

**Greater Upper Valley Solid Waste Management District  
Solid Waste Implementation Plan**

**August 10, 2006**



# Solid Waste Implementation Plan

For

## The Greater Upper Valley Solid Waste Management District

96 Mill Street  
P.O. Box 58  
North Hartland, VT 05052-0058  
(802) 296-3688  
guvswd.org

**Dated:** \_\_\_\_\_

**Adopted:** \_\_\_\_\_  
*Board of Supervisors, Chair*

**Adopted:** \_\_\_\_\_  
*Board of Supervisors, Vice Chair*

**Approved:** \_\_\_\_\_  
*For DEC use only*

This plan has been developed to manage solid wastes in the Greater Upper Valley Solid Waste Management District in conformance with the Vermont Solid Waste Management Plan (2001).

The Greater Upper Valley Solid Waste Management District is organized under Vermont's solid waste law, Act 78, and codified in 24 V.S.A. Chapter 121, Subchapter 3 as a union municipal district.

Contact person: Fred S. Moody  
Title: Executive Director



# Table of Contents

	Page
Overview .....	1
Purpose and Goals.....	1
<b>Section 1. Implementation Report .....</b>	<b>4</b>
Section 2. Waste Diversion Action Plan .....	11
Section 3. Biosolids and Septage Management Plan.....	18
Section 4. Household Hazardous Waste, Conditionally Exempt Generator Waste, Landfill Banned and Special Waste Plan.....	20
Section 5. Unit-Based Pricing Plan for MSW.....	23
Section 6. Buy Recycled Plan .....	24
Section 7. Illegal Disposal Plan .....	24
Section 8. Solid Waste Facilities Siting Criteria .....	26
Section 9. Towns Included in the District.....	27
Section 10. Facilities Included in the Plan .....	29
Section 11. Budget and Timeline.....	32
Section 12. Public Participation Plan.....	34
Section 13. Conformance with other Plans .....	34
Section 14. Attachments .....	35



# Overview

This Solid Waste Implementation Plan (the Plan) has been developed by the Greater Upper Valley Solid Waste Management District (GUVSWD, or the District) to manage solid wastes in conformance with the Vermont Solid Waste Management Plan (Revised 2001).

The Plan has four components:

## 1. Purpose and Goals

A discussion of the purpose and goals of this Plan and of the District. Included is a summary discussion of the District Solid Waste Ordinance.

## 2. Implementation Report

A structured report based on the State's *Solid Waste Implementation Plans Guidance Document/Template* used as an empirical method of assessing progress. The Report is to be updated and submitted to the Vermont Agency of Natural Resources (ANR) once every two years.

## 3. Plans

Also based on the *Guidance Document*, this component addresses specific planning needs as required by the State plan. By category, the District's plans and policies are presented.

## 4. Attachments

- A. Detailed worksheets used for Implementation Report and planning,
- B. Letters of conformance with other pertinent plans,
- C. Solid waste ordinances of member towns, and

# Purpose and Goals

## Purpose and Goals of this Plan

This Plan has been developed in order to demonstrate conformance with the Vermont Solid Waste Management Plan and to serve as the planning tool for the District over the next five years.

Besides serving as a means of compliance, the Plan should be a living document, providing a venue for addressing the District's goals and policies, an empirical account of waste management in the District, and specific action plans to be undertaken.

## **Purpose and Goals of the District**

The Greater Upper Valley Solid Waste Management District's purpose is to provide for management of solid waste generated by member municipalities and their residents, and to ensure that such management is done in a cost efficient, environmentally sound, and socially acceptable manner. This requires broad-minded social application of waste reduction procedures, the use of technology appropriately scaled to the needs of the District, encouragement of innovative thinking and techniques for dealing with solid waste, and constant vigilance by the District concerning the types of wastes processed. These must be coupled with honest and practical considerations for achieving better waste management without disrupting our social heritage of small New England towns. District solid waste management shall be based upon such a philosophy and shall include the priorities of integrated waste management as contained in Title 10 V.S.A. Section 6604(a)(1):

1. Reduction of solid waste generated;
2. Reuse and recycling of materials;
3. Reduction of waste volume and toxicity before disposal; and
4. Providing land disposal for residuals.

