

Solid Waste Interested Parties (SWIP) Fall 2019 Meeting

November 7, 2019 9:00-12:00 Fitchburg





Program Updates

Joe Van Rossum



Program Updates

- Program Strategic Planning Effort
- LAB Evaluation of Recycling Program
- Waste Characterization Study
- E-cycle and RU Workshops
- Hazardous Waste Webinars
- Evaluating Mobile Inspection tool
 - Developed by EPA
 - Haz Waste Inspection only

And sample Askender

Updates Continued -Performance Metrics

- Plan Review timeliness 93% ontime
- Inspection targets
 - Number of inspections
 - Response times
- Complaint Response (>400/yr)
- Owner Financial Responsibility
- Tracking IT projects

Rule Making

- NR 600
- NR 538
- Electronics Recycling

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• State Permit Program for CCR

Staffing Updates

- Turn-over continues
 - Active employment market
 - Quality candidates
- On-boarding new staff
 - Training
 - Field visits
 - Mentoring
 - Consistency
- Up-coming recruitments

Guidance Documents/Website

- Act 369 Impacts
 - Focus on recertifying existing
 - Slowly working in new
 - Evaluating beyond traditional guidance
- Department wide website redesign
 Expected to launch 2nd quarter 2020

Upcoming Events & Meetings

- PFAS Waste subgroup This afternoon
- WMM Study Group 12/6

And AA AL

• Full PFAS TAG - 12/13 10:00am



Solid Waste Program Revenue

Annual update per NR 520.04(1)(d)(5)

David Albino



Program Revenue Account Status

		FY 17		FY 18		FY19		FY20
		Actual		Actual		Actual		Estimated
Opening Balance	\$	211,891	\$	246,704	\$		_	1,126,904
Revenue Sources	Ť	FY 17	÷	FY 18	+	FY19	•	FY19
SW landfill license surcharge	\$	1,016,582	\$	1,043,227	\$	1,059,706	\$	1,000,000
SW landfill licenses	\$	475,865	\$	370,974	\$	572,550	\$	540,000
SW C & T licenses	\$	239,084	\$	422,184	\$	364,490	\$	390,000
SW disposal other licenses (i.e. Non-Landfill Facilities)	\$	120,010	\$	139,961	\$	122,210	\$	115,000
SW plan review fees	\$	365,240	\$	346,370	\$	420,555	\$	350,000
HW facilities licenses	\$	89,600	\$	90,000	\$	83,632	\$	80,000
HW transporter licenses	\$	85,250	\$	81,721	\$	73,200	\$	83,000
HW plan review fees	\$	1,600	\$	-	\$	-	\$	8,000
HW manifest fee	\$	144,978	\$	138,966	\$	65,880	\$	10,000
SW Facility Oper/Mgr Cert Fees	\$	28,795	\$	28,550	\$	37,300	\$	25,000
Misc (i.e. infect & medical waste / copying sales / printing)	\$	6,319	\$	115,959	\$	47,696	\$	35,200
Total Revenue	\$	2,573,323	\$	2,777,912	\$	2,847,219	\$	2,636,200
Total Available: (All Revenue Sources + Opening Balance)	\$	2,785,214	\$	3,024,616	\$	3,213,335	\$	3,763,104
Total Expenditures	\$	(2,258,606)	\$	(2,740,129)	\$	(2,323,503)	\$	(3,000,000)
Total Expenditures & Budget Lapses	\$	(2,258,606)	\$	(2,740,129)	\$	(2,323,503)	\$	(3,000,000)
DOA adjustments to A/R Accounts		<mark>(</mark> 279,904)		81,629	\$	237,071	\$	-
Closing Balance	\$	246,704	\$	366,116	\$	1,126,904	\$	763,104
		FY 17		FY 18		FY 19		FY 20

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Program Revenue 20% Balance

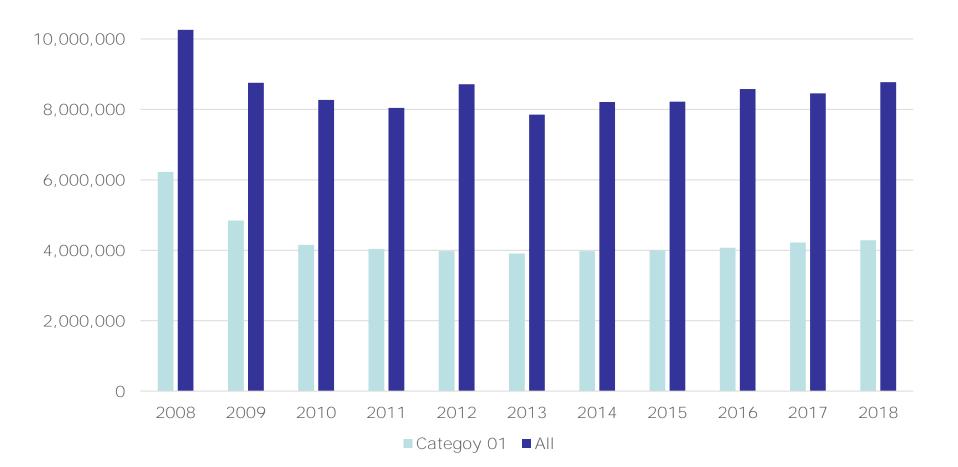
						Actual % (PR Account Bal /	
Fiscal Year	Exper	nditure Level (<i>dg</i>)	20% Cap	PI	R Account Balance	Expenditure Level)	
FY15	\$	2,576,300	\$ 515,260	\$	174,826	6.79%	Actual
FY16	\$	2,576,300	\$ 515,260	\$	211,900	8.22%	Actual
FY17	\$	2,591,700	\$ 518,340	\$	246,704	9.52%	Actual
FY18	\$	2,591,700	\$ 518,340	\$	366,116	14.13%	Actual
FY19	\$	2,591,700	\$ 518,340	\$	1,126,904	43.48%	Actual
FY20 -estimated	\$	2,728,600	\$ 545,720	\$	763,104	27.97%	Estimated

