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HOUSE BILL NO. 1466

Offered January 13, 1999

Prefiled December 2, 1998

A BILL to amend and reenact § 10.1-1408.1 of the Code of Virginia and to amend the Code by adding in Chapter 14 of Title 10.1 an article numbered 2.1, consisting of sections numbered 10.1-1413.2, 10.1-1413.3 and 10.1-1413.4, and by adding a section numbered 62.1-241.7:1, relating to clean-up and closure of landfills.

 Patron—McEachin

Referred to Committee on Conservation and Natural Resources

Be it enacted by the General Assembly of Virginia:

1. That § 10.1-1408.1 of the Code of Virginia is amended and reenacted and that the Code of Virginia is amended by adding in Chapter 14 of Title 10.1 an article numbered 2.1, consisting of sections numbered 10.1-1413.2, 10.1-1413.3 and 10.1-1413.4, and by adding a section numbered 62.1-241.7:1 as follows:

§ 10.1-1408.1. Permit required; open dumps prohibited.

A. No person shall operate any sanitary landfill or other facility for the disposal, treatment or storage of nonhazardous solid waste without a permit from the Director.

B. No application for a new solid waste management facility permit shall be complete unless it contains the following:

1. Certification from the governing body of the county, city or town in which the facility is to be located that the location and operation of the facility are consistent with all applicable ordinances. The governing body shall inform the applicant and the Department of the facility's compliance or noncompliance not more than 120 days from receipt of a request from the applicant. No such certification shall be required for the application for the renewal of a permit or transfer of a permit as authorized by regulations of the Board;

2. A disclosure statement, except that the Director, upon request and in his sole discretion and when in his judgment other information is sufficient and available, may waive the requirement for a disclosure statement for a captive industrial landfill when such a statement would not serve the purposes of this chapter;

3. If the applicant proposes to locate the facility on property not governed by any county, city or town zoning ordinance, certification from the governing body that it has held a public hearing, in accordance with the applicable provisions of § ~~15.1-434~~ 15.2-2204, to receive public comment on the proposed facility. Such certification shall be provided to the applicant and the Department within 120 days from receipt of a request from the applicant;

4. If the applicant proposes to operate a new sanitary landfill or transfer station, a statement including a description of the steps taken by the applicant to seek the comments of the residents of the area where the sanitary landfill or transfer station is proposed to be located regarding the siting and operation of the proposed sanitary landfill or transfer station. The public comment steps shall be taken prior to filing with the Department the notice of intent to apply for a permit for the sanitary landfill or transfer station as required by the Department's solid waste management regulations. The public comment steps shall include publication of a public notice once a week for two consecutive weeks in a newspaper of general circulation serving the locality where the sanitary landfill or transfer station is proposed to be located and holding at least one public meeting within the locality to identify issues of concern, to facilitate communication and to establish a dialogue between the applicant and persons who may be affected by the issuance of a permit for the sanitary landfill or transfer station. The public notice shall include a statement of the applicant's intent to apply for a permit to operate the proposed sanitary landfill or transfer station; the proposed sanitary landfill or transfer station site location; the date, time and location of the public meeting the applicant will hold; and the name, address and telephone number of a person employed by the applicant who can be contacted by interested persons to answer questions or receive comments on the siting and operation of the proposed sanitary landfill or transfer station. The first publication of the public notice shall be at least fourteen days prior to the public meeting date.

The provisions of this subdivision shall not apply to applicants for a permit to operate a new captive industrial landfill or a new construction-demolition-debris landfill;

5. If the applicant is a local government or public authority that proposes to operate a new municipal sanitary landfill or transfer station, a statement including a description of the steps taken by the applicant to seek the comments of the residents of the area where the sanitary landfill or transfer station is

