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STATE OF NEW JERSEY  
DEPARTMENT OF ENVIRONMENTAL PROTECTION  
OFFICE OF THE COMMISSIONER  
PO BOX 1390  
TRENTON, N.J. 08646  
609-292-2888

( IN THE MATTER OF THE PROPOSED )  
( SOLID WASTE MANAGEMENT PLAN OF )  
( THE BURLINGTON COUNTY SOLID )  
( WASTE MANAGEMENT DISTRICT )

CERTIFICATION  
OF  
MODIFICATION

BY ORDER OF THE COMMISSIONER:

On June 10, 1979, the Burlington County Board of Chosen Freeholders adopted the Burlington County Solid Waste Management Plan pursuant to the Solid Waste Management Act (N.J.S.A. 13:1E-1 et seq.).

The Department of Environmental Protection has studied and reviewed the Plan in accordance with this Legislation. The review process, established by the Solid Waste Administration in an April, 1979 Policy Memorandum entitled "Policy and Procedures for Review of District Solid Waste Management Plans", was used to evaluate the Burlington Solid Waste Management Plan. This process was designed to incorporate both State level and public comments into the review. Generally, State agencies evaluated the Plan with regard to its impact on the State solid waste management program and their own programs, and provided advice within their own specialized areas of expertise. Public comments centered mostly on environmental concerns and the possibilities of implementing resource recovery. Additionally, the State has reviewed the Plan to ascertain whether there is sufficient clarity of facts and recommendations to permit program implementation.

Based on the results of this review and evaluation, it is my determination that the Burlington County Solid Waste Management Plan be granted a Certification of Modification at this time, requiring satisfactory completion of the modifications listed herein.

The Department, as a result of its review of the Burlington County District Solid Waste Management Plan, and in accordance with the Solid Waste Management Act, has made the following findings and conclusions:

- 1) The Solid Waste Management Act requires each District to include an analysis of existing solid waste collection systems and transportation routes within the Solid Waste Management District and further, to make a survey of proposed collection districts and transportation routes, and to project the transportation costs from collection districts to existing and designated solid waste facilities. While the Burlington County Solid Waste Management Plan includes a survey of various types of collection systems, existing collector haulers, and costs incurred by each municipality, the Plan does not include the duration of contracts or an analysis of existing or proposed transportation routes and costs within the District to existing or available suitable sites for solid waste facilities.

- 2) The Solid Waste Management Act requires the District Plan to inventory the sources, composition and quantity of solid waste generation. While the Plan basically addresses this requirement, it does not provide sufficiently accurate data necessary for resource recovery implementation.
- 3) The Solid Waste Management Act requires the District Plan to include a solid waste disposal strategy which includes the maximum practicable use of resource recovery. While the Burlington County Plan does indicate the need to study various strategies for maximizing resource recovery, a detailed implementation schedule is not included.
- 4) The Solid Waste Management Act requires that each District Plan contain a plan for using terminated landfill disposal sites. The Burlington County Plan does not contain such a plan for each of its landfills.
- 5) The Solid Waste Management Act and the guidelines and criteria adopted by the Department pursuant to the Act require the District to adopt a solid waste management strategy which includes the maximum practicable use of resource recovery, including source separation and recycling. While the Burlington County Plan indicates that the District requested and received a technical assistance grant from the New Jersey Department of Energy to study the feasibility of source separation/recycling in five municipalities within the County, the Plan, as submitted, lacks a comprehensive program to maximize source separation, including the identification of markets and costs; the consideration of regional source separation districts and any legal, institutional or financial measures necessary to implement the program.
- 6) The Solid Waste Management Act provides that a system shall be established for uniform disposal rates within the District. The Burlington County Plan does not include a detailed procedure for the uniform distribution of resource recovery and disposal costs throughout the District's service area.
- 7) The Department, in its review of District Solid Waste Management Plans, finds that certain District Plans have not identified sufficient existing or available suitable sites to treat or dispose of their own wastes either in the short or long term, or both. Districts, including Burlington County, have not entered interdistrict agreements with one another for the transportation of wastes across District boundaries. The Department finds that such interdistrict waste flow is necessary, particularly during the short term as resource recovery is implemented, and should be part of a comprehensive plan for solid waste management in New Jersey.

In light of the need for this interdistrict waste flow it is necessary for Burlington County to enter into interdistrict agreements with neighboring Districts which lack short term disposal capacity.

In developing a combined approach for northeastern New Jersey, the Department intends to issue regulations governing the inter-district flow of waste. These proposed regulations, published in the December 6, 1979 issue of the New Jersey Register, have come to be known as the "Interdistrict Waste Flow Order," and will impact solid waste collection and disposal practices and planning in a multi-district region including Burlington County.