If, for 3 consecutive fiscal years the PR Account Balance is >20% of the Expenditure Level, the DNR must propose rule revisions to lower the landfill license fee surcharge. NR 520.04(1)(d)5

Landfill Tonnage

Landfill Tonnage - Yearly Totals

12,000,000



OVERVIEW OF STATE ENVIRONMENT AL FUND

November 7, 2019

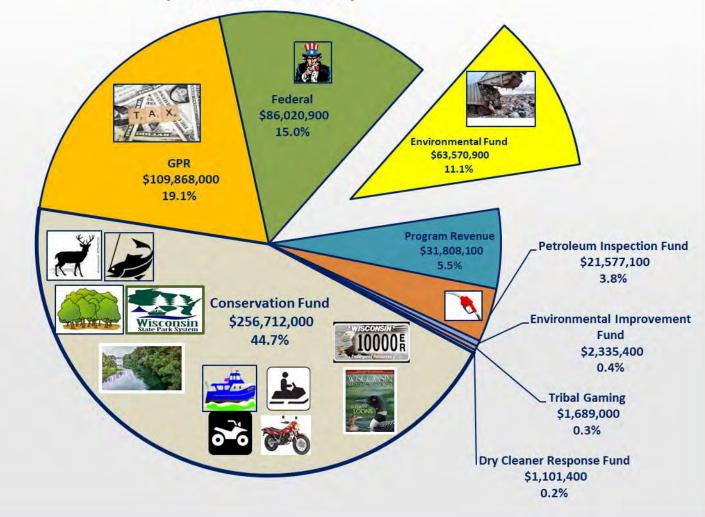
Paul Neumann, DNR Bureau of Management & Budget (608) 266-0818, <u>paul.neumann@wisconsin.gov</u>

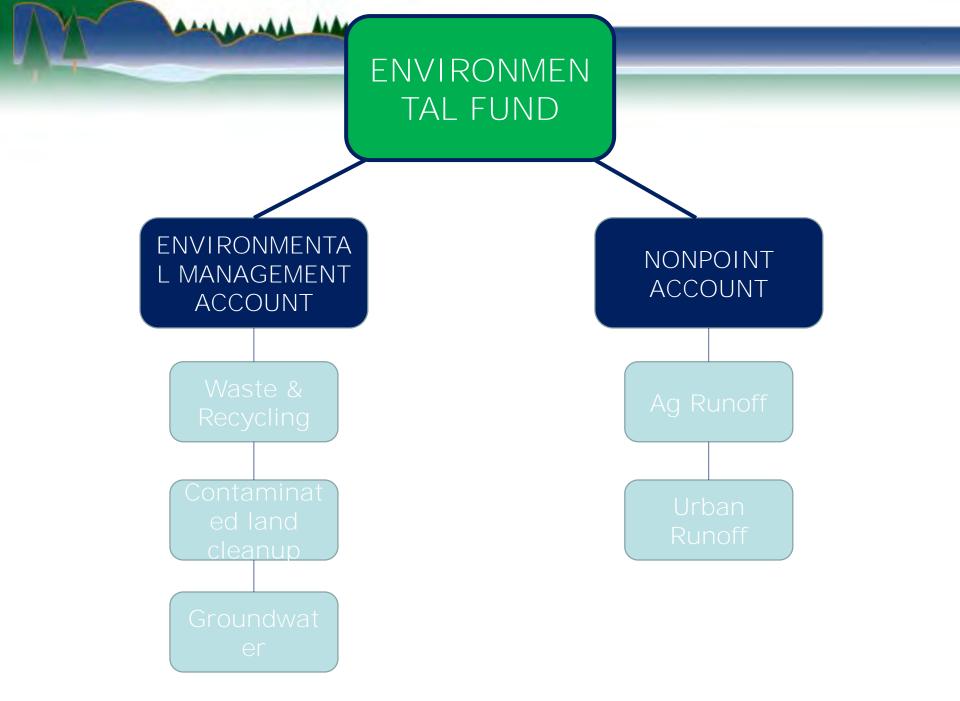
DEPARTMENT OF NATURAL RESOURCES

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FY 2020 Budget, By Funding Source