## ***Guiding Principles***

In achieving its purpose, specific principles will guide District goals and policies:

1. *Each municipality and/or district, through its voters, should determine how waste management services are to be provided in their community,*
2. *Environmental protection, both current and future, should be a high priority in considering any management decision,*
3. *Vermont's established hierarchy for an integrated solid waste management system (reduce, reuse, recycle, then landfill) assumes government participation is required to achieve the desired results,*
4. *The private sector should be encouraged to provide waste management services, while recognizing that local and regional government must have the ability to provide services when it is in the public interest to do so.*
5. *Waste generators should bear the full cost of proper waste management and not defer today's management costs to future generations.*

The Plan recognizes that individual municipalities support different levels of waste management services within their community and corresponding financial outlays will vary from year to year. Additional local waste management services will be provided by the District through direct expenditures, subsidies, and technical assistance. It is the policy of the District to apply program resources which deliver services with substantially equal access and benefit for all residents and towns. A second priority of District services will be to enhance or supplement current service levels in a manner consistent with the goals described in the plan.

## ***District Goals***

- A. *Reduce per capita gross solid waste generation over time;*
- B. *Reduce the toxicity of the waste through comprehensive household hazardous waste (HHW) and conditionally exempt generator (CEG) wastes programs;*

- C. *Ensure that recycling continues through supporting and supplementing existing programs with a goal of 50% waste diversion;*
- D. *Expand the reuse and recycling of wastes not currently managed;*
- E. *Ensure that disposal facilities used by the District are operated in accordance with applicable regulations and best management practices;*
- F. *Ensure that sufficient local disposal capacity is available;*
- G. *Ensure that members have convenient, reasonably priced, environmentally sound disposal options by employing financial and regulatory tools or participating directly in the market.*
- H. *Provide environmental education and technical assistance to schools, households, businesses, institutions and others aimed at improved waste management strategies;*
- I. *Maintain a planning process which tracks historical trends, evaluates the effectiveness of current programs and recommends improvements for the future.*

Action plans outlining the District's approach to achieving these goals are detailed in Section 2 through Section 12.

## **District Solid Waste Ordinance**

On November 10, 1994 the Greater Upper Valley Solid Waste Management District Board of Supervisors adopted a Solid Waste Management Ordinance in conformance with the District's Charter and the State Solid Waste Management Act of 1987. Amendments to the Ordinance were enacted on December 18, 1995 and again on May 4, 2000. A complete copy of the Ordinance can be found in Attachment C.5.

The purpose of the ordinance is to promote the health, safety and welfare of district residents, to provide for the efficient, economical and environmentally sound management of solid waste and to regulate the separation, collection, transportation and disposal of solid waste and recyclables within the district.

Specifically the Ordinance:

- Requires generators to separate hazardous wastes, non-regulated hazardous waste, special wastes, construction and demolition waste, yard wastes and recyclables if required by the disposal facility and/or town ordinance,
- Provides for the licensing of haulers and vehicles including a licensing fee and minimum insurance requirements,
- Establishes a system of tipping fee payments and charges, set in 1994 at fifteen dollars, since the amendment of May 4, 2000 set at sixteen dollars and fifty cents (\$16.50) per ton of disposed waste, to support district programs,
- Allows for periodic inspection of solid waste within the district to assure compliance with the ordinance and for data collection,
- Adopts civil remedies/penalties for unlawful conduct in conformance with 24 VSA section 1974a. License suspension and/or revocation and monetary penalties may be sought for violations to the ordinance.

Upon commencement of operations of the District landfill, an amendment to the Ordinance may be necessary to direct the flow of waste to retire debt, pay operational and maintenance costs and meet other obligations of the District landfill.

The District also uses a per capita assessment to member towns to help fund District program costs and secure assets for the North Hartland landfill. The assessment is currently set at \$5.50 per capita.

