	Approved April 2, 1984 Date
MINUTES OF THE <u>Senate</u> COMMITTEE ON	Energy and Natural Resources
The meeting was called to order by	Senator Charlie L. Angell at Chairperson
8:00 a.m./NXXX on Friday, March 30	, 19_84 in room123_S of the Capitol.
All members were present except: Senator Paul Hess, Senator Tom Rehorn (Excused Senator Ben Vidricksen (Excused)), Senator Ed Roitz,
Committee staff present: Ramon Powers, Research Department Raney Gilliland, Research Department Don Hayward, Revisor's Office LaVonne Mumert, Secretary to the Committee	

Conferees appearing before the committee:

Chris McKenzie, League of Kansas Municipalities Barbara Sabol, Secretary, Kansas Department of Health and Environment

Senator Werts moved that the minutes of the March 29, 1984 meeting be approved. Vice-Chairman Kerr seconded the motion, and the motion <u>carried</u>.

H.B. 3095 - Solid waste resource recovery facilities provided by counties and cities

Chris McKenzie explained his suggested amendments to the bill (Attachment 1). The amendments would change the bill so that municipalities are treated no differently than anyone else and they would be able to participate in such a program on a voluntary basis. Answering a question from Senator Feleciano, Mr. McKenzie said that the bill does not speak to any fee structure. He stated that the bill provides that municipalities can specify that waste must be disposed of at a particular facility.

H.B. 2760 - Nuclear energy development and radiation control act; amendments

Barbara Sabol read her written testimony (Attachment 2). She said the bill brings Kansas statutes into conformance with federal law regarding low-level radioactive waste. H.B. 2760 also provides for the Secretary to promulgate regulations for operation of a low-level radioactive waste disposal facility. This bill divides hazardous waste and low-level radioactive waste. Ms. Sabol said the Department, along with the State Corporation Commission, recommends that the bill be amended as follows to make it clear that this law deals only with radioactive waste: on line 722, after the word "activity", adding the words "involving low-level radioactive material"; and on line 742, after the word "when", adding the words "involving low-level".

H.B. 2740 - Hazardous and solid waste; amendments to this act

Ms. Sabol summarized her written statement (Attachment 3). She explained that the Department has received Phase I authorization to operate the federal Resource Conservation and Recovery Act and is in the process of preparing its application to receive full authorization. She advised that state programs are subject to the following standards: the state program must be equivalent to the federal program, the requirements must be at least as stringent and may be more stringent, the requirements must be consistent with the federal program, specific procedures must be followed for public hearing and adequate enforcement must be provided. Ms. Sabol mentioned that if Kansas did not receive full authorization, business and industry would have to deal with both KDHE and the Environmental Protection Agency. She mentioned regulatory, administrative and fiscal reasons for passage of H.B. 2740.

In response to questions raised by Senator Gannon, Ms. Sabol said that it is permissible for trucks to use the hazardous waste facility at Furley as a "staging area", but there are no allowable disposal activities other than activities related to clean up. Chairman Angell asked about the present status of the Central States Low-Level Radioactive Waste Compact. Ms. Sabol advised that the bill approving the compact is awaiting action in Congress. A grant from the Department of Energy has been received to begin site suitability studies and a compact director has been employed. The compact provides that all the member states will move simultaneously in seeking authority to administer such a facility.

CONTINUATION SHEET

MINUTES OF THES	enate COMMITTEE ON	Energy and Natural Resources	
room <u>123–S</u> , Statehouse,	, at a.m.\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\	Friday, March 30	, 19 <u>84</u>
	rned at 8:52 a.m. by the Cha on Monday, April 2, 1984.	irman. The next meeting of the Co	mmittee

Senate Energy & Natural Resources March 30, 1984

Organization Wame The Hodge Cetter Service Orl & Has Texaco USA Faul Weeditz theff Markens N.I.ES. Demis Murchay KDHE KDHE Janear Mas KDITE PAT SCHAFER BUDGET KSLWVS Ed Remert Chip Wheelen Waste Mant Inc. I'm Young ., Ainda Sheets GARMON DALE KCC Koh Hodger KCCI Bishapl D. Bready KPL/Gas Service Co. Charles V. Hamm K.D. H+E ROBHE BARBARA SABUL Gor's office KANSAS CHAMBER Del Miller RON GACHES

[As Amended by House Committee of the Whole]

As Amended by House Committee

Session of 1984

HOUSE BILL No. 3095

By Committee on Ways and Means

3-6

AN ACT relating to solid waste; concerning resource recovery facilities; concerning resource recovery facilities provided by cities and counties; amending K.S.A. 1983 Supp. 65-3418 and 65-3450 and repealing the existing sections.