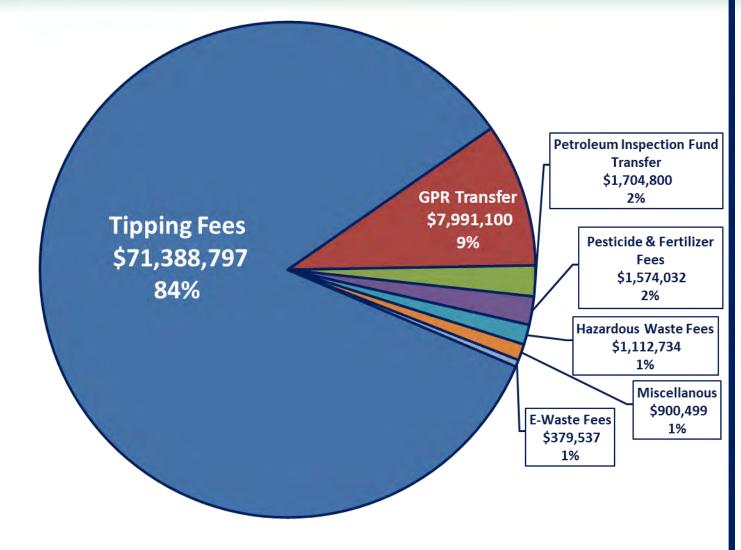
(Total: \$574.7 million)





ENVIRONMENTAL FUND REVENUES

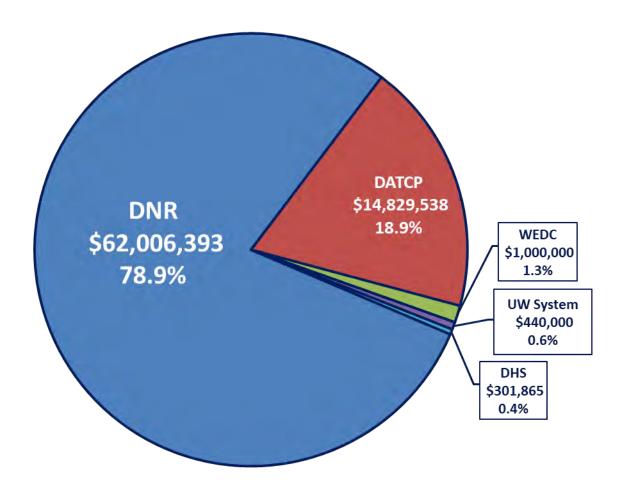
(FY 2018 Total: \$85.1 million)

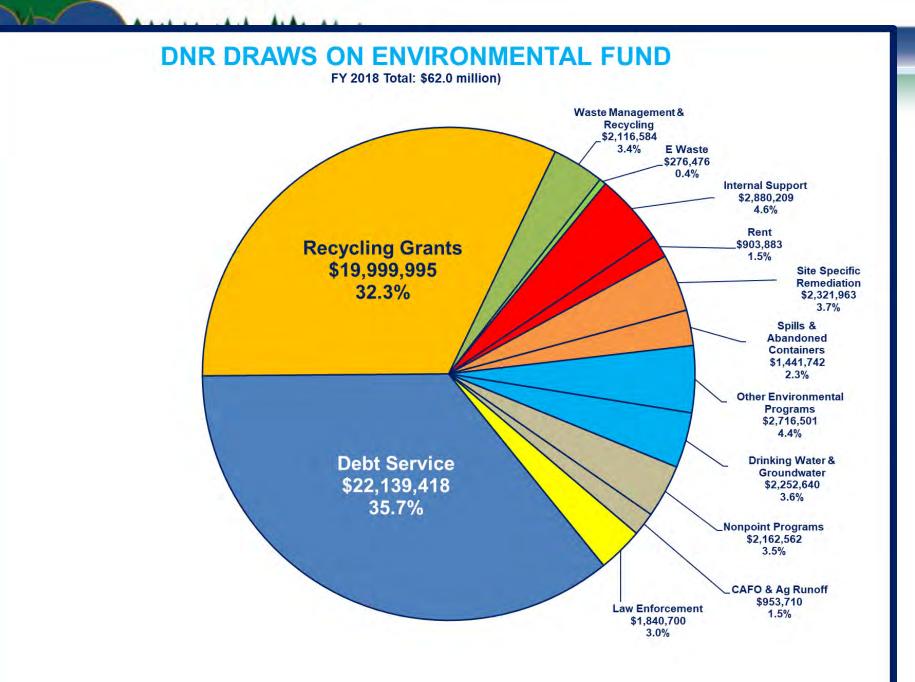


STATE AGENCY DRAWS ON ENVIRONMENTAL FUND

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(FY 2018 Total: \$78.6 million)







Recycling Annual Report Data and Current Topics

Jennifer Semrau Waste Reduction & Diversion Coordinator



Recyclable Materials Collected by Wisconsin Responsible Units (in tons)

Mandatory Reporting - Banned ¹	2018	% Change from 2017	% Change from 2009
Old corrugated cardboard (OCC)	67,593	🦊 -9.3%	1 32%
All other paper ²	188,627	🖊 -3.2%	🖊 -14%
Aluminum containers	6,208	4.8%	1 42%
Steel (tin)/bimetal containers	16,718	4 -0.2%	1 33%
Glass containers	94,835	1 3.2%	1 5%
Plastic containers #1-7	47,344	1 23.3%	1 24%
Foam polystyrene packaging ³	171	140.2%	N/A
Total Mandatory Reporting	421,495	⇒0.0%	1 2.7%

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Optional Reporting - Banned ¹	2018	% Change from 2017	% Change from 2009
Appliances	4,991	- 10.8%	14.4%
Tires	5,558	121.0%	1 4.8%
Batteries (lead acid)	274.51	12.5%	-75.0%
Used oil	2,037	14.2%	- 29.8%
Electronics ⁴	4,600	- 12.9%	N/A
Yard waste	274,725	13.5%	1.4%
Total optional reporting	292,185	12.7%	1 2.9%