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60 proposed to be located regarding the siting and operation of the proposed sanitary landfill or transfer
61 station. The public comment steps shall be taken prior to filing with the Department the notice of intent
62 to apply for a permit for the sanitary landfill or transfer station as required by the Department's solid
63 waste management regulations. The public comment steps shall include the formation of a citizens
64 advisory group to assist the locality or public authority with the selection of a proposed site for the
65 sanitary landfill or transfer station, publication of a public notice once a week for two consecutive weeks
66 in a newspaper of general circulation serving the locality where the sanitary landfill or transfer station is
67 proposed to be located and holding at least one public meeting within the locality to identify issues of
68 concern, to facilitate communication and to establish a dialogue between the applicant and persons who
69 may be affected by the issuance of a permit for the sanitary landfill or transfer station. The public notice
70 shall include a statement of the applicant's intent to apply for a permit to operate the proposed sanitary
71 landfill or transfer station; the proposed sanitary landfill or transfer station site location; the date, time
72 and location of the public meeting the applicant will hold; and the name, address and telephone number
73 of a person employed by the applicant who can be contacted by interested persons to answer questions
74 or receive comments on the siting and operation of the proposed sanitary landfill or transfer station. The
75 first publication of the public notice shall be at least fourteen days prior to public meeting date. For
76 local governments that have zoning ordinances, such public comment steps as required under §§
77 ~~15.1-434~~ 15.2-2204 and ~~15.1-493~~ 15.2-2285 shall satisfy the public comment requirements for public
78 hearings and public notice as required under this section. Any applicant which is a local government or
79 public authority that proposes to operate a new transfer station on land where a municipal sanitary
80 landfill is already located shall be exempt from the public comment requirements for public hearing and
81 public notice otherwise required under this section.

82 C. Notwithstanding any other provision of law:

83 1. Every holder of a permit issued under this article who has not earlier filed a disclosure statement
84 shall, prior to July 1, 1991, file a disclosure statement with the Director.

85 2. Every applicant for a permit under this article shall file a disclosure statement with the Director
86 together with the permit application or prior to September 1, 1990, whichever comes later. No permit
87 application shall be deemed incomplete for lack of a disclosure statement prior to September 1, 1990.

88 3. Every applicant shall update its disclosure statement quarterly to indicate any change of condition
89 that renders any portion of the disclosure statement materially incomplete or inaccurate.

90 4. The Director, upon request and in his sole discretion, and when in his judgment other information
91 is sufficient and available, may waive the requirements of this subsection for a captive industrial waste
92 landfill when such requirements would not serve the purposes of this chapter.

93 D. No permit for a new solid waste management facility shall be issued until the Director has
94 determined, after investigation and evaluation of comments by the local government, that the proposed
95 facility poses no substantial present or potential danger to human health or the environment. The
96 Department shall hold a public hearing within the said county, city or town prior to the issuance of any
97 such permit for the management of nonhazardous solid waste.

98 E. The permit shall contain such conditions or requirements as are necessary to comply with the
99 requirements of this Code and the regulations of the Board and to prevent a substantial present or
100 potential hazard to human health and the environment.

101 The Director may include in any permit such recordkeeping, testing and reporting requirements as are
102 necessary to ensure that the local governing body of the county, city or town where the waste
103 management facility is located is kept timely informed regarding the general nature and quantity of
104 waste being disposed of at the facility. Such recordkeeping, testing and reporting requirements shall
105 require disclosure of proprietary information only as is necessary to carry out the purposes of this
106 chapter. At least once every ten years, the Director shall review and issue written findings on the
107 environmental compliance history of each permittee; material changes, if any, in key personnel; and
108 technical limitations, standards, or regulations on which the original permit was based. The time period
109 for review of each category of permits shall be established by Board regulation. If, upon such review,
110 the Director finds that repeated material or substantial violations of the permittee or material changes in
111 the permittee's key personnel would make continued operation of the facility not in the best interests of
112 human health or the environment, the Director shall amend or revoke the permit, in accordance
113 herewith. Whenever such review is undertaken, the Director may amend the permit to include additional
114 limitations, standards, or conditions when the technical limitations, standards, or regulations on which
115 the original permit was based have been changed by statute or amended by regulation or when any of
116 the conditions in subsection B of § 10.1-1409 exist. The Director may deny, revoke, or suspend any
117 permit for any of the grounds listed under subsection A of § 10.1-1409.

118 F. There shall exist no right to operate a landfill or other facility for the disposal, treatment or
119 storage of nonhazardous solid waste or hazardous waste within the Commonwealth. Permits for solid
120 waste management facilities shall not be transferable except as authorized in regulations promulgated by
121 the Board. The issuance of a permit shall not convey or establish any property rights or any exclusive

privilege, nor shall it authorize any injury to private property or any invasion of personal rights or any infringement of federal, state, or local law or regulation.

