# ASSEMBLY, No. 2482 STATE OF NEW JERSEY 211th LEGISLATURE

INTRODUCED MARCH 11, 2004

Sponsored by: Assemblyman JOHN J. BURZICHELLI District 3 (Salem, Cumberland and Gloucester) Assemblyman REED GUSCIORA District 15 (Mercer) Assemblyman JOHN F. MCKEON District 27 (Essex)

Co-Sponsored by: Assemblywoman Weinberg

## SYNOPSIS

Establishes program for removal of mercury switches from scrapped vehicles.

### **CURRENT VERSION OF TEXT**

As introduced.



(Sponsorship Updated As Of: 5/4/2004)

AN ACT concerning mercury in certain vehicles, and supplementing

Title 13 of the Revised Statutes.

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3 4 **BE IT ENACTED** by the Senate and General Assembly of the State 5 of New Jersey: 6 1. This act shall be known and may be cited as the "Mercury 7 8 Switch Removal Act of 2004." 9 10 2. The Legislature finds and declares that mercury is a persistent 11 and toxic pollutant that bioaccumulates in the environment and that 41 states, including New Jersey, have issued fish advisories that warn 12 13 certain individuals to restrict or avoid consuming fish from bodies of 14 water contaminated with mercury. The Legislature further finds and declares that the United States 15 Food and Drug Administration has advised pregnant women and 16 17 women of childbearing age who may become pregnant not to eat

shark, swordfish, king mackerel, and tilefish due to methyl mercury
contamination, and that according to estimates of the United States
Environmental Protection Agency, over 600,000 babies are born
annually at risk for adverse neuro-developmental effects from in-utero
exposure to methyl mercury resulting from the consumption of
mercury contaminated fish.

The Legislature further finds and declares that recent findings show that historic and current use of mercury in vehicles can cause the release of as much as 10 tons of mercury to the nation's environment each year.

28 The Legislature further finds and declares that the vehicle recycling 29 industry, consisting primarily of small business operators, is a vital 30 component of the State's overall recycling efforts; that iron and steel 31 manufacturers provide a valuable scrap metal recycling service; that 32 reliable estimates indicate that iron and steel manufacturing plants are the largest in-State source of mercury emissions; that the main feed 33 34 stock for these plants is scrap metal which includes shredded 35 end-of-life vehicles, some of which contain mercury in switches that 36 can be emitted to the atmosphere when the scrap metal is melted in 37 high-temperature processes to convert it into new iron and steel products; that mercury provides no benefit to iron and steel 38 39 manufacturing plants and has no role in the manufacture of iron and steel; and that the federal Environmental Protection Agency recently 40 41 finalized regulations that would require certain iron and steel foundries 42 to implement work practice standards to exclude mercury switches 43 from the scrap metal feed materials of these foundries.

The Legislature further finds and declares that, with regard to
mercury emissions, pollution prevention is more desirable than waste
management and pollution control; and that removing mercury

1 switches from end-of-life vehicles before they are crushed or shredded 2 and preventing mercury from entering high temperature processes is 3 an effective way to reduce mercury emissions into the environment. 4 The Legislature further finds and declares that a majority of vehicle 5 manufacturers have responsibly ceased using mercury switches in 6 currently-manufactured vehicles; that over the next decade and beyond 7 millions of vehicles containing mercury switches will be recycled; that 8 vehicle mercury switch collection programs are being established 9 across the country to protect human health and the environment; and 10 that iron and steel foundries, vehicle recyclers and the residents of this State would benefit from a Statewide program that removes mercury 11 12 switches from end-of-life vehicles. 13 The Legislative therefore determines that it is in the public interest 14 of the residents of New Jersey to reduce the quantity of mercury in the 15 environment by removing mercury switches from end-of-life vehicles in New Jersey, by creating a collection and recovery program for 16 mercury switches removed from end-of-life vehicles in New Jersey, 17 and by establishing a system to store the mercury collected and 18

19 recovered from vehicle mercury switches in the event that20 environmentally appropriate management technologies are not21 available.

