Approved _		2	tų.	2	5	(meg.	8	6	
	Date								

MINUTES OF THE SENATE C	COMMITTEE ON		ENERGY &	NATURAL	RESOU	RCES	
The meeting was called to order by _		Senator	Merrill Chairperson			a	ŧ
8:00 a.m./pxxx. on	February	19,	, 19_8	6 _{n room _1}	23-S	of the Capitol	:.

Committee staff present:

Ramon Powers - Research Don Hayward - Revisor Nancy Jones - Secretary

All members were present except:

Conferees appearing before the committee:

Shawn McGrath, Kansas Natural Resource Council

Allan Smith, Manager, N.R. Hamm Quarry Inc., Operator of the Jefferson/Douglas
County Landfill

Dennis Murphy, Kansas Department of Health & Environment Charles Linn, Kansas Department of Health & Environment Senator Wint Winter

SB 566 - Relating to the disposal of solid waste

Shawn McGrath testified in support of the bill stating establishment of the contingency fund and closure escrow accounts is a protective measure for water sources in Kansas. The Resource Council also feels the request by operators in the solid waste industry to introduce the bill underlines their interest in environmental protection as well as bringing the industry into compliance with existing law. (Attachment A).

Mr. Murphy clarified the intents and purposes of proposed amendments to the bill by the Department. (Attachment \underline{B}).

Discussion concerned the suggested deposit fee by landfills into the contingency fund of .50¢ per ton for solids and .02¢ per gallon of liquid waste. Variations of landfills and the increased cost to the users were considerations in establishment of the fee. The conversion factor from tonnage to cubic yards was clarified by Mr. Murphy and this is preferred by KDHE. Problems that could occur due to configuration of the landfills were discussed by Mr. Murphy. Further discussion reflected agreement between the agency and the industry for establishing a flexible fee rate for accumulation in a closure fund to a specified level of \$10,000 acre.

Senator Martin made the conceptual motion to amend Section 3 to establish a flexible rate of 20¢ to 50¢ per cubic yard for accumulation in an interest bearing account, seconded by Senator Gordon. Motion carried.

Following this action, the Chairman excused himself and Vice Chairman Vidricksen chaired the meeting.

Mr. Murphy stated the Department prefers to have clear direction from the legislature in administering the contingency fund and specification of claims to be paid from the fund. Estimated administrative costs each year will be \$100,000, including additional staff of five persons, for adequate administration of the fund by the Department.

Senator Martin expressed the concern that more study is needed on this bill by an interim committee.

Senator Winter and Mr. Murphy expressed the view that action should be taken this year by the legislature as this bill deals with critical issues that need to be addressed and proper guidelines to administer procedures need to be established.

CONTINUATION SHEET

ENERGY & NATURAL RESOURCES MINUTES OF THE SENATE COMMITTEE ON 19_86 February

Senator Hayden made the conceptional motion to exempt publicly owned The motion failed for lack of a second. facilities from the bill.

Working from the ballooned copy prepared by the Department, the following amendments were considered:

Motion to adopt by Senator martin, seconded by Senator Page 2, Line 57 Vidricksen. Motion adopted. Motion to adopt by Senator Martin, seconded by Senator Page 2, Line 73-78 Gordon. Motion adopted. Motion to adopt by Senator Hayden, seconded by Senator Page 3 Line 85 Martin. Motion adopted. Motion to adopt by Senator Kerr, seconded by Senator Page 4 Line 153 Hayden. Motion adopted. Motion to adopt by Senator Yost, seconded by Senator Page 5 Line 170 Martin. Motion adopted. Page 5 Line 186 Motion to adopt by Senator Martin, seconded by Senator Daniels. Motion adopted. Page 5 Line 192 Motion to adopt by Senator Hayden, seconded by Senator Kerr. Motion adopted. Motion to insert word "on/" after shall by Senator Page 6 Line 196 Martin, seconded by Senator Daniels. Motion carried. Motion to adopt by Senator Daniels, seconded by Senator

A motion was made by Senator Yost to recommend SB 566 favorably as amended, seconded by Senator Martin. Motion carried.

Motion to adopt new section 9, change section 9 to new

section 10 by Senator Daniels, seconded by Senator Martin

Martin. Motion adopted.

Senator Hayden requested his "no" vote be recorded.

Motion adopted.

Meeting adjourned.