G. No person shall dispose of solid waste in open dumps.

H. No person shall own, operate or allow to be operated on his property an open dump.

I. No person shall allow waste to be disposed of on his property without a permit. Any person who removes trees, brush, or other vegetation from land used for agricultural or forestal purposes shall not be required to obtain a permit if such material is deposited or placed on the same or other property of the same landowner from which such materials were cleared. The Board shall by regulation provide for other reasonable exemptions from permitting requirements for the disposal of trees, brush and other vegetation when such materials are removed for agricultural or forestal purposes.

When promulgating any regulation pursuant to this section, the Board shall consider the character of the land affected, the density of population, the volume of waste to be disposed, as well as other relevant factors.

J. No permit shall be required pursuant to this section for recycling or for temporary storage incidental to recycling. As used in this subsection, "recycling" means any process whereby material which would otherwise be solid waste is used or reused, or prepared for use or reuse, as an ingredient in an industrial process to make a product, or as an effective substitute for a commercial product.

K. The Board shall provide for reasonable exemptions from the permitting requirements, both procedural and substantive, in order to encourage the development of yard waste composting facilities. To accomplish this, the Board is authorized to exempt such facilities from regulations governing the treatment of waste and to establish an expedited approval process. Agricultural operations receiving only yard waste for composting shall be exempt from permitting requirements provided that (i) the composting area is located not less than 300 feet from a property boundary, is located not less than 1,000 feet from an occupied dwelling not located on the same property as the composting area, and is not located within an area designated as a flood plain as defined in § 10.1-600; (ii) the agricultural operation has at least one acre of ground suitable to receive yard waste for each 150 cubic yards of finished compost generated; (iii) the total time for the composting process and storage of material that is being composted or has been composted shall not exceed eighteen months prior to its field application or sale as a horticultural or agricultural product; and (iv) the owner or operator of the agricultural operation notifies the Director in writing of his intent to operate a yard waste composting facility and the amount of land available for the receipt of yard waste. In addition to the requirements set forth in clauses (i) through (iv) of the preceding sentence, the owner and operator of any agricultural operation that receives more than 6,000 cubic yards of yard waste generated from property not within the control of the owner or the operator in any twelve-month period shall be exempt from permitting requirements provided (i) the owner and operator submit to the Director an annual report describing the volume and types of yard waste received by such operation for composting and (ii) the operator shall certify that the yard waste composting facility complies with local ordinances. The Director shall establish a procedure for the filing of the notices, annual reports and certificates required by this subsection and shall prescribe the forms for the annual reports and certificates. Nothing contained in this article shall prohibit the sale of composted yard waste for horticultural or agricultural use, provided that any composted yard waste sold as a commercial fertilizer with claims of specific nutrient values, promoting plant growth, or of conditioning soil shall be sold in accordance with the Virginia Fertilizer Act (§ 3.1-106.1 et seq.). As used in this subsection, "agricultural operation" shall have the same meaning ascribed to it in subsection B of § 3.1-22.29.

The operation of a composting facility as provided in this subsection shall not relieve the owner or operator of such a facility from liability for any violation of this chapter.

L. The Board shall provide for reasonable exemptions from the permitting requirements, both procedural and substantive, in order to encourage the development of facilities for the decomposition of vegetative waste. To accomplish this, the Board shall approve an expedited approval process. As used in this subsection, the "decomposition of vegetative waste" means a natural aerobic or anaerobic process, active or passive, which results in the decay and chemical breakdown of the vegetative waste. Nothing in this subsection shall be construed to prohibit a city or county from exercising its existing authority to regulate such facilities by requiring, among other things, permits and proof of financial security.

M. In receiving and processing applications for permits required by this section, the Director shall assign top priority to applications which (i) agree to accept nonhazardous recycling residues and (ii) pledge to charge tipping fees for disposal of nonhazardous recycling residues which do not exceed those charged for nonhazardous municipal solid waste. Applications meeting these requirements shall be acted upon no later than six months after they are deemed complete.