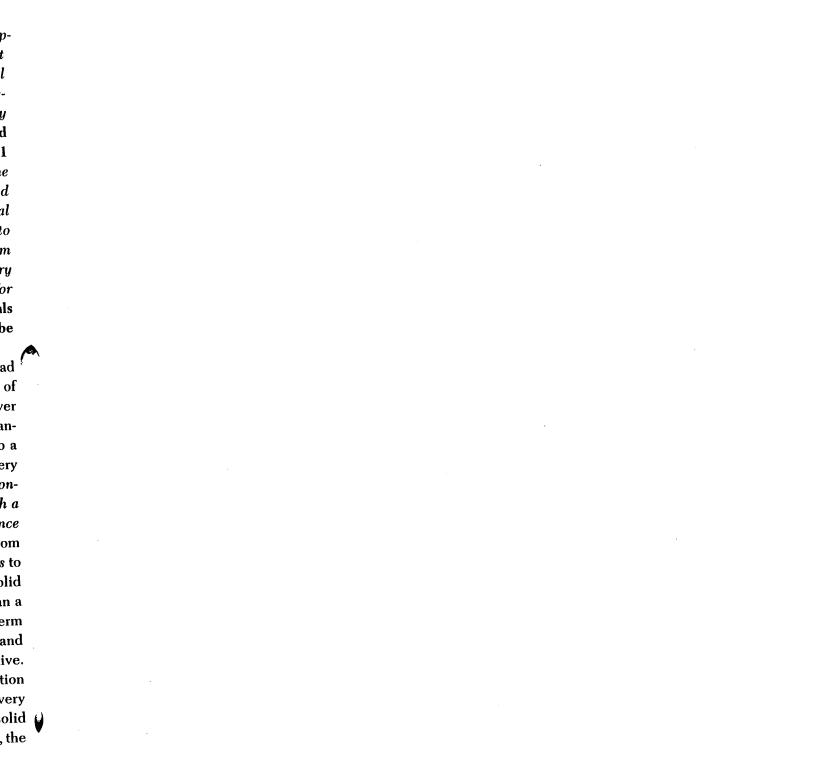
0025 Be it enacted by the Legislature of the State of Kansas:

Section 1. K.S.A. 1983 Supp. 65-3418 is hereby amended to 0027 read as follows: 65-3418. (a) Title to the solid waste collected, processed or disposed of in accordance with the provisions of 0029 this act and the rules and regulations adopted thereunder shall 0030 vest in the owner of the solid waste management activity, area or 0031 facility in which the solid waste is placed. Solid waste produced 0032 from a discrete source disposed of in ways other than in accord-0033 ance with this act shall remain the property of the generator and 0034 the generator shall be liable for removal of the waste, restoration 0035 of the area in which the waste was disposed and to provide for 0036 lawful disposal of the waste. It shall not constitute a defense to 0037 the generator that the generator acted through an independent 0038 contractor in the transportation or disposal of the solid waste. (b) When a city or a county or any combination of cities or 0040 counties, or both, provides by contract for a resource recovery facility or facilities to recover materials or energy from solid wastes as a part of an approved solid waste management plan, said the resource recovery facility or facilities shall have sole 0044 ownership, utilization and disbursement control of all waste ^45 collected by that facility or facilities or delivered to that facility 6 or facilities and shall have the power to sell recovered or v047 recycled materials or energy. Such provision shall be interSuggested Amendments League of Kansas Municipalities

Ach. 1

48 preted to include either active participation and financial sup-0049 port of such resource recovery facility or facilities or oversight 0050 and regulatory control of such facility or facilities by the local 0051 governments. A resource recovery facility may contract to dis-0052 pose of special waste materials or products as allowed by 0053 regulation according to the instructions, directions [rules and 0054 regulations of the secretary adopted pursuant to K.S.A. 65-3401 0055 et seq., and amendments thereto] and conditions as set by the 0056 original owner of such materials delivered for disposal and 0057 resource recovery, so as to avoid reuse or resale of such special 0058 products or materials. Nothing herein shall be construed to prohibit or limit private waste collectors from extracting from 0060 the waste they collect, prior to delivery to the resource recovery 0061 facility, any materials that may have value to such collectors for 0062 purposes of recycling, reuse or resale, except that any materials 0063 having value as a source for energy generation may not be extracted therefrom.