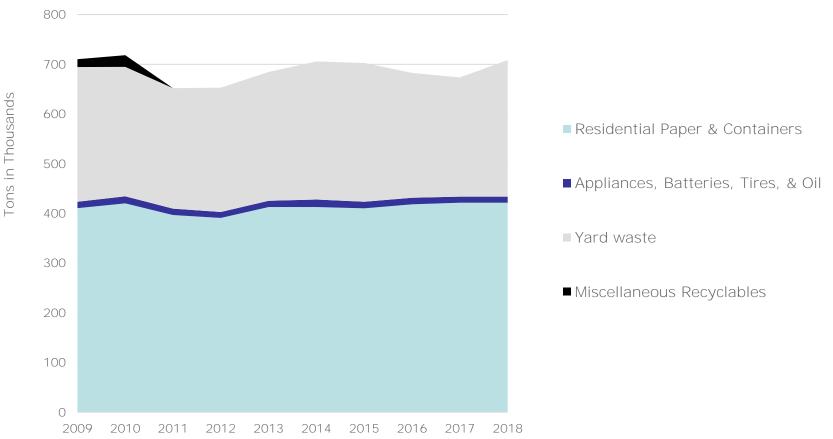
Total Reporting	2018	% Change from 2017	% Change from 2009
Total Mandatory Tons Reported by RUs	421,495	10.0%	1 2.7%
Total Tons Reported by RUs	713,680	1 5.0%	1 0.5%
WI Population	5,837,059	10.6%	1 2.6%
Per capita mandatory reporting (lbs)	144	4-0.9%	4-0.2%
Per capita total reporting (lbs)	245	1 4.6%	4-1.9%

¹ Wisconsin Recycling Law bans these materials from landfills
² Includes some nonbanned paper, primarily residential mixed paper
³ Variance - released from bans
⁴ Electronics were banned from landfills starting in 2010

Responsible Unit Data Trends: All Recyclables

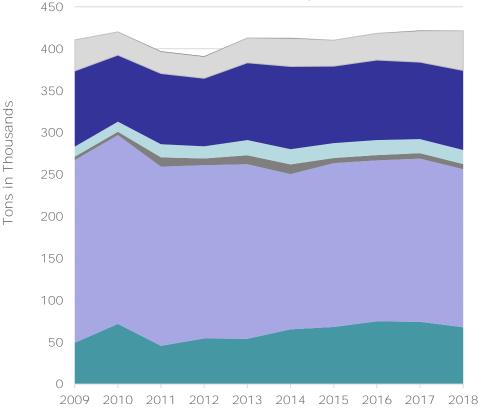
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All Recyclable Materials Collected from Responsible Units 2009-2018



Responsible Unit Data Trends: Mandatory Reporting- Banned Materials

All Mandatory Banned Recyclable Materials Collected from Responsible Units 2009-2018



■ Old Corrugated Cardboard (OCC)

All Other Paper

Aluminum Containers

Steel (Tin)/Bimetal Containers

Glass Containers

■ Plastic Containers #1-7

■ Foam Polystyrene Packaging

Recyclable Materials Collected by Wisconsin Self-Certified MRFs (in tons)

Mandatory Reporting - Banned ¹	2018	% Change from 2017	% Change from 2009
Old corrugated cardboard (OCC)	251,984	14.1%	1 6.2%
All other paper ²	303,713	1 0.2%	- 8.1%
Aluminum containers	8,702	13.2%	1 22.8%
Steel (tin)/bimetal containers	18,840	11.2%	17.5%
Glass containers	123,958	4 -3.2%	1.9%
Plastic containers #1-7	52,787	18.6%	1 39.8%
Foam polystyrene packaging ³	4	- 15.2%	- 194.6%
Total Mandatory Reporting	759,988	1 5.7%	16.2%

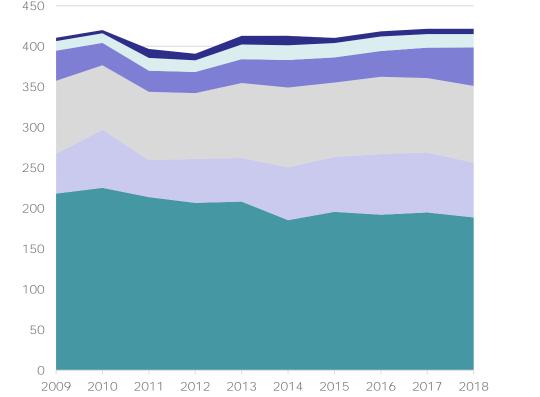
¹ Wisconsin Recycling Law bans these materials from landfills

² Includes some non-banned paper, primarily residential mixed paper

³ Variance - released from bans

Self-Certified MRF Data Trends: Mandatory Reporting- Banned Materials

All Mandatory Banned Recyclable Materials from RUs Processed by Self-Certified MRFs 2009-2018