# Section 1. Implementation Report

## Greater Upper Valley Solid Waste District

### A. MSW Disposal Estimate

<b>Table 1<sup>1</sup></b> <b>Total Annual MSW<sup>2</sup> Disposal Estimate</b> <b>Calendar Year 2002</b>	
Facilities/Services Used	Estimated Annual Tonnage
Curbside Pickup – Residential	824
Curbside Pickup – Commercial	365
Out-of-District Transfer-stations	622
Mixed: Fast-Trash, Curbside, Commercial	6,017
<b>Total Annual MSW Disposal Estimate</b>	<b>7,828</b>

1. A detailed worksheet for this table is available as Attachment A.1
2. Municipal Solid Waste sent to a landfill or incinerator

<b>Table 1a</b> <b>Diversion Rate Estimate<sup>1</sup></b> <b>Calendar Year 2002</b>	
Materials	Estimated Annual Tonnage
Recyclables Diversion	3,308
Composting Diversion	694
<b>Total Diversion</b>	<b>4,002</b>
MSW Generation	7,828
Approximate Diversion Rate: $\frac{\text{Recyclables} + \text{Composting}}{\text{Recyclables} + \text{Composting} + \text{MSW}}$	<b>34%</b>
State of Vermont Diversion Rate 2001 <sup>2</sup>	31%

1. Diversion rate estimate created using the methodology of the Vermont DEC diversion rate study of 2001 entitled: *Vermont's Municipal Solid Waste Diversion Rate 2001, Final Report, September 2002*. A detailed worksheet for this table is available as Attachment A.1a.
  2. From *Vermont's Municipal Solid Waste Diversion Rate 2001, Final Report, September 2002*.
- NOTE: Table 1a is added to the Implementation Report for District use and planning; it is not required under the State Guidance Document.*

## B. Per Capita Disposal Rate Calculation

<b>Table 2<sup>1</sup></b> <b>Per Capita MSW Disposal Estimate</b> <b>Calendar Year 2002</b>		
1.	Total annual disposal estimate in tons (from Table 1)	7,828
2.	Total annual disposal estimate in pounds	15,655,230
3.	Year-round population in 2000	18,404
4.	Seasonal population in 2000 (adjusted by percent of year)	267
5.	Total adjusted population (year-round pop + adjusted seasonal pop)	18,671
6.	Estimated annual per capita MSW disposal in lbs/person/yr (line 2 divided by line 5)	838
7.	Estimated daily per capita MSW disposal in lbs/person/day (line 6 divided by 365)	2.3
	State of Vermont's Estimated daily per capita MSW disposal in lbs/person/day <sup>2</sup>	3.7

1. A detailed worksheet for this table is available as Attachment A.2

2. From *Vermont's Municipal Solid Waste Diversion Rate 2001, Final Report, September 2002 (Table 10)*

## C. Sludge and Septage Management and Generation Estimate

<b>Table 3<sup>1</sup></b> <b>Inventory of Sludge and Septage Generators in District</b> <b>Calendar Year 2002</b>			
Generators	Annual Amount Generated	Location of Generators	Present Management <sup>2</sup>
<b>Biosolids</b>			
Woodstock WWTF	28.5 dry tons	- Woodstock - South Woodstock - Taftsville	1
Bridgewater WWTF	3.6 dry tons	Bridgewater	2
<b>Septage<sup>3</sup></b>			
Households and other non-sewered buildings throughout the District	1,143,000 gals	Throughout District	1, 2

1. A detailed worksheet for this table is available as Attachment A.3

2. Management Options: 1 = land application,  
2 = composting or further treatment,  
3 = landfilling or ADC,  
4 = incineration,  
5 = other.

