



STATE OF NEW JERSEY
DEPARTMENT OF ENVIRONMENTAL PROTECTION
OFFICE OF THE COMMISSIONER
P.O. BOX 380
TRENTON, N.J. 08646
609-292-1000

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

CERTIFICATION
OF
MODIFICATION

BY ORDER OF THE COMMISSIONER:

On July 18, 1979, the Ocean County Board of Chosen Freeholders adopted the Ocean 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 Ocean 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 Ocean 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 Ocean 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 Ocean County Solid Waste Management Plan includes a survey of the various types of collection systems, existing collector/haulers servicing the area, costs incurred by each municipality and existing transportation routes to disposal sites for a majority of the municipalities, the Plan does not include a complete analysis of existing or proposed transportation routes and cost within the District to existing or 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 for each of the ten years following the year in which the Plan is prepared. The Plan does not totally comply with this requirement.
- 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 Ocean County Plan does include various strategies for low technology resource recovery, support for the Dover Township energy recovery system and an indication that future energy recovery feasibility studies will be undertaken, it does not provide for the on-going planning and development of high technology resource recovery systems in the near future.
- 4) The Solid Waste Management Act requires that each District Plan contain a plan for using terminated landfill disposal sites. While the Ocean County Plan indicates the need and appropriate technologies for landfill closure and further details general uses of terminated landfills, the Plan does not identify a specific use for each landfill.
- 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 Ocean County Plan describes methods to reduce the amount of solid waste to be disposed of, and existing municipal recycling programs, the Plan lacks a comprehensive program to maximize source separation, including the identification of specific markets and costs, the identification of the District's role in promoting source separation, 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 Ocean 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 Ocean 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 Ocean County, if it desires to utilize out-of-district disposal facilities, to enter into interdistrict agreements with these Districts.

Therefore, Ocean 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) either within Ocean County or within another Solid Waste Management District.
- 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 identification of and agreements/contracts for markets for materials and energy (the scope of market identification shall not be limited to only large scale industrial, commercial or institutional energy consumers but shall be inclusive of those moderate to small scale consumers that could prove to benefit from modular incineration),
 - b) an assessment of available resource recovery technology including both co-disposal and modular incineration, 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 (with emphasis on seasonal fluctuations due to resort activity) and a 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 specific sites and capacity needs 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 each terminated land disposal site within the County.

- 4) The Plan shall include a more comprehensive and implementable program for extracting the maximum practicable amount of recoverable materials via recycling, waste exchanges, and similar source separation programs.
- 5) The Plan shall include a more detailed procedure for the uniform distribution of resource recovery and disposal costs throughout the District's service area. This Plan shall include procedures for the uniform distribution of costs necessary to upgrade existing disposal facilities to meet environmental regulations.
- 6) If necessary, the Plan shall include short term interdistrict agreements with Monmouth and Middlesex (sludge and septage) Counties 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) If necessary, Ocean County shall reach an agreement with Middlesex (sludge and septage) and Monmouth (other solid wastes) Counties on the amounts and types of wastes generated within Ocean County and transported to either existing and/or proposed facilities within Middlesex and Monmouth Counties for each of the ten years addressed in the Plan. The agreed upon data shall be incorporated into Ocean County's report and Plan.
- 8) In addition, Ocean 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.

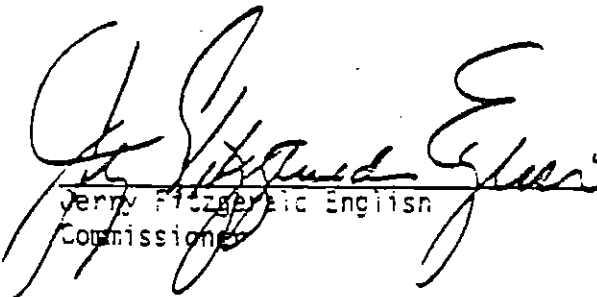
Attached as Appendix II is a list of recommended modifications to be included in the District Solid Waste Management Plan as part of the two year review required pursuant to N.J.S.A. 13:1E-20.

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.

14 December 1979
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 should also 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.