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23 3. As used in this act:

"Capture rate" means the annual removal, collection, and recovery
of mercury switches as a percentage of the total number of mercury
switches available for removal from end-of-life vehicles;

27 "Commissioner" means the Commissioner of Environmental28 Protection;

"Department" means the Department of Environmental Protection;
"End-of-life vehicle" means a vehicle that is sold, given or
otherwise conveyed to a vehicle recycler or scrap recycling facility for
the purpose of recycling;

"Manufacturer" means a person, firm, association, partnership,
corporation, governmental entity, organization, combination, or joint
venture which is the last person in the production or assembly process
of a new vehicle that utilizes mercury switches, or in the case of an
imported vehicle, the importer or domestic distributor of the vehicle;
"Mercury minimization plan" means a plan for removing, collecting

and recovering mercury switches from end-of-life vehicles andprepared pursuant to section 4 of this act;

41 "Mercury switch" means any light switch or an anti-lock braking
42 system switch that contains mercury and that is installed by a
43 manufacturer in a vehicle;

44 "Scrap recycling facility" means a fixed location where machinery
45 and equipment are utilized for processing and manufacturing scrap
46 metal into prepared grades and whose principal product is scrap iron,

scrap steel or nonferrous metallic scrap for sale for remelting
 purposes;

"Vehicle" means any passenger automobile or passenger automobile
derivative capable of seating 15 or fewer passengers, or any motor
vehicle rated at 6,000 pounds gross vehicle weight or less and a loaded
vehicle weight of 5,750 pounds or less, which is designed primarily for
purposes of transportation of property, or is a derivative of such motor
vehicle including, but not limited to, pick-ups, vans, and window vans;
and

"Vehicle recycler" means an individual or entity engaged in the
business of acquiring, dismantling or destroying six or more end-of-life
vehicles in a calendar year for the primary purpose of resale of their
parts.

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4. a. Within 90 days after the effective date of this act, every manufacturer of vehicles sold within the State, individually or as part of a group, shall develop, in consultation with the department, a mercury minimization plan prepared pursuant to this section and submit the mercury minimization plan to the commissioner for review and approval pursuant to section 5 of this act.

b. The mercury minimization plan prepared and submitted pursuantto this section shall include, at a minimum, the following:

23 (1) information identifying the make, model, and year of vehicles 24 that may contain a mercury switch; a description of the mercury 25 switch; the location of these mercury switches; and the safe and 26 environmentally sound methods for their removal from end-of-life 27 vehicles. To the extent a manufacturer is uncertain as to the content of a switch installed during the manufacture of a vehicle, the mercury 28 29 minimization plan shall presume that the switch is a mercury switch; 30 (2) educational materials to assist a vehicle recycler or a scrap 31 recycling facility in undertaking a safe and environmentally sound 32 method for the removal of the mercury switches from end-of-life 33 vehicles, including information on the hazards related to, and the

34 proper handling of, mercury;

35 (3) a proposal for the method of storage or disposal of the mercury
36 switches, including the method of packaging and shipping mercury
37 switches to authorized recycling, storage, or disposal facilities; and

(4) a proposal for the storage of mercury switches collected and
recovered from end-of-life vehicles in the event that environmentally
appropriate management technologies are not available; and

41 (5) a plan for implementing and financing the system, in accordance42 with subsection d. of this section.

c. A mercury minimization plan shall, to the extent practicable,
utilize the existing end-of-life vehicle recycling infrastructure. Where
the existing end-of-life vehicle recycling infrastructure is not utilized,
the mercury minimization plan shall include the reasons for establishing

a separate infrastructure.
 d. A mercury minimization plan must provide for the financing of

the removal, collection, and recovery system for mercury switches as provided in this subsection. These costs shall be borne by the manufacturers of vehicles sold in the State, and the manufacturers shall develop a method that ensures the prompt payment to vehicle recyclers, scrap recycling facilities and the department, for costs associated with mercury switch removal and disposal. Costs shall include, but not be limited to, the following:

