your committee; a regional recycling movement is now underway; HRRRA has identified several potential ash disposal sites (none in Danbury), and the group is now more aware of the regulatory framework which effects us.

Nevertheless, there are some members who feel the time for study and discussion is over. They have been calling for a vote on site selection for an incinerator for several months. We have respectfully requested several extensions, to allow the Council to be briefed on the situation. These requests have been granted, however a final decision is expected at the December 14 meeting on site selection for an incinerator.

The HRRRA is composed of 15 towns, stretching from Redding to Salisbury. The region produces an estimated 700 tons/day -- although there is a strong feeling that that figure may be conservative.

The current proposal calls for recycling 25% of the waste stream and sending the remaining 75% to a mass burn incinerator.

Under state law, each town will be responsible for recycling 25% of its own waste stream by January 1, 1991. The two-pronged law says (a) the 25% reduction must be in tonnage, not volume; (b) no items on the following list can be landfilled or sent to a resource recovery facility which ultimately incinerates

the end-product: cardboard, glass and metal food containers, newspaper, white and manila office paper, used engine oil, storage batteries, scrap metal, and yard waste. In addition, the following items must be recycled if service is available: dry-cell batteries, scrap tires, high-density polyethylene household containers, and polyethylene terephthalate beverage containers.

Other state plans which you should be aware of include:

* Proposed incinerator cap: the DEP feels there is a certain limit to the number of plants which ought to be built. They have asked for the authority to set that cap -- and to order regions without incinerators to send their garbage to a region where an incinerator is being built. In this region, there has been discussion of Waterbury sending its garbage to Danbury or vica-versa -- with the other region accepting the ash landfill.

* Override of zoning laws: the DEP has been frustrated in its attempts to locate both incinerators and ash dumps around the state, and is asking for the power to site those facilities -- regardless of a community's opposition through its zoning laws.

* Open bidding: the CRRA has already accepted proposals for one such project in eastern Connecticut. Under this system, vendors are invited to find their own sites for incinerators and landfills, and submit their plans to CRRA. The theory is that this takes the politics out of site selection. HRRRA is currently considering such an open bidding process, as an alternate to its existing proposal. It is conceivable that such a project could wind up with a site in Danbury anyway -- with approval being granted by the State Siting Council (which must approve all sites for incinerators). Under open bidding, the development time is reduced -- but so is the control of the region over the vendor.

Two other HRRRA developments which you should be aware of are:

* HRRRA has approved a resolution which says that any town which accepts the project incinerator will not also have to "host" the ash landfill.

* Any "host community" is entitled to negotiate benefits from the rest of the towns. These benefits can take numerous forms including outright grants, capital improvement projects, or a royalty fee for each ton of garbage/ash accepted.

Incinerators are very complicated technological facilities. When trash is burned, it produces toxic gases and ash. The plants burn garbage at a minimum of 1600 degrees farenheit. This eliminates the overwhelming majority of dioxin produced in the system. A minute amount of dioxin is released over the course of time -- assuming the plant is operated properly. The state requires that a plant automatically shutdown if its temperature falls below the prescribed level for too long a time period. Incinerators are required to have back-up fuel systems to maintain the temperature should the heat from the garbage drop for some reason. Dioxin tests are traditionally conducted before a full operating permit is issued -- and annually after that. Otherwise, dioxin emissions are considered safe so long as the combustion temperature remains at the proper temperature. The state has set the most stringent dioxin standard in the country -- and the newly-built Bristol and Bridgeport plants have delivered readings far below that standard so far. No figures are available for the Wallingford plant.

The state requires continuous monitoring of certain gaseous emissions. Among the emissions which receive the closest scrutiny overall are; sulphur dioxide, hydrochloric acid, carbon monoxide, and nitrous oxide. Standards have been set for these emissions. Monthly reports are required to be filed with the state. Fines are supposed to be levied against operators who exceed the emissions or who fail to file reports on time.

Air emissions are controlled in two ways. The vast majority of ash particles are trapped in baghouse filters -- a series of fabric filters which do not allow the ash to escape up the stack. If a rip develops in one filter, there's another one behind it. Acid gases are controlled by spraying lime into them which has the effect of neutralizing them before they leave the stack.

Incinerators create two types of ash: fly ash and pit ash (or bottom ash). The fly ash is the variety caught by the baghouse filters. It is generally composed of toxic materials -- which might, by themselves, be considered a hazardous waste. However, current policy allows the mixing of the fly ash with the ash which remains behind in the boiler pit. This pit ash (which represents 90% of the overall ash residue) is not generally considered to be very toxic. As a result, the theory is that the toxicity of the fly ash is diluted when mixed with the larger volume of bottom ash. The mixture is termed a "special waste" under state law. It is supposed to be disposed of in specially-lined landfills (monofils). To date, no ash monofils exist in Connecticut and much of the ash is being deposited in separate areas of municipal solid waste landfills.

If we are not going to proceed with the HRRRA proposal, then we must come up with a plan which is suitable to them in its place. Otherwise, we must be prepared to face the garbage disposal issue on our own.

There is a proper way to handle garbage, but it is far from being an established system in this country. For example, instead of reducing our per-capita garbage disposal rate, we are expected to continue increasing it until each American is disposing of one ton of garbage per year by the next century. Efforts are underway to work with the packaging industry to reduce wasteful packaging, but they are far from complete. In fact, packaging manufacturers have brought suit against Suffolk County, Long Island, where a ban on plastics was passed by their legislative body.

It will be a long time before we approach the recycling rates already being achieved in Europe and Japan. In Groton, Connecticut -- where organized recycling has been underway since 1982 -- levels have reached only a 15% reduction. As recycling markets develop, these levels will increase -- but these markets are still in the development stages.

In Danbury, we are planning on taking aggressive steps to reduce our waste stream in the coming year. We will be seeking an increase in the tipping fee to cover equipment purchases to reduce wood waste, to establish a leaf composting program, to finance several household hazardous waste collection days, to properly dispose of the PCB-laden capacitors on the white goods (stoves, refrigerators, etc.) currently stockpiled at the landfill, and to make badly-needed improvements to the recycling center on Plumtrees Road.

If this city pursues incineration, several conditions must be attached to it:

- * A front-end separator must be built to process garbage prior to incineration, to assure that improper items are not burned.
- * We must insist on best-available-control-technology for air emissions -- and immediate retrofitting when superior technology becomes available.
- * HRRRA has the authority to impose stricter air emission standards than the DEP. This power should be exercised.
- * Remote monitoring equipment should be installed so we can monitor levels for our own satisfaction.
- * If incineration ever becomes obsolete, the facility should be dismantled.

Whatever option your committee approves, our Trash Team and Technical Advisory Team believe it should include recycling and front-end separation, minimum landfilling, and the flexibility to allow city officials to manage the garbage effectively which is not accepted by the facility for disposal.

cc: Mayor Joseph H. Sauer, Jr.
Members, Technical Advisory Team/Trash Team