III. SLUDGE AND SEPTAGE

The revised Plan shall address the following elements:

- The Solid Waste Management Act (SWMA) requires that the District Plan include an inventory of the sources, composition and quantity of sludge and septage presently generated within the District, as well as projections of same for each of the next ten years. The general dry ton figures provided in the Plan are inadequate, particularly in light of the fact that the quantity of liquid requiring handling and disposal is the factor of concern.
- The SWMA requires that the District Plan include an analysis of the present systems of sludge disposal for the District, including an inventory and appraisal (e.g., identity, location, site plan and life expectancy) of any solid waste facility in the District which could be used for the processing or disposal of sludge and septage. This information is not included in sufficient detail to permit an evaluation of the current situation and future options.
- The SWMA requires that the District Plan include a statement of the sludge disposal strategy to be applied in the District. While a general policy framework is laid out in the Plan, additional detail is needed, including the following:

- A. A schedule for availability and estimated capacity of short term septage handling facilities at the Ocean County Utilities Authority.
 - B. An analysis of the suitability and sufficiency of other available short term disposal methods (e.g., land spreading or landfilling).
 - C. A schedule for implementation of long range solutions under the Ocean County Utilities Authority Plan, with a detailed statement of disposal methods (1 and 2) to be used in the interim.
- The District should adopt guidelines for the review of 201 sludge management plans which are no less stringent than those developed by the Department.
 - A suit filed by Garden State Soil Enrichment Station(GSSES) against the Ocean County District concerning the exclusion of out-of-county wastes from disposal facilities within the District has been postponed pending certification of the Plan. This issue will need to be dealt with (the New Jersey Department of Environmental Protection is nearing a decision on the GSSES application) and it should be considered at this time.
 - The present extent of and the need for continued utilization of the Middlesex County Sewerage Authority treatment plant in Sayreville for septage disposal shall be addressed. If it is not necessary to transport septage into Middlesex County for treatment and disposal, the Ocean County Plan shall include a report indicating why it is not necessary and identifying an appropriate short term treatment and disposal alternative. This alternative shall conform with the Department's program guidance on planning for sewage sludge and septage utilization/disposal (dated February 8, 1979).
 - If a need to continue using the plant is identified, then Ocean County shall negotiate an interdistrict agreement with Middlesex County to direct septage from Ocean County to the Middlesex County Utilities Authority Plant. This agreement shall be included in the Ocean County Plan.
 - Ocean County shall re-evaluate its decision to prohibit the importation of septage and sludge into the County for treatment and disposal. Where there are no acceptable facilities available for sludge and septage disposal, the County shall negotiate interdistrict agreements with other Districts for the short term disposal of these wastes while long term facilities are brought on line. These interdistrict agreements shall be included in the Ocean County Plan.

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. This program shall 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 development and implementation. In addition, the Plan shall include documentation of the procedures Ocean County used for public participation in the development of its Plan. This shall include a discussion of the activities of the Ocean County Solid Waste Advisory Council, consultations with and input from other publics, and a discussion of the manner in which these comments were considered by the County.

VI. LANDFILLS

- The Plan shall contain a map showing the locations of all existing solid waste facilities, identified by their Department of Environmental Protection Registration Number.
- The Plan shall contain an analysis of the necessary environmental improvements to landfills located within the District.
- Concerning the two regional landfills identified in the Ocean County Plan, the County should make a determination as to whether it will acquire and operate the Ocean County Landfill and the Southern Ocean Landfill or, as an alternative to purchasing the Southern Ocean Landfill, purchase virgin land in Ocean Township and develop it into a landfill. This determination should include a decision to accept or reject Manchester Township's proposal to act as the County's agent in owning and operating the Ocean County Landfill as a regional disposal facility. The Plan shall be modified to include these decisions concerning regional landfills and include agreements of purchase for the landfills (or virgin land) and/or a service agreement with Manchester Township and a schedule for the upgrading of the facility(ies) to meet environmental requirements.

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 Ocean 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. Therefore, the Plan shall include specific provisions for its update.



Appendix II

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

I. DATA BASE

- The Plan should contain a 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.
- The Plan should include updated census data and population projections consistent with year 2000 policy 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 classification to provide consistency with other District data. Methodologies and assumptions 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.

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.
- The Plan should segregate out bulky waste figures from the municipal waste totals to provide a more accurate determination of processible solid waste that can be handled by resource recovery facilities.

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.