(1) a minimum of \$1 for each mercury switch removed by a vehicle
recycler pursuant to subsection a. of section 6 of this act as partial
compensation for the labor and other costs incurred by a vehicle
recycler in the removal of the mercury switch;

(2) a minimum of \$1 for each mercury switch removed by a scrap
recycling facility pursuant to subsection b. of section 6 of this act as
partial compensation for the labor and other costs incurred by a scrap
recycling facility in the removal of the mercury switch;

(3) \$0.25 for each mercury switch removed by a vehicle recycler
pursuant to subsection a. of section 6 of this act or by a scrap
recycling facility pursuant to subsection b. of section 6 of this act as
partial compensation for the department for costs incurred in
administering and enforcing the provisions of this act;

23 (4) packaging in which to transport mercury switches to recycling,24 storage or disposal facilities;

(5) shipping of mercury switches to recycling, storage or disposalfacilities;

27 (6) recycling, storage or disposal of the mercury switches;

(7) the preparation and distribution to vehicle recyclers and scrap
recycling facilities of the educational materials required pursuant to
paragraph (2) of subsection b. of this section; and

31 (8) maintenance of all appropriate record-keeping systems.

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5. a. Within 120 days after receipt of a mercury minimization plan,
the commissioner shall approve, disapprove, or conditionally approve
the entire mercury minimization plan. The commissioner may solicit
input from representatives of vehicle recyclers, scrap recycling
facilities, and other stakeholders as the commissioner deems
appropriate.

(1) If the entire mercury minimization plan is approved, the
manufacturer shall begin implementation within 30 days after receipt
of approval or as otherwise agreed to by the commissioner. If the
entire mercury minimization plan is disapproved, the commissioner
shall inform the manufacturer as to the reasons for the disapproval.
The manufacturer shall have 30 days thereafter to submit a new
mercury minimization plan.

46 (2) The commissioner may approve those parts of a mercury

1 minimization plan that meet the requirements of section 4 of this act 2 and disapprove the parts that do not comply with the requirements of 3 section 4 of this act. The manufacturer shall implement the approved 4 parts within 30 days after receipt of approval or as otherwise agreed to by the commissioner, and submit a revised mercury minimization 5 6 plan for the disapproved parts within 30 days after receipt of The 7 notification of the disapproval of the commissioner. 8 commissioner shall review, and approve, conditionally approve, or 9 disapprove a revised mercury minimization plan within 30 days after 10 receipt.

11 (3) If, at the conclusion of the time period of 120 days after receipt 12 of a mercury minimization plan, the commissioner has neither 13 approved nor disapproved the mercury minimization plan pursuant to 14 paragraphs (1) or (2) of this subsection, the mercury minimization plan 15 shall be considered to be conditionally approved. A manufacturer, subject to any modifications required by the commissioner, shall 16 implement a conditionally effective mercury minimization plan within 17 30 days after receipt of approval or as otherwise agreed to by the 18 19 commissioner.

20 b. The commissioner shall reserve the right to complete, at the 21 conclusion of a time period 240 days after the date of enactment of 22 this act, on behalf of a manufacturer, any portion of a mercury 23 minimization plan that has not been approved pursuant to this section. c. The commissioner may review a mercury minimization plan 24 25 approved pursuant to this section and recommend modifications 26 thereto at any time upon a finding that the approved mercury 27 minimization plan is deficient.

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29 6. a. Commencing 30 days after the approval or conditional 30 approval of a mercury minimization plan pursuant to section 5 of this 31 act, a vehicle recycler who sells, gives or otherwise conveys ownership 32 of an end-of-life vehicle to a scrap recycling facility for recycling shall 33 remove all mercury switches identified in the approved mercury 34 minimization plan from the end-of-life vehicle prior to delivery to a scrap recycling facility, unless a mercury switch is inaccessible due to 35 significant damage to the vehicle in the area surrounding the location 36 37 of the mercury switch, in which case such damage shall be noted on 38 the normal business records of the vehicle recycler who delivered the 39 end-of-life vehicle to the scrap recycling facility.