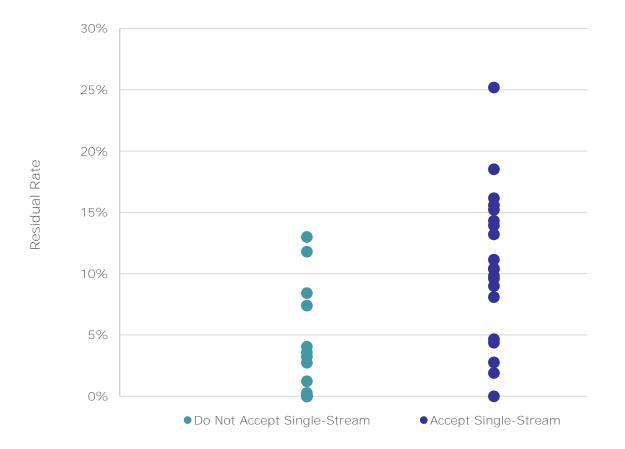
Tons in Thousands

- All Other Paper
- Old Corrugated Cardboard (OCC)
- Glass Containers
- Plastic Containers #1-7
- Steel (Tin)/Bimetal Containers
- Aluminum Containers
- Foam Polystyrene Packaging

Self-Certified MRF Residual Rate Comparison

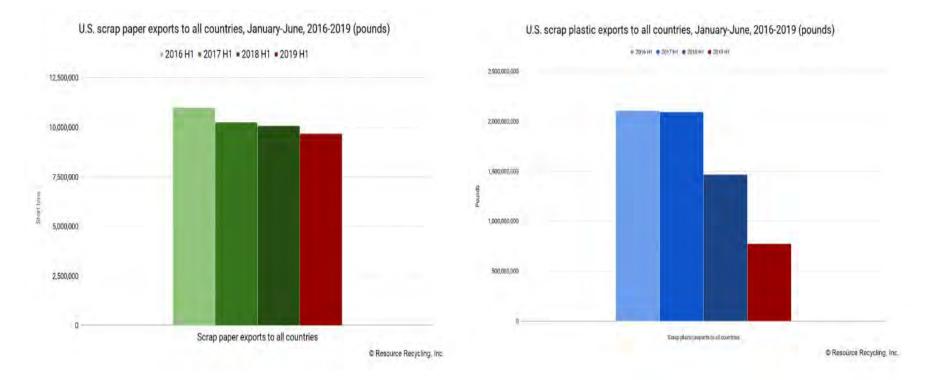
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Residual Rates Based on % Received for All (41) Self-Certified MRFs



Changing Recycling Marketplace

Impacts of 'National Sword' continue to be felt: Recycled plastic imports to China fell by 99% in 2018 compared with 2017; paper imports fell by 1/3



Domestic Pricing/Value of a Ton

- Fiber grades are facing historic low prices
- During 2019:
 - OCC decreased from \$70 to \$30/ton
 - Mixed paper decreased from \$5 to \$0/ton (may go negative)
 - UBC/Aluminum \$1,100-\$1,300/ton
 - Steel/tin \$35-\$40/ton

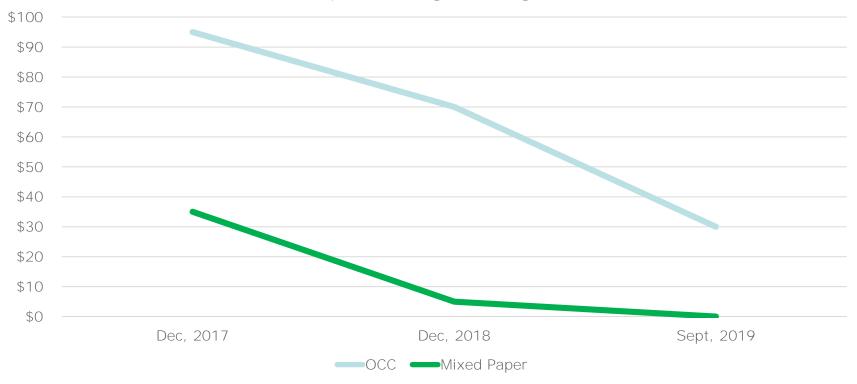
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- PET decreased from \$330 to \$245/ton
- HDPE natural from \$840 to \$430 to \$520/ton
- HDPE color decreased from \$400 to \$220/ton
- Composite value of a ton of recycling has fallen from \$70-90 in 2017 to \$30-50 in 2019
- Present mixed commodity value \$25-\$35/ton
- 2x-3x value in processing costs



Paper Pricing Trends

Paper Pricing (Chicago)



Source: PPI Pulp & Paper

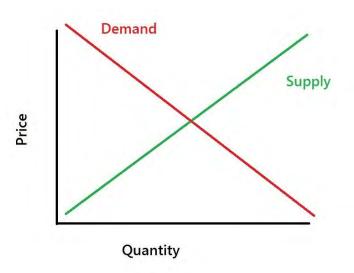
Impact on WI's Recycling Programs

Material Recovery Facilities (MRFs)

- Need to produce clean, high quality bales with very little contamination
- Receiving less per ton for those products
- Passing increased costs to customers: haulers and local governments

Local governments

- Should anticipate higher costs when seeking new pricing or going out for bid
- Focus on education: what you can and cannot recycle



Enough Discouraging News...