Sec. 2. K.S.A. 1983 Supp. 65-3450 is hereby amended to read 0066 as follows: 65-3450. When a city or a county or combination of 0067 cities or counties provides for a facility or facilities to recover 0068 materials or energy as a part of an approved solid waste man-0069 agement plan, any city, county or state agency may enter into a 0070 long-term contract to supply solid waste to the resource recovery 0071 facility, or facilities; to construct, operate and maintain or con-0072 struct or operate or maintain such facilities;; to contract with a 0073 private entity for the construction, operation and maintenance 0074 of such facilities; to market materials or energy recovered from 0075 such facility or facilities; or to utilize such facility or facilities to 0076 conserve materials or energy by reducing the volume of solid 0077 waste. For the purpose of this section "long-term" shall mean a 0078 period of not less than 10 nor more than 30 years. All long-term 0079 contracts negotiated under this section shall be reviewed and 0080 approved by the attorney general before becoming effective. New Sec. 3. (a) When a city or a county or any combination 0082 of cities or counties, or both, provides for a resource recovery 0083 facility or facilities to recover materials or energy from solid 0084 wastes as a part of an approved solid waste management plan, the



0085 city or county may require any person capable of being effectively served by the facility to make use of the facility or of private facilities approved by the city or county in any case

one where the city or county finds such use to be in the best public one interest. As a part of an approved solid waste management plan, the city or county has the authority to limit the overall capacity of

- 0091 resource recovery systems within its jurisdiction so as not to 0092 exceed the capacity for available solid waste and to serve the
- 0093 best public interest.
 0094 (b) "Best public interest" for the purposes of subparagraph
 0095 (a) shall be inferred if:
- 0096 (1) Required usage will result in reusable materials being 0097 recovered rather than being disposed of:
- 0098 (2) required use will lessen the demand for sanitary landfill 0099 sites and capacity;
- 0100 (3) required use will result in a positive energy balance or 0101 will conserve natural resources; or
- 0102 (4) required use is necessary to achieve operational volumes 0103 necessary to make the facility financially self-supporting to the 0104 greatest extent possible; and
- 0105 (5) such solid wastes are produced within the corporate 0106 limits of the city or county or within the geographical area over 0107 which any combination of cities or counties, or both, has juris-0108 diction if such combination is governed by a separate legal 0109 entity.
- 0110 (c) Solid wastes produced by a person other than a munici-0111 pality which are privately processed and reused shall not be 0112 subject to this section.
- 0113 (d) The city or county or the separate legal entity created to 0114 govern the combination of cities or counties, or both, if such an 0115 entity exists, shall proceed as follows when requiring usage of 0116 facilities approved within its jurisdiction:
- 0117 (1) The city or county or such separate legal entity shall 0118 notify those persons whom the city or county has determined should use facilities of the city or county or the private facilities approved by the city or county or such separate legal entity. 0121 Notification to-municipalities shall be in writing. All other per-

[STRIKE]

official county newspaper. The notification shall specify types
and quantities of acceptable wastes, plans for usage of wastes,
the point of delivery of wastes and the fee to be charged for such
service. During the ninety-day period following the notification,
the city or county or such separate legal entity shall negotiate
with any or all of the persons within the areas to be served in
order to develop a contractual agreement on the terms of reorder dusage of the facility.

- 0131 (2) If a contract has not been made at the end of the ninety0132 day period, or if, in the case of a person other than a municipality,
 0133 such person has not made adequate arrangements for the proc0134 essing for reuse of the waste generated by such person, the city
 0135 or county or such separate legal entity shall hold a public hearing
 0136 to take testimony for and against required usage of the facility by
 0137 the person. The hearing shall be preceded by notice similar to
 0138 that required under paragraph (1).
- (3) If a contract has not been made within 30 days after the 0140 public hearing, or if, in the ease of a person other than a 0141 municipality, such person has not made adequate arrangements 0142 for the processing for reuse of the waste generated by such 0143 person, the city or county or such separate legal entity may order 0144 any person given notice of the public hearing to use the facility 0145 or the private facilities approved by the city or county or such 0146 separate legal entity, starting at a specified date which shall be at 0147 least 30 days after the order has been issued. The city or county or such separate legal entity shall not terminate, suspend or curtail other services provided to any person required to use the 0150 services and facilities under this paragraph, without the consent 0151 of such person. The city or county or such separate legal entity 0152 shall be delegated the authority by the state to institute legal 0153 action in a court of competent jurisdiction for injunctive or other 0154 relief to enforce the provisions of this act at the local level.
- 0155 (4) In the case of a person other than a municipality, all 0156 obligations under contract or order under this section may be 57 terminated as to any portion of that person's solid waste by the 158 person upon an adequate showing to the city or county or such