b. Notwithstanding subsection a. of this section, a scrap recycling
facility may agree to accept an end-of-life vehicle, which has not been
intentionally flattened, crushed or baled, containing mercury switches,
in which case the scrap recycling facility shall be responsible for
removing the mercury switches identified in the mercury minimization
plan approved pursuant to section 5 of this act before the end-of-life
vehicle is intentionally flattened, crushed, baled, or shredded.

c. A vehicle recycler or scrap recycling facility who removes
 mercury switches pursuant to subsection a. or subsection b. of this
 section shall maintain records documenting the number of mercury
 switches collected, the number of end-of-life vehicles containing
 mercury switches, and the number of end-of-life vehicles processed for
 recycling. These records shall be made available for review by the
 department upon the request of the department.

8 d. No person shall represent that mercury switches have been 9 removed from an end-of-life vehicle being sold, given or otherwise 10 conveyed for recycling if that person has not removed the mercury 11 switches, or arranged with another person to remove the mercury 12 switches.

e. Upon removal, mercury switches shall be collected, stored,
transported, and otherwise handled in accordance with the mercury
minimization plan approved pursuant to section 5 of this act.

f. Upon removal, mercury switches shall be collected, stored,
transported, and otherwise handled in accordance with the provisions
of the rules and regulations concerning universal waste adopted by the
department pursuant to the "Solid Waste Management Act," P.L.1970,
c.39 (C.13:1E-1 et seq.) and the "New Jersey Statewide Mandatory
Source Separation and Recycling Act," P.L.1987, c.102
(C.13:1E-99.11 et al.), as applicable.

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24 7. a. One year after the implementation of a mercury minimization 25 plan approved pursuant to section 5 of this act, and annually 26 thereafter, a manufacturer subject to section 4 of this act shall, 27 individually or as part of a group, report to the commissioner concerning the implementation of the mercury minimization plan. The 28 29 report shall include, but need not be limited to, the following: (1) a 30 detailed description and documentation of the capture rate achieved, 31 with the goal of achieving a mercury switch capture rate of at least 90 32 percent, consistent with the principle that mercury switches shall be 33 recovered unless the mercury switch is inaccessible due to significant 34 damage to the end-of-life vehicle in the area surrounding where the mercury switch is located; (2) a description of additional or 35 36 alternative actions that may be implemented to improve the mercury 37 minimization plan and its implementation in the event that a mercury 38 switch capture rate of at least 90 percent is not achieved; (3) the 39 number of mercury switches collected, the number of end-of-life 40 vehicles containing mercury switches, the number of end-of-life 41 vehicles processed for recycling, and a description of how the mercury 42 switches were managed; and (4) a description of the amounts paid to 43 cover the costs of implementing the mercury minimization plan. 44

b. The commissioner may discontinue the requirement for the
annual report pursuant to subsection a. of this section upon a finding
that mercury switches in end-of-life vehicles no longer pose a
significant threat to the environment or to public health.

### A2482 BURZICHELLI, GUSCIORA

1 8. a. Whenever the commissioner finds that a person has violated 2 any provision of this act, or any rule or regulation adopted pursuant 3 thereto, the commissioner may:

4 (1) issue an order requiring the person found to be in violation to 5 comply in accordance with subsection b. of this section;

6 (2) bring a civil action in accordance with subsection c. of this 7 section;

8 (3) levy a civil administrative penalty in accordance with subsection 9 d. of this section;

10 (4) bring an action for a civil penalty in accordance with subsection 11 e. of this section; or

12 (5) petition the Attorney General to bring a criminal action in 13 accordance with subsection f. of this section.