While export markets are decreasing, there IS significant domestic infrastructure development... Especially in fiber

Domestic Infrastructure Development

- ND Paper, Biron, WI; OCC/mixed; 2020; 760K
- Green Bay Packaging, GB, WI; OCC/mixed; 2021; 685K
- Pratt Industries, Wapakoneta, OH; OCC/mixed; 2019; 396K
- Verso Corp, Duluth, MN; OCC; 2020; 48K
- Phoenix Paper, KY; OCC/mixed; 2020; 700K
- ND Paper, WV; SOP/news; 2020; 240K
- Cascades, VA; OCC/mixed; 2021; 440K
- CorrVentures, NY; OCC; 2021; 300K
- ND Paper, ME; OCC/mixed; 2020; 480K
- Crossroads Paper, UT; OCC/mixed; 2022; 350K
- & two plastic facilities in GA & SC



Communicating with RUs, haulers, MRFs

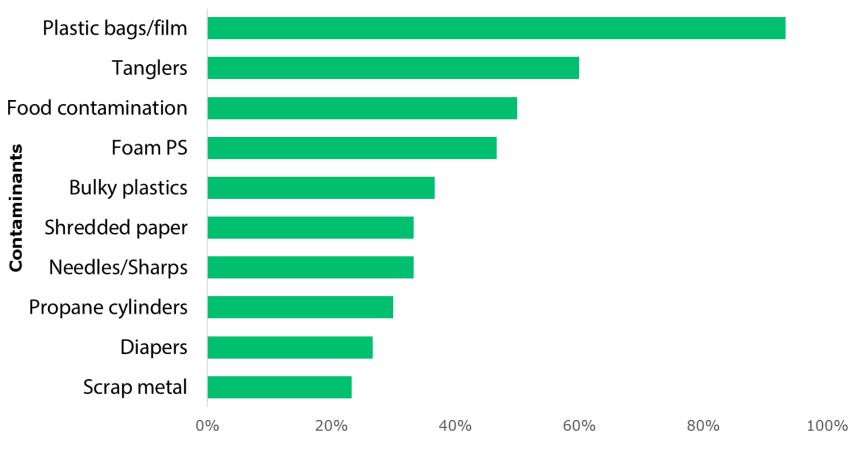
- Reminding all of recycling requirements/law
- Outreach to via DNR Facebook, Recycling Updates, presentations, etc.

MRFs

- MRF survey, spring 2019
 - What do facilities accept/recycle; don't accept/detrimental
 - Materials they are struggling to market
 - Biggest contamination concerns
- MRF Stakeholder meeting, Oct. 7
 - Bring MRFs together to discuss concerns
 - Update on market conditions, results of survey, resources
- Anti-contamination messaging
- Do not bag recyclables; no plastic bags
- Cords/tanglers, food, Styrofoam, sharps, batteries, etc.

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Problematic Contamination



% of responding MRFs

Breaking News: Recycling Audit

- Joint Audit Committee of the Legislature is requesting audit of State Recycling Program
- Non-partisan Legislative Audit Bureau will conduct audit
- 2001- last audit of the recycling program
- Scope includes recycling grants to RU, amounts recycled/expenses by RUs, state administration of program, current market conditions/challenges, how other states operate recycling programs, identify BMPs & areas of improvement
- Also includes 'Clean Sweep'

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• Completion by spring, 2020

Complete scope statement: https://legis.wisconsin.gov/lab /media/2912/091919_scope_ state-recycling-programs.pdf



Questions?

Jennifer Semrau Waste Reduction and Diversion Coordinator 608-267-7550

Jennifer.Semrau@wisconsin.gov







Solid Waste Reminders and Current Topics

Casey Lamensky

Storm Debris Landfill Fee Exemptions

- \$12.997 waived
- Must be storm debris from disaster cleanup effort that has been segregated
- Only from state or federal declared emergency (<u>https://docs.legis.wisconsin.gov/code/execut</u> <u>ive_orders/2019_tony_evers</u>) <u>https://dnr.wi.gov/topic/waste/stormdebris.ht</u> <u>ml</u>)
- Disposed of within 60 days (starting day after the last day of the declared event)
- Category 28 waste

Treated Infectious Waste Manifesting

- Assumed IW (requires treatment)
 - Medical sharps
 - Bulk blood and body fluids
 - Human tissue
 - Microbiological lab waste
 - Bulk blood, body fluids, tissue from zoonotic infectious animals

Treated Infectious Waste Manifesting

- USDOT shipping papers or IW manifest
- Generator, (transporter(s)), (storage facility), treatment facility, disposal facility
- Waste composition and quantity
- Signatures
- 3 year retention times

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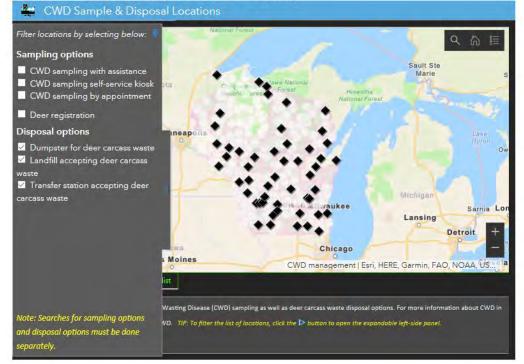
Carcass Disposal

- Hunters DNR is recommending double bagging and landfill disposal at landfill that accept them
- Businesses landfill disposal at a landfill that accepts them is required
- If you get questions but don't accept please direct to <u>https://dnr.wi.gov/topic/hunt/landfillmap.</u> <u>html</u>
- Adopt a dumpster

Carcass Disposal

FAQ guide: <u>https://dnr.wi.gov/topic/hunt/docum</u> <u>ents/deerdisposalfaq.pdf</u>

Landfill, dumpster and transfer station locations





Peer Review Process for Consistency

Casey Lamensky (Non-Landfill Plan Review) Valerie Joosten (Landfill Plan Review)