Page 6 Line 223

Page 7 Line 250

Just List 2-19-86

Dennis Murphey KDHE Topeha

Skeet Fronth N.R. Hamm Quarry, Inc. Perry Ker

Charles V. Hamm - KDHE Topeha

Charles Linn KDHE Hopeha

The James KNRC "

Land Darecov Cett JOHNSON KS.

Kich Mkee K.L.A. Topeka

Kansas Natural Resource Council

To: Senate Energy and Natural Resources Committee

Regarding: SB566

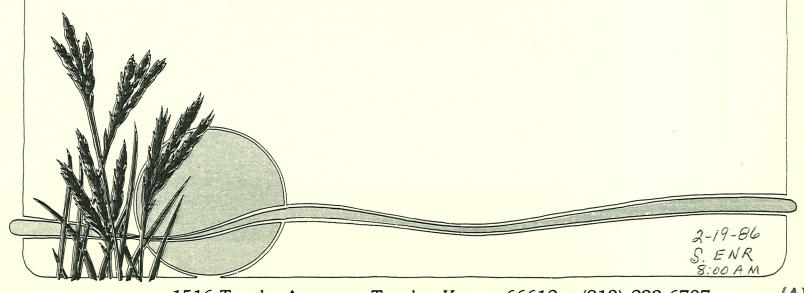
KNRC supports SB566.

KNRC has historically encouraged legislation which will better protect water in Kansas. SB566 is congruous with this aim.

By setting up the 'solid waste disposal contingency fund', money will be available for cleanup of any accidents which might occur at a solid waste land fill. Money from the fund will also be used to monitor such disposal sites for undesirable leaks into the environment.

SB566 also requires land fill operators to establish escrow accounts; the money from which will be used for closure of land fills. This ensures adequate money to this important end.

This legislation was requested by persons from within the solid waste disposal industry to help them better comply with current Kansas Laws, and to better protect the environment. KNRC commends this committee for introducing SB566, and recommends favorable passage.



Session of 1986

SENATE BILL No. 566

By Committee on Energy and Natural Resources

2-5

ON ACT relating to the disposal of solid waste; concerning closure of solid waste disposal facilities; providing for fees and charges and the establishment of certain funds; providing duties and authorities for the secretary of health and environment relating thereto; amending K.S.A. 65-3407 and repealing the existing section.

0023 Be it enacted by the Legislature of the State of Kansas:

New Section 1. The legislature finds and declares that the 0025 proper closure of solid waste disposal facilities is essential to the 0026 public health, safety and welfare; that closure activities can 0027 require capital expenditures at a time when revenues collected 0028 by owners and operators of solid waste disposal facilities are 0029 minimal or nonexistent; and that it is necessary to guarantee that 0030 adequate funds are reserved to insure such closure. The legisla-0031 ture further finds and declares that the improper operation or 0032 closure of solid waste disposal facilities can result in the con-0033 tamination of surface and groundwaters, including potable water 0034 supplies; that the migration of methane gas from solid waste 0035 disposal facilities poses a threat to life and property; that private 0036 insurors have withdrawn from the solid waste disposal market; 0037 that insurance when available at all is available at a cost prohib-0038 itive to owners and operators of solid waste disposal facilities; 0039 that compensation for the damage resulting from improper 0040 operation or closure is, at best, inadequate; and that it is neces-0041 sary to provide a mechanism for the prompt compensation for 0042 these damages.

New Sec. 2. As used in this act:

"Closing costs" or "closure" means all activities and costs on the design, purchase, construction or mainte-one of all measures required by the department, pursuant to

2-19-86 S. ENR 8:00 A.M. B

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Page 1, No comments.

0047 law or rule and regulation, in order to prevent or minimize 0048 pollution or health hazards resulting from solid waste disposal 0049 facilities subsequent to the termination of operations at any 0050 portion thereof, including, but not necessarily limited to, the 0051 costs of the placement of engineered earthen, membrane or 0052 vegetative cover and the installation of methane gas vents. 0053 methane collection systems or monitors and leachate monitoring 0054 wells or collection systems at the site of any solid waste disposal 0055 or facility:

- (b) "owner or operator" means and includes, in addition to 0057 the usual meanings thereof, every owner or record of any interest 0058 in land whereon a solid waste disposal facility is or has been 0059 located, and any person or corporation which owns a majority 0060 interest in any other corporation which is the owner or operator 0061 of any sanitary landfill facility, including political subdivisions of 0062 the state of Kansas:
- (c) "solid waste disposal facility" means any site used for the 0064 disposal of solid wastes as defined by K.S.A. 65-3402, and 0065 amendments thereto:
- (d) "department" means the Kansas department of health and 0067 environment:
- (e) "secretary" means the secretary of the Kansas department 0069 of health and environment.