14 Pursuit of any of the remedies specified under this section shall not 15 preclude the seeking of any other remedy specified.

b. Whenever the commissioner finds that a person has violated this 16 17 act, or any rule or regulation adopted pursuant thereto, the 18 commissioner may issue an order specifying the provision or 19 provisions of this act, or the rule or regulation adopted pursuant 20 thereto, of which the person is in violation, citing the action that 21 constituted the violation, ordering abatement of the violation, and 22 giving notice to the person of the person's right to a hearing on the 23 matters contained in the order. The ordered person shall have 20 calendar days from receipt of the order within which to deliver to the 24 25 commissioner a written request for a hearing. After the hearing and 26 upon finding that a violation has occurred, the commissioner may issue 27 a final order. If no hearing is requested, the order shall become final after the expiration of the 20-day period. A request for hearing shall 28 29 not automatically stay the effect of the order.

30 c. The commissioner may institute an action or proceeding in the 31 Superior Court for injunctive and other relief to enforce the provisions 32 of this act and to prohibit and prevent a violation of this act, or of any rule or regulation adopted pursuant thereto, and the court may 33 proceed in the action in a summary manner. In any such proceeding 34 35 the court may grant temporary or interlocutory relief.

36 Such relief may include, singly or in combination:

37 (1) a temporary or permanent injunction;

38 (2) assessment of the violator for the reasonable costs of any 39 inspection that led to the establishment of the violation, and for the 40 reasonable costs of preparing and litigating the case under this 41 subsection.

42 d. The commissioner may assess a civil administrative penalty of 43 not more than \$7,500 for a first offense, not more than \$10,000 for a 44 second offense and not more than \$25,000 for a third and every 45 subsequent offense. Each day that a violation continues shall constitute an additional, separate, and distinct offense. 46

1 No assessment may be levied pursuant to this section until after the 2 violator has been notified by certified mail or personal service. The 3 notice shall include a reference to the section of the statute, rule, 4 regulation, or order violated, a concise statement of the facts alleged to constitute a violation, a statement of the amount of the civil 5 6 administrative penalties to be imposed, and a statement of the person's right to a hearing. The ordered person shall have 20 calendar days 7 8 from receipt of the notice within which to deliver to the commissioner 9 a written request for a hearing.

10 After the hearing and upon finding that a violation has occurred, the 11 commissioner may issue a final order after assessing the amount of the fine specified in the notice. If no hearing is requested, the notice shall 12 13 become a final order after the expiration of the 20-day period. 14 Payment of the assessment is due when a final order is issued or the 15 notice becomes a final order. The authority to levy a civil administrative penalty is in addition to all other enforcement provisions 16 in this act, and the payment of any assessment shall not be deemed to 17 affect the availability of any other enforcement provisions in 18 19 connection with the violation for which the assessment is levied. The 20 commissioner may compromise any civil administrative penalty 21 assessed under this section in an amount the commissioner determines 22 appropriate.

e. A person who violates this act, or any rule or regulation adopted
pursuant thereto, shall be liable for a penalty of not more than \$7,500
per day, to be collected in a civil action commenced by the
commissioner.

A person who violates an administrative order issued pursuant to subsection b. of this section, or a court order issued pursuant to subsection c. of this section, or who fails to pay an administrative assessment in full pursuant to subsection d. of this section is subject upon order of a court to a civil penalty not to exceed \$50,000 per day of each violation.

Any penalty imposed pursuant to this subsection may be collected, with costs, in a summary proceeding pursuant to the "Penalty Enforcement Law of 1999," P.L.1999, c.274 (C.2A:58-10 et seq.). The Superior Court and the municipal court shall have jurisdiction to enforce the provisions of the "Penalty Enforcement Law of 1999" in connection with this act.

39 f. A person who willfully or negligently violates this act shall be 40 guilty, upon conviction, of a crime of the fourth degree and shall be subject to a fine of not less than \$2,500 nor more than \$25,000 per day 41 42 of violation. A second offense under this subsection shall subject the 43 violator to a fine of not less than \$5,000 nor more than \$50,000 per 44 day of violation. A person who knowingly makes a false statement, 45 representation, or certification in any application, record, or other document filed or required to be maintained under this act, or who 46