Non-Landfill Peer Review

- Goals
 - Consistency across regions
 - A single topic expert with most recent information and proposals
 - Continued learning
 - Efficiency by topic
 - Use of most effective plan review ideas
 - Training (writing and reviewing)
 - Second opinion

Non-Landfill Peer Review

- Roles
 - Primary Reviewer
 - Topic Expert
 - Reviewer from different region (changes annually)
 - Regional Supervisor

Non-Landfill Peer Review

- New facility type to reviewer
 - Full review with topic expert
 - Approval review by different region and sw coordinator
- Precedent setting proposal
 - Full review with topic expert
 - Approval review by sw coordinator
- Routine plan review
 - Full review by different region 1x/yr
 - Approval review by different region all

Non-Landfill Plan Review

• Topic Expert Categories

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Review type
502.08(2)(i)
Tire processing and storage
Processing (non tire, C&D, IW)
Storage (non tire)
Transfer
Composting (non processing)
Landspreading
Woodburning
C&D processing
LHE
IW processing

Landfill - review types

<u>Plan review</u>

- Lead staff
- Joint reviews may include:

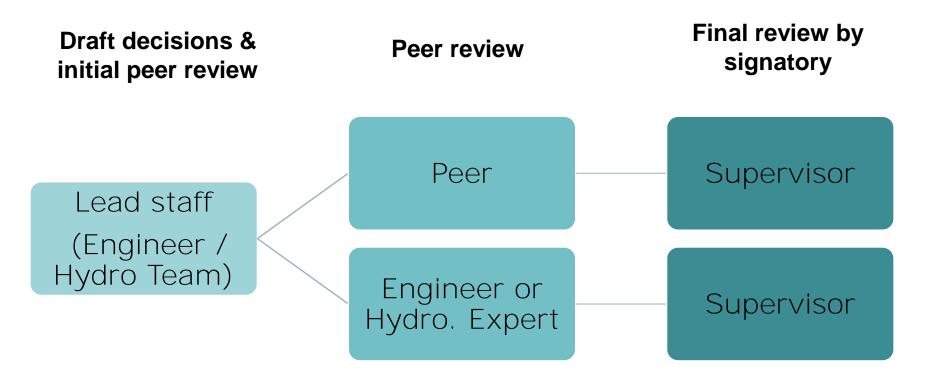
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- Mentor
- -Expert(s)
- Engineer /
 Hydro team

Decision review

- Plan review expert(s) <u>or</u> Peer
- Supervisor

Decision document review



*internal guidelines determine review path

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Plan and peer review guidelines - <u>example</u>

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Last Revised: 2/8/2019	Lead Reviewer- Typical - (Lead Decision Drafter)				Joint Reviewer(s) (Receives E-Copy or Hard- Copy Submittal)				Draft Decision Reviewer(s) ⁴					Send E-Copy of Decision To ⁴			
Submittal Type	Hydro Expert	Hydro	Eng. Expert	Eng.	Hydro Expert	Hydro	Eng. Expert	Eng.	Hydro Expert	Hydro	Eng. Expert	Eng.	Peer	Hydro Expert	Hydro	Eng. Expert	Eng
Initial Site Inspection / Initial Site Report	-	x	÷	-	0	-	0	x	x	-	0	x	141	x	x	x	x
Alternative Geotechnical	÷	x	÷	-	X.	-	0	х	х	-	0	х	~	х	X	X	X
Feasibility Report		X			X		X	x	X	-	X	x		X	X	X	X
• Incompleteness/ Completeness	e	-	e	-	-	-	÷	-	x	-	x	x		x	x	x	x
Plan of Operation	-	-	÷	x	x	x	х	-	x	x	x	-		x	х	x	x
• Incompleteness/ Completeness / Significant Request for Info.		-	÷	.+	-	-	-	-	x	x	x	-	-	-	x	x	x
Construction Documentatio	n							_	-								-
• Liner / Final Cover / Other major	-	-		x	-	0	-	-	-	0	-	-	x	-	x	x	-
• Landfill Gas / Other minor	-	-	-	x	-	0	-	-	-	0	-	-	x	-	x	x	-

O = optional; x = required



- Lead staff responsible plan reviewer
- Hydro / engineer teams
 - support or specialty area, familiarity with facility
- Peer reviewer
 - Peer check of standard decision documents (final review)
- Expert(s)
 - focus on consistency, technical and regulatory requirements
 - precedent setting issues
- Supervisor
 - final check and signatory



- Consistency
- Enhance skills
- Maintain standards
- Peer support
- Quality control
- Early involvement



Initial site inspections for clay borrow sources

Valerie Joosten

Soil borrow sources for landfills NR 504.075

- Applicability:
 - Sources for constructing, operating or closing landfills
 - New sources and expansions
- Requirements:
 - -Initial site inspection (ISI)
 - Written approval (plan of operation or modification)

Clay borrow source exemptions NR 504.075(2)(a)

- Production of processed aggregate
- Construction projects off of the landfill property, other than for:
 - compacted clay liner or cap,
 - soil barrier layer,
 - -leachate collection layer
 - Final cover drain layer

Clay borrow ISI exemptions

- NR 504.075(b)
 - Sources within proposed or approved limits of filling of landfill
 - Areas where soils are obtained from excavation projects for purposes other than construction, operation or closure of a landfill
- NR 509.04