N. Every solid waste management facility shall be operated in compliance with the regulations promulgated by the Board pursuant to this chapter. ~~To the extent consistent with federal law, those facilities which were permitted prior to March 15, 1993, and upon which solid waste has been disposed~~

of prior to October 9, 1993, may continue to receive solid waste until they have reached their vertical design capacity; provided that the facility is in compliance with the requirements for liners and leachate control in effect at the time of permit issuance; and further provided that on or before October 9, 1993, the owner or operator of the solid waste management facility submits to the Director:

1. An acknowledgement that the owner or operator is familiar with state and federal law and regulations pertaining to solid waste management facilities operating after October 9, 1993, including postclosure care, corrective action and financial responsibility requirements;

2. A statement signed by a registered professional engineer that he has reviewed the regulations established by the Department for solid waste management facilities, including the open dump criteria contained therein, that he has inspected the facility and examined the monitoring data compiled for the facility in accordance with applicable regulations and that, on the basis of his inspection and review, has concluded: (i) that the facility is not an open dump, (ii) that the facility does not pose a substantial present or potential hazard to human health and the environment, and (iii) that the leachate or residues from the facility do not pose a threat of contamination or pollution of the air, surface water or ground water in a manner constituting an open dump or resulting in a substantial present or potential hazard to human health or the environment; and

3. A statement signed by the owner or operator (i) that the facility complies with applicable financial assurance regulations, and (ii) estimating when the facility will reach its vertical design capacity.

The facility may not be enlarged prematurely to avoid compliance with state or federal regulations when such enlargement is not consistent with past operating practices; the permit or modified operating practices to ensure good management.

Facilities which are authorized by this subsection to accept waste for disposal beyond the waste boundaries existing on October 9, 1993, shall be as follows:

Category 1: Nonhazardous industrial waste facilities that are located on property owned or controlled by the generator of the waste disposed of in the facility;

Category 2: Nonhazardous industrial waste facilities other than those that are located on property owned or controlled by the generator of the waste disposed of in the facility, provided that the facility accepts only industrial waste streams which the facility has lawfully accepted prior to July 1, 1995, or other nonhazardous industrial waste as approved by the Department on a case-by-case basis; and

Category 3: Facilities that accept only construction-demolition-debris waste as defined in the Board's regulations.

The Director may prohibit or restrict the disposal of waste in facilities described in this subsection which contains hazardous constituents as defined in applicable regulations which, in the opinion of the Director, would pose a substantial risk to health or the environment. Facilities described in category 3 may expand laterally beyond the waste disposal boundaries existing on October 9, 1993, provided that there is first installed, in such expanded areas, liners and leachate control systems meeting the applicable performance requirements of the Board's regulations, or a demonstration is made to the satisfaction of the Director that such facilities satisfy the applicable variance criteria in the Board's regulations.

Owners or operators of facilities which are authorized under this subsection to accept waste for disposal beyond the waste boundaries existing on October 9, 1993, shall ensure that such expanded disposal areas maintain setback distances applicable to such facilities under the Board's current regulations and local ordinances. Prior to the expansion of any facility described in category 2 or 3, the owner or operator shall provide the Director with written notice of the proposed expansion at least sixty days prior to commencement of construction. The notice shall include recent groundwater monitoring data sufficient to determine that the facility does not pose a threat of contamination of groundwater in a manner constituting an open dump or creating a substantial present or potential hazard to human health or the environment. The Director shall evaluate the data included with the notification and may advise the owner or operator of any additional requirements that may be necessary to ensure compliance with applicable laws and prevent a substantial present or potential hazard to health or the environment.

Facilities, or portions thereof, which have reached their vertical design capacity shall be closed in compliance with regulations promulgated by the Board.

Nothing in this subsection shall alter any requirement for groundwater monitoring, financial responsibility, operator certification, closure, postclosure care, operation, maintenance or corrective action imposed under state or federal law or regulation, or impair the powers of the Director pursuant to § 10.1-1409.

O. Portions of a permitted solid waste management facility used solely for the storage of household hazardous waste may store household hazardous waste for a period not to exceed one year, provided that such wastes are properly contained and are segregated to prevent mixing of incompatible wastes.

P. After July 1, 1999, owners and operators of solid waste management facilities shall only allow the disposal of municipal solid waste upon areas of their facilities for which there exist liner and leachate control systems that meet or exceed the requirements of the Board's regulations.