# A2482 BURZICHELLI, GUSCIORA

10

1 falsifies, tampers with or knowingly renders inaccurate, any monitoring 2 device or method required to be maintained pursuant to this act, shall, 3 upon conviction, be subject to a fine of not more than \$10,000. 4 5 9. Notwithstanding any other policies and guidelines for the 6 procurement of vehicles to the contrary, the Department of the 7 Treasury shall, within one year after the effective date of this act, 8 revise its policies, rules and procedures to give priority and preference 9 to the purchase of vehicles that do not contain mercury, taking into consideration competition, price, availability and performance. 10 11 12 10. This act shall take effect immediately. 13 14 15 **STATEMENT** 16 17 This bill would create a collection and recovery program for 18 mercury switches removed from scrapped vehicles in New Jersey, and 19 require vehicle manufacturers, either individually or as part of a group, 20 to develop and submit to the Department of Environmental Protection 21 (DEP) mercury minimization plans within 90 days of the effective date 22 of this bill. 23 The mercury minimization plan would address the removal of mercury switches, i.e., any light switch or an anti-lock braking system 24 25 switch that contains mercury and that is installed by a manufacturer in 26 a vehicle, by vehicle recyclers prior to vehicles being melted down. As 27 part of the plan, manufacturers would provide information on the 28 makes, models and years of vehicles that may have mercury switches, 29 and implement an education and outreach program to assist vehicle 30 recyclers and scrap recycling facilities in undertaking a safe and 31 environmentally sound method for the removal of the mercury 32 switches from end-of-life vehicles. The bill would also require manufacturers to pay a minimum of \$1 for each mercury switch 33 34 removed by a vehicle recycler or a scrap recycling facility as partial compensation for the labor and other costs incurred by the vehicle 35 recycler or the scrap recycling facility in the removal of mercury 36 switch, and \$0.25 to the DEP for each mercury switch removed as 37 38 partial compensation for the DEP's administrative and enforcement 39 costs. Manufacturers would also be responsible for the costs of 40 packaging to transport, and shipping of, mercury switches to recycling, 41 storage or disposal facilities, and the recycling, storage or disposal of 42 the mercury switches; This bill would require vehicle recyclers who sell, give or otherwise 43 44 convey ownership of end-of-life vehicles to scrap recycling facilities 45 for recycling to remove all mercury switches identified in the mercury

46 minimization plan from end-of-life vehicles prior to delivery to a scrap

recycling facility, unless a mercury switch is inaccessible due to
 significant damage to the vehicle in the area surrounding the location
 of the mercury switch.

5 of the mercury switch.

4 The bill would further provide that a scrap recycling facility may

agree to accept an end-of-life vehicle, which has not been intentionally
flattened, crushed or baled, containing mercury switches, in which case

the scrap recycling facility would be responsible for removing the
mercury switches.

9 Lastly, this bill, notwithstanding any other policies and guidelines 10 for the procurement of vehicles to the contrary, would require the 11 Department of the Treasury to revise its policies, rules and procedures 12 to give priority and preference to the purchase of mercury-free 13 vehicles, taking into consideration competition, price, availability and 14 performance.

This bill is modeled on legislation enacted by the State of Maine in2001.

17 Mercury is a persistent and toxic pollutant that bioaccumulates in 18 the environment. Forty-one states, including New Jersey, have issued 19 fish advisories that warn certain individuals to restrict or avoid 20 consuming fish from bodies of water contaminated with mercury.

21 Iron and steel manufacturing plants provide a valuable scrap metal 22 recycling service. A primary feed stock of such plants is scrap metal 23 from recycled end-of-life vehicles and other recycled products that may contain mercury. Mercury provides no benefit to iron and steel 24 25 manufacturing plants and has no role in the manufacture of iron and 26 steel. Mercury that is not removed from end-of-life vehicles prior to 27 crushing and shredding contaminates the scrap metal and may be 28 released to the environment when the scrap metal is melted during the 29 steel manufacturing process. As a result, iron and steel manufacturing 30 plants are a significant in-State source of mercury emissions. Removing mercury switches from end-of-life vehicles prior to crushing 31 32 and shredding and thus preventing mercury from entering high 33 temperature processes is an effective way to reduce mercury emissions 34 into the environment.