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o159 separate legal entity that the solid waste generated by the person o160 has value and that adequate arrangements have been made by o161 the person to have such waste processed for reuse either by such o162 person or any other person other than a municipality.

- 0163 (5) (e) This section does not apply to persons who own or 0164 lease and occupy single-family dwellings and surrounding land 0165 which is zoned for agricultural purposes and who dispose of 0166 solid waste from the premises on such surrounding land in 0167 accordance with applicable state laws and local government 0168 resolutions or ordinances.
- (g) Any person aggrieved by the decision of a city or county 0176 0177 or the separate legal entity created to govern the combination of 0178 cities or counties, or both, if such an entity exists, requiring such 0179 person to use a facility to recover materials or energy from solid 0180 wastes pursuant to subsection (a), may request the governing 0181 body of the city or county or such separate legal entity to review 0182 such decision. If requested to review such decision, the govern-0183 ing body shall hold a public hearing thereon. Notice of such 0184 hearing shall be published once in a newspaper of general 0185 circulation within the affected municipality at least 10 days prior 0186 to the date of the hearing. Written and oral objections to the 0187 governing body's decision shall be heard at such hearing. After 0188 the hearing, the governing body shall reconsider its original 0189 decision and if the original decision is approved by at least 2/3 0190 vote of the members of the governing body, such decision shall 0191 stand. The governing body shall send a copy of its final decision 0192 and reasons therefor to the person who requested the review.

New Sec. 4. (a) When a city or a county or a any combination 0194 of cities or counties, or both, provides for a facility or facilities to 0195 recover materials or energy as a part of an approved solid waste [STRIKE]

⁽h) This section shall not apply to solid waste disposed of as part of a city solid waste management program operated directly or pursuant to contract.

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0196 management plan, the city or county or the separate legal entity 197 created to govern the combination of cities or counties, or both, if 198 such an entity exists, may enter into contracts with private 0199 persons for the performance of any such functions of the plan which, in the opinion of the city or county or such separate legal entity, can desirably and conveniently be carried out by a private 0202 person under contract provided any such contract shall contain 0203 such terms and conditions as will enable the city or county or such separate legal entity to retain overall supervision and control of the business, design, operating management, transporta-0206 tion, marketing, planning and research and development func-0207 tions to be carried out or to be performed by such private persons 0208 pursuant to such contract. Such contracts may be entered into 0209 either on a negotiated or an open-bid basis, and the city or county or such separate legal entity in its discretion may select the type of contract it deems most prudent to utilize considering the 0212 scope of work, the management complexities associated there-0213 with, the extent of current and future technological development 0214 requirements and the best interests of the state.

0215 (b) Private entities may construct, operate, maintain and own 0216 resource recovery facilities; form contracts to supply solid waste 0217 to the resource recovery facility or facilities; form contracts to 0218 market materials or energy recovered from such facility or facilities; or utilize such facility or facilities to conserve materials or 0220 energy by reducing the volume of solid waste under the super-0221 vision of and with the approval of the city or county or such 0222 separate legal entity, subject to the approval of the Kansas 0223 department of health and environment, and in accordance with 0224 the approved local solid waste management plan.

0225 Sec. 5. K.S.A. 1983 Supp. 65-3418 and 65-3450 are hereby 0226 repealed.

O227 Sec. 6. This act shall take effect and be in force from and O228 after its publication in the statute book.

KANSAS DEPARTMENT OF HEALTH AND ENVIRONMENT

Testimony on H.B. 2760

By

Barbara J. Sabol, Secretary

To

The Senate Committee on Energy and Natural Resources

March 27, 1984

Mr. Chairman, Members of the Committee, thank you for the opportunity to discuss House Bill 2760.