3. Estimate based on 70 gallons of septage per person using a septic system.

**D. Facilities that Manage Biosolids or Septage in the District**

<b>Table 4</b> <b>Sludge and Septage Management Facilities in District</b>	
Facility for Final Management	Location
<b>Land Application Sites</b>	
Debevoise Site	West Woodstock
Lemax Farm	North Hartland
TP1, TP2, Maxham Meadows, Bailey Field	Woodstock, near WWTF
<b>Composting Facility, Landfill, Incinerator, Other</b>	<b>None</b>

**E. Calculation of Biosolids Beneficial Use Rate**

<b>Table 5</b> <b>Biosolids Beneficial Use Rate</b> <b>Data Year 2002</b>		
		In Dry Tons
1.	Tons of biosolids landspread	21.6
2.	Tons of biosolids composted	4.3
3.	Tons of biosolids beneficially used (sum of lines 1 and 2)	25.9
4.	Tons of biosolids landfilled	None
5.	Tons of biosolids used in landfills as daily cover	None
6.	Tons of biosolids incinerated	None
7.	Tons of biosolids disposed (sum of line 4, 5, and 6)	None
8.	Total tons of biosolids generated (sum of lines 3 and 7)	25.9
9.	Biosolids beneficial use rate (line 3 divided by line 8)	100%

**F. Current Prices of Solid Waste Services**

<b>Table 6<sup>1</sup></b> <b>Current Prices</b>		
Material	Facility/Service	Cost to User
MSW – curbside pick-up	Woodstock Recycling and Refuse Co.	\$2.50 per bag with \$11.50/mon subscription
	Town of Vershire	\$0.15 per bag \$2.00/bag after 104 bags/yr (this program is subsidized thru Town tax appropriation)
	Various private haulers	Per bag, weight, or yard <sup>2</sup>

**Table 6: Current Prices (Continued)**

Material	Facility/Service	Cost to User
MSW – “fast trash” services	A.B.L.E., Bridgewater	\$3.00 per bag
	Durkee’s, Strafford	\$3.00 per bag
	All-Waste, West Fairlee	\$2.00 per bag
	Beauchene, Thetford	\$2.85 per bag
MSW – transfer stations	Norwich Recycling/Transfer	\$2.00 per bag (this program is subsidized thru Town tax appropriation)
MSW – out-of-district facilities accepting district waste	Hartford Recycling/Transfer	\$3.25 per bag
	Lebanon Landfill (NH)	\$59.00/ton tip fee \$6.00/ton State tax <u>\$16.50/ton District tax</u> \$81.50/ton Total
Recyclables	Woodstock R&R Co, Curbside	No charge with \$11.50/month subscription
	Hartford Recycling/Transfer Drop-off	No charge with \$15 annual permit
	<i>Drop-offs:</i> Bridgewater, Norwich Strafford, Thetford Vershire, West Fairlee	No charge
Construction/Demolition Debris (Not accepted at Lebanon LF)	Hartford Recycling/Transfer	\$88.00/ton
	Commercial Haulers	Varies <sup>2</sup>
Tires	GUVSWD special events	\$2.00 per tire (more for larger)
	Hartford Recycling/Transfer	\$6.50 per tire
	Local auto service centers	\$2.50 – \$5.00
Appliances	Hartford Recycling/Transfer	No charge (Items w/CFCs not accepted)
	Janci Metals Recycling	No charge (Items w/CFCs \$10)
	Norwich Recycling/Transfer	\$10
	A.B.L.E., Bridgewater	\$5 – \$10
	Woodstock R&R Co.	\$8 – \$15 (subscribers only)
Compostables	Hartford Recycling/Transfer	No charge
	Norwich Recycling/Transfer	No charge

1. A detailed worksheet for this table is available as Attachment A.6

2. Commercial haulers providing service to contractors and homeowners set rates, often case by case, based on market factors. Fees therefore vary and are proprietary information.