Therefore, Burlington County is hereby directed to make the following modifications to its adopted District Solid Waste Management Plan no later than July 1, 1980:

- 1) The Plan shall set forth sufficient data and discussion to identify the existing and proposed configuration of solid waste collection and disposal operations, such that a solid waste franchise system can be developed. This shall include a waste flow diagram, for each type of waste, which shows the existing and proposed flow of solid waste for the ten year planning period from each municipality (source) to a specific processing and/or disposal facility (destination).
- 2) The Plan shall include a schedule (including specific milestones) for the completion of indepth studies necessary for resource recovery implementation and an indication of who will undertake the studies, an estimate of their cost, and how the studies will be funded. The studies shall include, as a minimum, the following:
  - a) the means for securing agreements/contracts for markets for materials and energy (including those for source separation/recycling),
  - b) an assessment of available resource recovery technology (including co-disposal) and an evaluation of cost/benefits,
  - c) determination of specific facility site(s), including lot and block numbers,
  - d) collection of more reliable solid waste generation and composition data and justification for facility capacity,
  - e) identification of legal and institutional constraints and solutions thereto,
  - f) projections of both capital and operating costs and the method of financing them,
  - g) environmental assessment of technology and sites, and
  - h) determination of capacity needs and facilities for the disposal of resource recovery residuals, for emergency backup and for non-processable wastes.
- 3) The Plan shall include a detailed plan for the use of terminated land disposal sites.
- 4) The Plan shall include a more comprehensive and implementable program for extracting the maximum practicable amount of recover-

able materials via recycling, waste exchanges, and similar source separation programs. The Plan shall also identify and analyze the local market situation for recyclables and on-going recycling programs within the County.

- 5) The Plan shall include a more detailed implementation procedure for the uniform distribution of resource recovery and disposal costs throughout the District's service area. This Plan shall include any costs necessary to upgrade existing disposal facilities to meet environmental regulations.
- 6) The Plan shall include an interdistrict agreement with Mercer County for implementing that part of the "Interdistrict Waste Flow Order" impacting the Burlington District, in accordance with the schedule contained within the "Interdistrict Waste Flow Order." Burlington County shall also enter an agreement with Mercer County setting forth the necessary procedures for coordinating and integrating collection, transportation, recovery and disposal services in the area and setting forth the specific responsibilities of each District for implementation of the Plan(s).
- 7) Burlington County shall negotiate an agreement of five years duration with Camden County to provide for the disposal or resource recovery within Burlington County of Camden County wastes. The five year agreement negotiated pursuant to this section shall include a provision for a one year renewal upon expiration of the initial five year period to allow for delays in the construction of new facilities serving Camden County and shall be in a form described in the proposed regulations as it appeared in the New Jersey Register of December 6, 1979. The agreement shall be executed in a form making same binding upon the affected Districts. The agreement shall set forth the necessary procedures for coordinating and integrating collection, transportation, recovery and disposal services in the area and setting forth the specific responsibilities of each District for implementation of the Plan(s). The agreement negotiated pursuant to this section shall be included in the Burlington County Plan. In addition, the County should only provide resource recovery and disposal capacity for out-of-state wastes which are covered by long term contract.
- 8) Burlington County shall reach an agreement with Camden and Mercer Counties on the amounts and types of wastes generated within these Counties and transported to either existing and/or proposed facilities within Burlington County for each year addressed in the Plan. The agreed upon data shall be incorporated into Burlington County's report and Plan.
- 9) In addition, Burlington County is directed to complete the additional modifications to its Solid Waste Management Plan described in the document attached to this Certification as Appendix I by July 1, 1980.

Attached as Appendix II is a list of recommended modifications to be included in the District Solid Waste Management Plan as part of the two year review required pursuant to N.J.S.A. 13:1E-20.

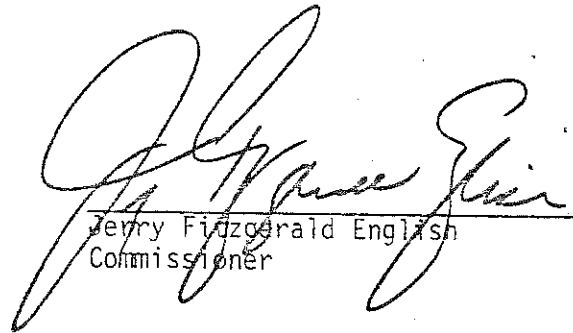
In accordance with N.J.S.A. 13:1E-24, these required modifications shall be considered major modifications of the District Plan and the District is hereby directed to conduct an additional public hearing no later than 45 days from the date of this Certification.

Following submission and review of the adopted modifications, I shall, within 30 days of submittal, certify to the Board of Chosen Freeholders whether or not these modifications are acceptable and if the Plan is approved.

Further, it is noted that the Solid Waste Management Act, the Rules of the Department of Environmental Protection, and other State and federal requirements apply to the permitting and approval of solid waste facilities. Therefore, neither the Certification nor any future action of the Department concerning the District Solid Waste Management Plan shall be construed to be in derogation of, or inconsistent with, such other requirements.