KDH&E has conducted a radiation control program since before 1964. In 1964 the Governor signed an agreement with the Atomic Energy Commission (now the Nuclear Regulatory Commission) transferring authority for control of certain radioactive materials from AEC to Kansas. The current statute, K.S.A. 48-1601 through 1691, was developed at the same time and has had only on minor amendment since. In that same period several changes to both state and federal law have occurred which relate to increased interest in low level radioactive waste management as well as the structure of the state agencies responsible for carrying out the program.

Currently, the Kansas statutory scheme provides for a radiation control program to protect the public's health and safety. The provisions of HB 2760 do not, in any way, alter the general intent or function of the department's radiation control program in this regard. However, HB 2760 will bring out statutory law into conformance with certain changes in federal which have occurred over the past twenty years. Enactment of HB 2760 will permit the State of Kansas to operate its radiation control program consistent with federal law.

Moreover, enactment of HB 2760 will authorize the Secretary of KDH&E to promulgate regulations for the operation of a low-level radioactive waste disposal facility. This is crucial as passage of Public Law 96-573 requires states to be reponsible for assuring that they have the capacity either within or outside the state for disposal of non-federal low-level radioactive waste generated within the state. If Kansas is selected as a low-level radioactive waste site we must have adequate regulatory authority to see that such a site is operated properly.

HB 2760 also has the effect, in conjunction with HB 2740, of removing references to radioactive waste from the statutes concerning hazardous wastes. Radioactive waste regulatory authority will be part of the statutory scheme which relates specifically to radioactive materials. We feel it is important to distinguish between radioactive wastes and hazardous wastes because of their respective federal and state regulatory requirements.

Atch. 2

HB 2760 was amended twice prior to passage in the House of Representatives. The first amendment clarified Section 1(c) to require generators of low-level radioactive waste resulting from research done with federal grant moneys to dispose of such waste pursuant to applicable state law.

The second amendment appears at section 7(d) which places a 300,000 per year ceiling on fees that can be charged to an operator of a low-level radioactive waste facility. Radiation control staff inform me that this amount will be sufficient to administer provisions of the act concerning a low-level radioactive waste facility.

Finally, amendatory language in Section 16(a) and 16(c) has been suggested to further clarify that the scope of the department's regulatory authority extends only to low-level radio-active material. Radiation control staff of the department indicate that such language will not inhibit their program activities or interfere with the agreement between the State of Kansas and N.R.C.

Thank you and I shall attempt to respond to any questions you may have concerning HB 2760.

KANSAS DEPARTMENT OF HEALTH AND ENVIRONMENT Testimony on H.B. 2740

By
Barbara J. Sabol, Secretary
To

Senate Energy and Natural Resources Committee
March 29, 1984

BACKGROUND:

A. Current Kansas Status

KDHE has conducted a hazardous waste program since 1977. The U.S. Environmental Protection Agency (EPA) later initiated the federal program in November 1980, by adoption of regulations under the Resource Conservation and Recovery Act (RCRA). In order to carry out the functions of the federal program, KDHE received Phase I authorization in September 1981 from EPA. This authorization currently allows KDHE to also implement the federal program in Kansas except for permitting of hazardous waste treatment, storage, and disposal facilities.

The U.S. Congress established a deadline of January 26, 1985, as a point where the states must assume full authorization of the federal program or all responsibility reverts back to EPA. KDHE is in the process of preparing its application to receive full authorization.

B. Rationale For Full Authorization

The stated mission of KDHE is, "to protect public health and maintain environmental quality for Kansans by assuring the proper management of solid and hazardous waste." We believe that goal can be best achieved by KDHE assuming overall responsibility for the RCRA program with financial and technical assistance from EPA. We can provide the best program for the citizens of Kansas, one which has the approval of the Legislature and is customized to our specific needs.

Currently, EPA has granted full authorization to only one state, Delaware. Approximately 42 other states have received Phase I authorization just as Kansas. These states are in various stages of applying for full authorization. Only two states have indicated that they have no intention of applying for full authorization, Hawaii and Wyoming.

IMPACTS:

If KDHE does not obtain final authorization from EPA, the impacts of having the program administered by EPA, Region VII, will be felt in three primary areas:

<u>Fiscal Impact</u> - Failure on the part of KDHE to obtain full authorization to operate the RCRA program in the State of Kansas, could seriously jeopardize future federal grants for the program. Without

Atch 3

this funding, the activities presently carried out by the department to ensure the proper management of hazardous wastes, would be severely curtailed, unless state General Fund monies were allocated to offset the loss.