New Sec. 3. (a) The owner or operator of every solid waste 0071 disposal facility shall deposit, on a quarterly basis, in an inter-0072 est-bearing account with an accredited financial institution, an 0073 amount equal to \$.50 per ton of solids and \$.02 per gallon of 0074 liquids for all solid waste accepted for disposal during the 0075 preceding quarter year at the solid waste disposal facility. In the 0076 event that any solid waste is measured, upon acceptance for 0077 disposal, by other than tons or gallons, the amount to be depos-0078 ited shall be calculated by using equivalents thereof as shall be 0079 determined by the secretary. The account established pursuant 0080 to this subsection shall constitute an escrow account for the 0081 closure of that particular solid waste disposal facility, and no 0082 withdrawals therefrom may be made without written approval of 0083 the secretary, or as otherwise authorized by the secretary. The

Line 0057 - owner or record should read owner of record

required funding.

Line 0073 and 0078 - The department suggests that the basis for the deposit be associated on cubic yards in place rather than a per ton basis. The volume of material to be added to a disposal site can easily be measured by field measurements or topographic survey and that information once acquired is useful for disposal site planning purposes. Of the 240 or so sites covered by the amendment only a dozen are equipped with truck scales. Scales suitable for weighing incoming solid wastes cost upwards of 30 thousand dollars installed. The 50 cents per ton deposit would make it difficult to accumulate the specified funding (\$10,000/acre). In practice the inplace density of compacted solid wastes in a well operated landfill is 900 to 1,200 pounds per cubic yard, requiring a disposal site to receive 24 feet of solid wastes exclusive of daily cover to accumulate the

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In addition to simplifying the calculations; modifying the method of measure ment from ton to cubic yard would make it more likely that the necessary funding would be accumulated.

maximum amount to be accumulated in such account shall be \$10,000 per acre, except when the secretary shall determine that closure measures other than the application of earth cover will be necessary to close the facility. In those cases the maximum amount required to be deposited shall be determined at the time a permit is issued by the secretary for the operation of such facility.

- (b) Any owner or operator of a solid waste disposal facility who shall fail to deposit funds into an escrow account or uses those funds for any purpose other than closing costs, as approved by the secretary, shall be guilty of a class A misdemeanor. In addition, the secretary may seek a restraining order to prevent the owner or operator from accepting solid waste for disposal in such facility.
- (c) Every owner or operator of a solid waste disposal facility shall file with the department an annual audit of the escrow account established for the closure of the facility pursuant to this act. The audit shall be conducted by a certified public accountant, and shall be filed with the department no later than October 31 of each year.
- (d) Whenever circumstances such as duration of operation, quantity of materials to be disposed of or other factors make it impractical to establish a closure account, the secretary may accept cash bond, surety bond, letter of credit or other financial assurances as may be prescribed by rule and regulation of the secretary in lieu of a closure account.
- (e) The secretary shall adopt rules and regulations prescribing the manner in which closure account records shall be maintained and how a permittee shall make deposits to and withdrawals from the account, and other matters deemed necessary to 114 administer this section.
- (f) Any moneys remaining in the escrow account of any solid waste disposal facility subsequent to the proper and complete closure thereof, as determined by the department shall be paid by the owner or operator thereof into the solid waste disposal facility contingency fund unless the owner or operator has other facilities.

The \$10,000 acre closure fund would appear adequate based upon the application of a minimum of 3 feet of earth cover (5,000 cubic yards) and grading, fertilization, seeding and mulching costs of \$600 per acre.

-Line 0085 - After \$10,000 add "plus accrued interest".

Line 0120 - Delete the word "facilities" and add the phrase "Kansas facilities permitted for the disposal of solid wastes, in which case the secretary may authorize the transfer of unused funds into those escrow accounts".