## G. Current Destinations for Wastes & Recyclables from Municipal Facilities

Material	Destination Facility	Fee Paid
MSW	Lebanon Landfill (NH)	\$81.50/ton
Construction/Demolition	Hartford Recycling/Transfer (Ground then used as alternate daily cover in Lebanon Landfill)	\$88.00/ton
Tires	Budzyn Removal & Recycling	\$1.75/regular tire (more for larger)
<b>Recyclables</b>		
Commingled	WSWMD MRF, Brattleboro	\$25.00/ton
	CSWD MRF, Williston	(Strafford)
Source-Separated	Hartford Recycling Center	\$30.00/ton
Source-Separated	Silvers	Varies
Source-Separated	Northeast Waste Services	Varies
Scrap Metal	Janci Metals Recycling (NH)	Cost of Trucking

## H. Contracted or Anticipated Disposal Facilities for Next 5 Years

*Disposal Facility for MSW:* Lebanon Landfill, West Lebanon, NH

*Disposal Facilities for Construction/Demolition Debris:*

- Hartford Recycling Center (material is ground and subsequently used as alternate daily cover in the Lebanon Landfill)
- All-Waste Services, Lebanon, NH (material is separated at their site and recycled or disposed as markets allow)
- Casella Waste Systems subsidiaries (material is taken by subsidiaries Northeast Waste Services and/or Gobin Enterprises to processing facilities, recycling facilities, or landfills)

### Beyond 5 Years

The District has had a permitted landfill site in North Hartland, Vermont since 1996. All required Act 250 permits are in process and could be granted before the end of 2003. The District will continue the permitting process, then place the asset in reserve for development when it is needed. When access to convenient and affordable disposal capacity is restricted in any scenario, the North Hartland landfill can be developed into an operational disposal site. Ideally, regional cooperation will allow a smooth transition from the currently operating Lebanon landfill to the North Hartland landfill as the former fills and the latter is brought into operation.

The lined Lebanon City Landfill has provided MSW disposal capacity for District use since 1994. This arrangement provides convenient and affordable service to District haulers and households. Continued use of the facility by the District, while expected to continue for the next five years and perhaps beyond, is dependent upon 1) disposal capacity/cost at the site, 2) continued acceptance of District waste, and 3) the forces of private industry involvement.

- 1) Disposal capacity at the landfill ranges from 7 to 20 years (from 2003), depending on fill rate. The Lebanon City Council must periodically decide how to regulate fill rate based on revenue requirements, operating costs, maintenance of local landfill service, and future use of the land, including in this case, commercial use. An accelerated fill rate could require the District to find or create an alternative disposal site in less than 6 years.
- 2) The District is allowed access to the landfill through an agreement with the City of Lebanon. Although this arrangement has produced significant financial benefits for the City and is expected to continue, it in no way guarantees District users' access to the facility. The flow-rate decision process, as well as the landfill permitting process, could create a restriction of District use before actual capacity is restricted. In this case as well, the District would need to explore alternative disposal options.
- 3) Actions by private waste management companies could also affect use of the Lebanon landfill. The construction of a regional transfer station by a vertically integrated waste management firm could alter the pricing and flow of MSW. Access for District users to convenient and affordable disposal capacity could be improved or worsened by such an occurrence. The District would need to assess the value and timing of going ahead with the North Hartland landfill in such case.

The District will evaluate alternative disposal facilities prior to committing to construction of the North Hartland landfill site. Evaluation criteria may include: length of contract, facility disposal costs, haul distance, and environmental design criteria, operational standards and liability management. Alternatively, the District may develop and issue a request for proposals by which private bids will be solicited for disposal capacity.

## I. HHW/CEG Collection Programs

Collection programs for household hazardous wastes, conditionally exempt generator wastes, landfill banned wastes, and special wastes generated in our district are provided through:

### HHW/CEG Collection Days

Date of last 2 collection events:	June 3, 2006 Hartford Recycling Center
	October 22, 2005 Woodstock
Number of collection days per year:	2
Date of next collection event:	September 30, 2006 Thetford

### Used Motor Oil Collection Days

Date of last 2 collection events:	May 6, 2006 Sharon
	October 1, 2005 Bridgewater
Number of collection days per year:	2
Date of next collection event:	September 18, 2004 Woodstock

## J. Summary of Illegal Disposal Problems

In 2002, two complaints of illegal burning were lodged with the District. One small illegal dump site in Vershire was identified and cleaned up by the District.