Environmental Impact - Many current hazardous waste activities are initiatives the department has taken to operate an exemplary hazardous waste management program. Examples of such activities include: 1) the annual seminars held throughout the state to educate the regulated community regarding developments in the regulatory program and the field of hazardous waste management in general, 2) KDHE's efforts in working with industry to encourage and explore the use of treatment and disposal methods other than land burial for hazardous waste, 3) investigation of potential problem waste management sites which are not on the national priority list of Superfund sites, and 4) KDHE's extensive inspection program for all hazardous waste management facilities throughout the state to ensure compliance with Kansas solid and hazardous waste regulations (approximately 2,000 inspections per year). These activities, presently carried out utilizing state funds, will be jeopardized if KDHE must use these resources instead of federal grants to perform activities required by both state and federal regulations.

Administrative Impact - It is doubtful that EPA, Region VII, will carry out these functions at a level close to the scale of KDHE's efforts. Furthermore, since EPA would administer only the federal RCRA program, it would mean a relaxation of regulatory standards in some areas unless additional resources were available to KDHE to administer the additional program elements. One of the most significant areas would be the federal small generator exclusion which is 1000 kg/month. This would cause confusion for the regulated community since KDHE has a 100 kg/month level. It would be to Kansas' advantage to have full authorization to eliminate regulatory confusion and duplication of state and federal regulatory programs on the industrial sector of Kansas.

BILL DISCUSSION:

Changes in H.B. 2740 are necessary for the following reasons:

- a. EPA's requirement for certain statutory changes which are necessary in order to receive full authorization.
- b. Separate the radioactive waste statutory references for consolidation with other state radioactive statutes.
- c. Clarify and cleanup hazardous waste statutes due to program changes at both the state and federal level.
- d. To achieve equivalent definitions with those of the federal program (recommended by EPA, but not explicity required).

The changes in H.B. 2740 are summarized below into one of these four catagories:

								Amendme	nt Code
Page	1	Line	37 44 47	- 46	5			d d d	
Page	2	Line	53 54 81					a d d	
Page	3	Line	103 107 112	- 102 - 106 - 111 - 116 - 119	· ·	·	a.	d d b d c	
Page	4	Line	132 135 151	- 131 - 134 - 146 - 156 - 159	•			a C d d b	
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Page	6	Line	227 230	- 229 - 232				C a	
Page	7	Line	247 249	- 246 - 256 - 264				c a c c	
Page	8	Line	275 ·	- 274 - 285 - 291				c a, c	С
Page	9	Line	328 · 329 ·	- 313 - 329 - 339 - 350	٠			c c a a,	b
Page	10	Line		360, - 380		365		b b,	С

Amendment Codes: a - EPA Requirement
b - Radioactive Waste Initiative
c - Cleanup and Clarification Language
d - EPA Recommendation

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Page	11	Line	385 - 386 389 - 390 397 - 403 404 - 478					c b b, c b	
Page	13	Line	481 - 482 488 - 490					C C	
Page	14	Line	507					С	
Page	15	Line	530 - 533	•				С	
Page	16	Line	578 - 579			. •		b	
Page	17	Line	619 - 620 622 - 623 626, 635,	638	• ·			c b b	
Page	18	Line	651 - 655 667 - 669 670 - 678		.•	n ng men		b С	
Page	19	Line	681 687 - 688 694 - 695			ş		b c c	
Page	20	Line	727 - 733 749 - 805					C C	
Page-	22	Line	821 - 824					С	
Page	23	Line	836, 839 848 - 849 850 - 870					b c a	
Page	24	Line	886 - 888					a	
Page	25	Line	908 - 934			•		С	
Page	26	Line	936 - 958					a, 0	2
Page	27	Line	986 - 992 1002-1003 1009					a, c a, c	
Page	28	Line	1028-1031 1034-1035					a, (
Page	29	Line	1074-1079					С	
Page	30	Line	1085 - 10	87				C -	

Amendment Code

Amendment Codes: a - EPA Requirement

b - Radioactive Waste Initiative

c - Cleanup and Clarification Languaged - EPA Recommendation

SUMMARY:

From a regulatory, administrative and fiscal viewpoint, full RCRA authorization is a goal that best serves the interest of all citizens and the regulated community of Kansas. Full authorization would parallel our function as the lead agency in the other environmental program responsibilities of the department. For these reasons and the stated mission of KDHE, this legislation should be passed.