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New Sec. 4. (a) The solid waste disposal facility contingency 0122 fund is hereby established as a nonlapsing revolving fund in the 0123 department. The fund shall be administered by the department 0124 and shall be credited with all disposal fee revenues collected by 0125 the department pursuant to section 5. The secretary shall remit 0126 all disposal fee revenues collected under this subsection to the 0127 state treasurer to be credited to such fund. The pooled money 0128 investment board may invest moneys in the fund in obligations 0129 of the United States or obligations the principal and interest of 0130 which are guaranteed by the United States or in interest-bearing 0131 time deposits in any commercial bank or trust company located 0132 in Kansas or, if the board determines that it is impossible to 0133 deposit such moneys in such time deposits, in repurchase 0134 agreements of less than 30 days' duration with a Kansas bank for 0135 direct obligations of, or obligations that are insured as to princi-0136 pal and interest by the United States government or any agency 0137 thereof. Any income of interest earned by such investments shall 0138 be credited to the fund.

The maximum amount of the fund shall be \$6,000,000 plus all old interest income accruing to the fund. Whenever the secretary old determines that projected receipts for any quarter minus outstanding claims against the fund will exceed the upper limit as old herein provided, the collection of fees authorized in section 5 old shall be suspended until such time as the fund needs replenishing, and no charges shall be levied for such purpose until replenishment of the fund is needed. During any such period a old permit holder shall deposit any excess moneys that would have old been paid into the fund into the closure account established in old section 3 as provided in such section.

- 0150 (b) The solid waste disposal contingency fund shall be liable 0151 for damages proximately resulting from the operation of any solid 0152 waste disposal facility whose operator is a participant in the 0153 fund. These damages shall include, but not be limited to:
- 0154 (1) The cost of providing an individual health assessment for 0155 any person found to be consuming a drinking water source or a 0156 food chain product or who is exposed to an air emission found to 0157 be contaminated by solid waste disposal facility.

Line 0153 - We suggest that the phrase "but not be limited to" be deleted. This phrase opens up the fund to a whole range of issues not related to health or environment concerns, such as the devaluation or taking of property without compensation, resonal injury claims resulting from accidents at the facility.

Another policy decision would be whether the legislature would want to consider an upper limit for a single claim or claims from the fund.

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0158 (2) The cost of restoring, repairing or replacing any real or 0159 personal property damaged or destroyed.

0160 (3) The cost of restoration and replacement, where possible, 0161 of any natural resource damaged or destroyed, including any 0162 potable water supply.

(4) The costs of the design, construction, installation, opera0164 tion and maintenance of any device or action deemed necessary
0165 by the department to cleanup, remedy, mitigate, monitor or
0166 analyze any threat to the public health, safety or welfare of the
0167 citizens of this state, including the installation and maintenance
0168 of methane gas monitors and vents and leachate monitoring
0169 wells and collection systems and the sampling and analysis of
0170 any public or private potable water supply.

(c) In the event that the total of claims awarded exceeds the order current balance of the fund, the immediate award shall be paid or a prorated basis, and all claimants paid shall be paid, as order determined by the department, on a pro rata share of all moneys deposited in the fund until the total amount of the prover damages is paid to the claimants. The department may also order provide, by rule and regulation, priority for the payment of order claims based on extreme hardships or extreme existing or imminion nent hazard.

0180 (d) Claims against the fund shall be filed within one year of 0181 the date of discovery of damage, and in the manner as shall be 0182 prescribed by the department.

0183 (e) Moneys in the funds shall be disbursed by the depart-0184 ment for the following purposes and no others:

0185 (1) Administrative costs incurred by the department pursuant 0186 to section 5 of this act; and,

0187 (2) damages as provided in paragraphs 1 to 4, inclusive.

Allocation: from the fund for damages shall be reviewed and approved by the state finance council as provided for in K.S.A. 0190 75-3711 and 75-3711c, and amendments thereto.

New Sec. 5. (a) The secretary shall establish a fee for each one owner or operator not to exceed \$.50 per ton for solids and by solids \$.01 per gallon of liquids to be deposited in the solid waste of disposal facility contingency fund.

-Line 0170 - After the word "supply" add the phrase "whenever these required remedial actions are necessitated by an event which occurs or is discovered at an inactive facility following approval of its closure by the department and which are in addition to the post closure operation and maintenance required of a site owner at the time the site is closed."

Comment - The department feels that this addition clarifies the intent of the legislative proposal which we see as a form of "insurance". We do not believe that the fund should be subject to claims made for operational and maintenance items which an operator is already obligated to perform under current policies and regulations.