*Virginia Landfill Clean-up and Closure Fund.**§10.1-1413.2. Virginia Landfill Clean-up and Closure Fund.*

A. There is hereby created in the state treasury a special nonreverting fund to be known as the Virginia Landfill Clean-up and Closure Fund, hereafter referred to as "the Fund." The Fund shall be established on the books of the Comptroller. All fees collected pursuant to § 10.1-1413.4 shall be paid into the state treasury and credited to the Fund. Interest earned on moneys in the Fund shall remain in the Fund and be credited to it. Any moneys remaining in the Fund, including interest thereon, at the end of each fiscal year shall not revert to the general fund but shall remain in the Fund. Moneys in the Fund shall be used solely for the purposes found in subsection B. Expenditures and disbursements from the Fund shall be made by the State Treasurer on warrants issued by the Comptroller upon written request signed by the Director.

B. The Fund shall be used for the following purposes:

1. Under the supervision of the Director of the Department of Environmental Quality, to pay the necessary costs of preventing, abating, removing and remediating releases or threatened releases of pollutants to the environment from solid waste landfills that have been determined by the Director to be causing harm to human health or the environment or creating an imminent and substantial risk of such harm and for which funds for prevention, abatement, removal or remediation of releases or threatened releases causing such harm or risk are insufficient or are unavailable from other sources. Expenditures may be made from the Fund under this subdivision only for prevention, abatement, removal and remediation of releases that occur or threaten to occur after the termination of the post-closure maintenance period established for the subject landfill, or after the Director has determined that the landfill has been abandoned by the owner in violation of this chapter.

2. To transfer, as provided in § 10.1-1413.3, moneys to the Virginia Solid Waste or Recycling Revolving Fund (§ 62.1-241.1 et seq.), for use by the Board according to § 62.1-241.7:1 to provide grants to local governments for the proper final closure of landfills that are owned by local governments, or are located in the locality and have been abandoned in violation of this chapter, and are not equipped with liner and leachate control systems meeting the requirements of the Board's regulations. The Department shall annually prioritize landfills in need of grants pursuant to this subdivision based on the greatest threat to human health and the environment.

§ 10.1-1413.3. Distribution of moneys.

A. Fifty percent of the moneys in the Fund shall be distributed pursuant to subdivision B 1 of § 10.1-1413.2 and fifty percent pursuant to subdivision B 2 of § 10.1-1413.2.

B. Any moneys expended from the Fund for the purposes enumerated in subdivision B 1 of § 10.1-1413.2 and subsequently recovered by the Commonwealth pursuant to subsection F of § 10.1-1410 or by other means shall be deposited in the Fund for use pursuant to subdivision B 1.

C. Any moneys expended from the Fund pursuant to subdivision B 2 of § 10.1-1413.2 for the proper closure of landfills abandoned in violation of this chapter and subsequently recovered by the Commonwealth pursuant to subsection F of § 10.1-1410 or by other means shall be deposited in the Fund for use pursuant to subdivision B 2.

§ 10.1-1413.4. Fees.

A. In addition to the financial assurances required by this chapter for landfill closure and post-closure care, the owner or operator of each landfill permitted under this chapter to dispose of municipal solid waste, shall remit to the State Treasurer, for deposit into the Virginia Landfill Clean-up and Closure Fund, a fee, calculated pursuant to subsection B, for each ton of municipal solid waste disposed of at the landfill. Payment shall be made within ten days of the end of each quarter with the first payment due by October 10, 1999.

B. There shall be a base fee of \$1.00 per ton for every ton of municipal solid waste disposed of in a landfill. In addition, amounts within the following volume slots shall be assessed:

1. 1,000 to 3,000 tons per day, \$0.50 per ton;
2. 3,001 to 5,000 tons per day, \$0.75 per ton; and
3. More than 5,000 tons per day, \$1.00 per ton.

§ 62.1-241.7:1. Grants to localities for landfill closure.

Funds transferred to the Fund from the Virginia Landfill Clean-up and Closure Fund pursuant to § 10.1-1413.2 shall be used by the Board to provide grants to local governments for the proper final closure of landfills that are owned by local governments, or are located in the locality and have been abandoned in violation of this chapter, and are not equipped with liner and leachate control systems meeting the requirements of the Board's regulations. The Board may establish such terms and conditions on any grant as it deems appropriate. Grants shall be disbursed from the Fund by the Authority in accordance with the written direction of the Board.