- Commercial soil borrow sources

Commercial or noncommercial

- Commercial operates in a market (i.e., sells soil to any person) and primary motive of doing business for profit.
 - E.g. owned by a separate business entity from the landfill operator or one which serves multiple different landfill operators
- Noncommercial serves a specific landfill (NR 509.04(1), Wis. Adm. Code)

Contents of a clay borrow ISI request

• See NR 509.04(4) and(5)

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- Cover letter
- Торо
- Threatened and endangered species, wetlands, surface waters and historical/archeological

Checklist – draft pending recertification https://dnr.wi.gov/files/PDF/pubs/wa/wa1185.pdf

- Other helpful links:
 - Link to Endangered/ Threatened Species Review:

https://dnr.wi.gov/topic/ERReview/Review.html

- Link to Wetland Mapping Information and the DNR Surface Water Data Viewer https://dnr.wi.gov/topic/Wetlands/mapping.html

- Link to the Wisconsin State Historical Society Historic Preservation Database https://www.wisconsinhistory.org/Records/Article/CS4091



Questions?



Landfills - delayed capping, interim waste grades, etc.



- What options exist to plan for settlement and maximize use of air space?
- What are the regulatory pathways?
 - Delayed capping
 - Interim waste grades
 - Reclaiming intermediate cover slopes

Delayed capping

- NR 514.07(3) MSW landfills
 - 1 or more years (2 years typical settlement)
 - Each phase of closure
- Requirements
 - Intermediate cover soil and seed portions at final waste grade
 - No additional waste placement
 - Gas system installed and operational

Delayed capping

- What to submit for approval
 - Feasibility conceptual plan
 - Plan of operation -
 - NR 514.05(5), 514.06(9) & (10)
 - Detailed description of phasing, filling, & closure (proposed delays)
 - Table liner & final cover sequences, acreage and estimated schedule
 - Phasing plan sheets construction and closure

Interim waste grades

- Interim waste grades that are higher than final waste grades
 - -5% of total waste depth (typical)
 - Design and operational practice
 - Must request in feasibility report (or feasibility modification)

Interim waste grades

- Feasibility report
 - Proposed % higher
 - Justification (e.g. settlement due to leachate recirculation)
 - Schedule of capping delay
 - Plan sheets
 - Maximum waste grade contours
 - Intermediate waste grade contours

Interim waste grades

- Plan of Operation
 - Maximum interim waste grades plan sheet & table
 - Coordinates, 100-ft grid
 - Elevations top of drainage layer, final waste grades, interim waste elevations
 - Provisions for removal of waste if does not settle
 - Design calculations consider interim waste grades

Reclaiming intermediate cover slopes

- Exemption request NR 514.07(3)(b)
 Special cases, NR 500.08(4)
 - E.g. enhanced settlement due to liquids addition
 - Once prior to capping

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Reclaiming airspace after closure

- Considered an expansion
- Closure prepares landfill for long term care – phased approach



Questions?



State of Misconsin



January 2011 Special Session Assembly Bill 8 Date of enactment: May 23, 2011 Date of publication*: June 7, 2011

2011 WISCONSIN ACT 21



Act 21 Explicit Authority

 § 227.10(2m) – requires explicit authority for agencies to implement or enforce permit terms and conditions.

Permit and Approval Authority

No agency may implement or enforce any standard, requirement, or threshold, including as a term or condition of any license issued by the agency, unless that standard, requirement, or threshold is explicitly required or explicitly permitted by statute or by a rule that has been promulgated in accordance with this subchapter. . .

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Definition of License

. . . all or any part of an agency permit, certificate, approval, registration, charter or similar form of permission required by law. . .

Exceptions: a hunting or fishing approval or a similar license where issuance is merely a ministerial act.

Act 21 AG Opinions

1 OAG 2016 (High Cap Wells)

- No explicit authority to review environmental impacts of high capacity wells, except those wells specifically listed in s. 281.34
- No explicit authority to consider cumulative impacts when approving or denying a high capacity well application

AG Opinions (con't)

4 OAG 2017 (Fire Sprinkler Rule)

- Agencies cannot rely on legislative grant of authorities that are arguably implicit, such as "general powers or duties."
- Cannot enforce Pre-Act 21 rule that is more restrictive than statute.
- Request to modify this opinion is being considered.

Recent Act 21 Litigation

• Clean Wisconsin v. DNR

Issue: DNR authority to consider impacts to navigable waters when considering requests for high capacity well approvals (Pending before Supreme Court)

Act 21 CAFO Litigation

Clean Wisconsin et al v. DNR and Kinnard Dairy

Issue: explicit authority to impose an animal unit "cap" and off-site monitoring of landspreading in a WPDES CAFO permit

Pleasant Lake Management District v. DNR and Richfield Dairy

Issue: explicit authority to impose an animal unit cap in WPDES CAFO permit

DNR Act 21 Analysis

 DNR Review of Permits and Approvals

Is the condition, standard, requirement, or threshold <u>explicitly</u> <u>required or explicitly permitted</u> by statute or by a rule?

Outcomes

- Confirmation of Existing Authority
- Modification of Permit Conditions
- Elimination of Permit Conditions
- Recommendations for Rulemaking
- Recommendations for Statute Change
- Rule and Statute Citations for Permits and Approvals

Best Practices

- Add cites to Statute and Code where applicable – do not rely upon guidance
- When in doubt, consult with your supervisor and/or legal
- Let legal know about "Act 21" challenges



Questions?