Line 0186 - After the word "section add 4; after "5" add 6 and 8.

In addition to the costs in collecting fees (section 5) the department will incur significant administrative costs in evaluating and processing claims, and in developing rules and regulations for administering the fund (section 4). Costs of recovery of any amount due the fund from a cause of action accruing to the furd should be chargeable to the fund (section 6). And the cost of preparing and descributing the annual audit of the fund should be chargeable to the fund.

Line 0192 - Comment - For the reasons cited in section 3, we recommend that the casis of the fee collection be cubic yards in place.

In attempting to calculate potential revenues to the fund, we looked at the community sanitary landfills which report on the volumes of wastes they receive mach year. (Operators report in two ways: tons and loose cubic yards as received.)

- 0185 (b) Every owner or operator of a solid waste disposal facility 0185 shall or before April 20 and October 20 render a return under 0197 oath to the secretary on such form as may be prescribed by the 0189 secretary indicating the number of cubic yards of solid wastes 0189 and gallons of liquid waste accepted at the solid waste disposal 0200 facility and at such time the owner or operator shall pay the full 0201 amount of disposal fee due.
- o202 (c) If a return required by this act is not filed or, if a return o203 when filed is incorrect or insufficient in the opinion of the o204 secretary, the amount of fee due shall be determined by the o205 secretary from such information as may be available. Notice of o206 such determination shall be given the person liable for the fees. o207 Such determination shall finally and unrevocably fix the fee o203 unless the person shall apply to the secretary for a hearing or o209 unless the secretary shall redetermine the same.
- 0210 (d) The solid waste disposal facility permit of any person 0211 liable for the fee shall be cancelled if any fee remains unpaid for 0212 a period of 60 days past its due date, and the secretary may begin 0213 proceedings in any court of competent jurisdiction to recover any 0214 amounts due the fund. Past due amounts shall bear interest at 0215 12% per annum. For any site permitted for less than six-months' 0216 duration, an estimated disposal fee shall be billed and collected 0217 at the time the permit is issued.
- (e) Any person failing to file a return, failing to pay, or filing or causing to be filed, or making or causing to be made, or giving or causing to be given, any return, certificate, affidavit, representation, information, testimony or statement required or claim authorized by this act, or rules and regulations adopted hereunoexa der, which is willfully false, or failing to keep any records required by this act, or rules and regulations adopted hereunder, shall, in addition to any other penalties prescribed, be guilty of a ozes class A misdemeanor.
- 0227 (f) The certification of the secretary to the effect that a fee has 0220 not been paid, that a return has not been filed, that information 0229 has not been supplied or that inaccurate information has been 0230 supplied pursuant to this act or rules and regulations adopted 0231 hereunder shall be presumptive evidence thereof.

(continued from page 5)

Solid Wastes Received 1984

769,856-Tons - equivalent to *loose cubic yards 4,423,840

1.46 million cubic yards 1.47 million cubic yards

Tota1

2.93 million cubic yards

*A loose cubic yard is estimated to compact to 1/3 volume in the landfill.

-Line 0223 - Delete the word "willfully" and substitute "knowingly".

Comment - "willfully" implies proof of intent which requires a much higher standard of proof than knowingly.

New Sec. 6. Payment of any damages from the solid waste disposal facility contingency fund shall be conditioned upon the department acquiring, by subrogation, all rights of the claimant to to recovery of the damages from any owner or operator of a solid waste disposal facility.

New Sec. 7. Nothing in this act shall be deemed to preclude the pursuit of any other civil or injunctive remedy by any person. The remedies provided in this act are in addition to those provided by existing statutory or common law, but no person who received compensation for damages pursuant to any other state or federal law shall be permitted to receive compensation for the same damages or cleanup costs under this act.

New Sec. 8. The secretary shall prepare an annual report on the condition of the solid waste disposal contingency fund on September 1 of each year. The report shall list receipts to, and disbursements from the fund, claims processed and pending and any other information relevant to the fund. The report shall be sent to all depositors to the fund.

O250 Sec. 9. K.S.A. 65-3407 is hereby amended to read as follows:
O251 65-3407. (a) It shall be unlawful for any person to construct, alter
O252 or operate a solid waste processing facility or a solid waste
O253 disposal area of a solid waste management system without first
O254 obtaining a permit from the secretary.