13 December 1974

Date

  
Jerry Fitzgerald English  
Commissioner



## Appendix I

### Additional Modifications Required by July 1, 1980

#### I. SOLID WASTE GENERATION

- The Plan shall include an inventory by source, type, composition, and quantity of solid waste (including sludge and septage) generated within the solid waste management District in the year in which the report is prepared and each of the ten years following the report. In addition, the Plan shall include a specific timetable for the conduct of a program to more accurately define waste generation rates and composition necessary for resource recovery implementation.

#### II. COLLECTION AND HAUL

- The Plan did not provide a specific analysis of industrial waste generation, transportation and disposal within the County. In addition, a strategy for the maximum recovery of industrial wastes should be developed. A specific timetable for undertaking this analysis and developing a strategy shall be included.
- The Plan shall include a strategy for increasing the efficiency of collection and transportation within the County, specifically a study evaluating the maximum utilization of transfer stations and implementation of the COLMIS or similar collection improvement system. The District should also undertake a study to determine the feasibility of constructing one or more transfer stations within the County.

#### III. SLUDGE AND SEPTAGE

- The Solid Waste Management Act requires each District to include a statement of the sludge disposal strategy to be applied in that District. While the Plan does address District coordination of the numerous 201 sludge management studies, greater consideration should be given to the time frame for completion of these studies, the desirability of continuing current disposal practices until that time, and the potential need for interim disposal capacity prior to the completion of 201 Plans.
- The proposed interim land application program for septage should be developed in more detail, including at a minimum answers to the following questions:
  - 1) What agency will administer the program?
  - 2) Will centralized sites or multiple individual sites be provided?
  - 3) What provisions will be made (and by whom) for winter storage?
  - 4) How will the Manifest be set up?
  - 5) Who will perform and pay for the testing of septage?

- The Plan should address the necessity of requiring a population minimum of 20,000 people per 201 study area. Is this consistent with established 201 areas?
- Analysis of individual septage loads for nitrogen, heavy metals and toxic organics will be prohibitively expensive. Perhaps a scaled-down sampling program could be developed, which in combination with a good manifest system would provide necessary data while insuring that industrial waste is not mixed with septage.

#### IV. RESOURCE RECOVERY

- The Plan shall analyze and identify that part of the waste stream which will be recovered by high and low technology resource recovery, in order to minimize costs, conserve energy and enhance environmental quality.

#### V. PUBLIC PARTICIPATION

- The Plan shall set forth an on-going comprehensive public information and participation program (PIPP). This program should be similar to the PIPP utilized during the development of the District Plan, and identify a process for keeping the public informed, for the receipt, evaluation and consideration of public comment, and for the integration of public participation into Plan revision, update and implementation.

#### VI. LANDFILLS

- The Plan shall include a revised map (page 2-44) showing the locations of all existing solid waste facilities to conform to the latest DEP printouts (specifically #0332A, #0306A and #0329B) and identify them by the Department of Environmental Protection Registration Number.
- The Plan shall contain an analysis of the necessary environmental improvements to landfills located within the District.
- Although the New Jersey Department of Environmental Protection is in agreement with the Burlington County Plan regarding the prohibition of new landfills in non-clay outcrop areas of the County, the Plan shall be revised to exempt the Fort Dix landfill in New Hanover Township, considered to be a "new landfill," in the event the facility is granted approval by the New Jersey Department of Environmental Protection and the New Jersey Pinelands Commission.

#### VII. PLAN REVIEW AND UPDATE

- The Solid Waste Management Act requires the District Plan to contain provisions for its review by the Board of Chosen Freeholders once every two years. While the Burlington County Plan acknowledges this requirement and indicates that the Plan will have to be updated, no specific provisions have been made in the Plan to accomplish this. The Plan shall include specific provisions for its update.



## Appendix II

### Recommended Modifications for Two-Year Update of the Burlington County Solid Waste Management Plan

#### I. DATA BASE

- The Plan should include updated census data and continue using population projections consistent with year 2000 policy and projections from the New Jersey Department of Environmental Protection Draft New Jersey Water Quality Management Plan, March, 1979.
- Employment projections should be presented according to standard industrial classifications for total employment not just "covered" employment, to provide consistency with other District data. Methodologies, assumptions and sources used in the formulation of estimates and projections should be included.
- The Plan should contain a section on existing major industrial and institutional developments and utilities. Proposed developments and constraints to development should also be included.
- The table showing existing land distribution (amount and percent) for single family residential, multi-family residential, commercial, industrial, public and quasi-public, conservation and recreation, and open space areas should be updated beyond 1970 if possible.

#### II. SOLID WASTE GENERATION

- Solid waste estimates and projections should be provided according to waste identification categories in the New Jersey Department of Environmental Protection "Rules of the Solid Waste Administration." This format will provide consistency among District data.
- The updated Solid Waste Management Plan should include, in an appendix, the specific methodology used in obtaining solid waste estimates and projections.

#### III. COLLECTION AND HAUL

- The Plan should contain an analysis of the feasibility of alternative collection practices and should require the modifications of those practices where appropriate. This feasibility analysis should include an assessment of the feasibility of eliminating twice a week collection in those areas where recycling programs are successful.