(b) Every person desiring to obtain a permit to construct, o256 alter or operate a solid waste storage, treatment or processing facility or disposal area shall make application for such a permit o258 on forms provided for such purpose by the rules and regulations o259 of the secretary and shall provide the secretary with such inforozeo mation as necessary to show that the facility or service will comply with the purpose of this act. Upon receipt of any application and payment of the fee, the secretary, with advice and o263 counsel from the local health authorities and the county communication, shall make an investigation of the proposed solid waste o265 processing facility or disposal area and determine whether it o266 complies with the provisions of this act and any rules and o267 regulations and standards adopted thereunder. When the investigation reveals that the facility or area does conform with the

New Section 9. The secretary shall adopt rules and regulations necessary to administer the solid waste disposal contingency fund.

- Make Section 9 into a new Section 10.

provisions of the act and the rules and regulations and standards dopted thereunder the secretary shall approve the application and shall issue a permit for the operation of each solid waste processing or disposal facility or area set forth in the application. In the event that the facility or area fails to meet the rules and regulations and standards required by this act the secretary shall issue a report to the applicant stating the deficiencies in the application. The secretary may issue temporary permits conditioned upon corrections of construction methods being completed and implemented.

- (c) The annual fee for a solid waste processing or disposal permit shall be, \$50 and no refund shall be made in case of revocation. All fees shall be deposited in the general fund in the state treasury. A city, county, other political subdivision or state agency shall be exempt from payment of the fee but shall meet all other provisions of this act.
- (d) Plans, designs and relevant data for the construction of solid waste processing facilities and disposal sites shall be prepared by a professional engineer licensed to practice in Kansas and shall be submitted to the department for approval prior to the construction, alteration or operation of such facility or area. In adopting rules and regulations, the secretary may specify sites, areas or facilities where the environmental impact is minimal and may waive such preparation requirements provided that a review of such plans is conducted by a professional engineer licensed to practice in Kansas.
- (e) Each permit granted by the secretary, as provided in this open act, shall be subject to such conditions as the secretary deems necessary to protect human health and the environment and to conserve the sites. Such conditions shall include approval by the secretary of the types and quantities of solid waste allowable for processing or disposal at the permitted location.
- (f) As a condition of granting a permit to operate any processing facility or disposal area for solid waste, the secretary shall may require the permittee to provide surety bond, cash bond or a secured trust fund and liability insurance, including coverage against non-sudden occurrences, or any combination thereof, in

No Comment

0306 such amount as determined necessary by the secretary to insure 0307 the financial responsibility of the permittee for any liability 0308 incurred in the operation of the facility or area and to insure that, 0309 upon abandonment, cessation or interruption of the operation of 0310 the facility or area, all appropriate measures are taken to prevent 0311 present or future damage to human health and the environment. 0312 Any such liability insurance as may be required pursuant to this 0313 subsection or pursuant to the rules and regulations of the secre-0314 tary shall be issued by an insurance company authorized to do 0315 business in Kansas or by a licensed insurance agent operating 0316 under authority of K.S.A. 40-246b, and amendments thereto, and 0317 shall be subject to the insurer's policy provisions filed with and 0318 approved by the commissioner of insurance pursuant to K.S.A. 0319 40-216, and amendments thereto, except as authorized by K.S.A. 0320 40-246b, and amendments thereto. Nothing contained in this 0321 subsection shall be deemed to apply to any political subdivision, 0322 state agency, department or agency of the federal government or 0323 to any independent contractor operating a solid waste disposal 0324 area as a part of an approved solid waste management plan for 0325 which equivalent surety is provided to a political subdivision or 0326 federal or state agency.

- (g) Permits granted by the secretary, as provided in this act,
 shall be reve shall de a le or subject to suspension whenever the secrenine that the solid waste processing or disposal
 is, or has been constructed or conducted in
 act or the rules and regulations or standards
 of the act, or is creating a hazard to persons or
 or or to the environment, or is creating a public
- (h) In case any permit is denied, suspended or revoked the person, city, county or other political subdivision or state agency may request a hearing before the secretary in accordance with K.S.A. 65-3412, and amendments thereto.
- 3339 Sec. 10. K.S.A. 65-3407 is hereby repealed.
- O340 Sec. 11. This act shall take effect and be in force from and O341 after its publication in the statute book.