## Section 2. Waste Diversion Action Plan

From the *Solid Waste Implementation Plans Guidance Document/Template*:

To strive towards the 50% statewide waste diversion goal, ANR estimates that the average per capita municipal solid waste disposal rate statewide will have to be reduced from 3.4 pounds per person per day to under 2.7 pounds per person per day. In order to meet this goal, all towns and waste districts must take steps to divert MSW generated in their jurisdiction from disposal.

Although the stated goal of the State is to reduce the per capita disposal rate of municipal solid waste, it must be noted that this goal runs against historical patterns. In the document, *Vermont's Municipal Solid Waste Diversion Rate 2001, Final Report, September 2002 (Table 10)*, per capita disposal shows an upward trend, despite great strides in diversion of materials achieved in the 1990's:

State of Vermont Historical Diversion Rate Calculations			
Year	Diversion Rate	Annual lbs. disposed per capita	Daily lbs. disposed per capita
1987	12%	1,136	3.1
1994	35%	1,068	2.9
1998	34%	1,269	3.5
1999	35%	1,227	3.4
2000	33%	1,273	3.5
2001	31%	1,335	3.7

The current per capita disposal rate for GUVSWD is 2.3 pounds per person per day (from Table 2 in Section 1B), a rate *already lower than the state target*.

The GUVSWD will continue to minimize the per capita MSW disposal rate, and increase waste diversion, through the programs described in the following Waste Diversion Action Plan. The plan presents action steps already being implemented as well as new programs the District hopes to enact within the next five years. Not all the action steps will be implemented and the District is not obligating itself to implementing action steps that are beyond our annual personnel or operating budgets.

*Note:* An outreach/education program is part of achieving each goal listed below. These programs are not listed under each goal, but separately as Section 2J.

### 2A. Goal: Reduce waste generation and reduce toxics use

#### *Action Steps:*

The District sees waste reduction as a high priority and will implement education and management programs with the goal of reducing generation and toxicity of District waste. The success of waste prevention programs is difficult to measure. However, they may be the least expensive and most beneficial of any management effort.

***Unit-Based Disposal Pricing*** — Most commercial and municipal waste services that are provided to residents and businesses of the District have a unit-based pricing structure—a strong incentive to reduce waste generation. Unit-based pricing perhaps is the strongest component of the District’s waste reduction strategies. Please see Section 5B for the unit-based pricing Action Plan.

***Residential Waste Reduction*** — Both the “Green Pages” and the District web site have pages dedicated to source reduction with many concrete examples of what residents can do to reduce their waste, including curbing junk mail. Please see Section 2J for outreach program information.

***Composting*** — Composting is a waste reduction strategy covered in Section 2I.

***Procurement Strategies*** — Whenever possible, the District purchases low-waste-generating, recycled-content, and low-toxicity supplies for its own use.

***Institutional and Business Reduction*** — The District will include waste reduction in its outreach programs to businesses and institutions (see Section 2J). Subjects to be addressed include: procurement strategies, lower-toxicity products, durable dishware, natural lawn and garden care, composting, and recycled-content products.

***Toxicity Reduction*** — The District provides waste toxicity reduction strategies to residents on the web site and in distributed literature. The District also actively collaborates with a regional organization called the Upper Valley Household Hazardous Waste Committee which has a strong regional presence and encourages toxicity reduction as a top priority. See Section 2J for collaborative work with the Committee.

*District Policy -*

- *When implementing outreach programs to improve waste management, include waste reduction as a high-priority strategy.*
- *Support and encourage unit-based pricing structures that encourage reduction, recycling, and proper waste management.*

**2B. Goal: Increase reuse**

*Action Steps:*

***Promotion of Reuse Opportunities*** — The Green Pages and web site both provide pages dedicated to reuse. The pages list opportunities for reuse throughout the region such as thrift stores, rummage sales, and materials exchanges, and encourage residents to repair goods and make purchases with consideration of durability. See Section 2J.

***Hartford’s “Good Buy Store”*** — The Good Buy Store operates at the Hartford Recycling Center, a regional facility used by many District residents, providing an excellent and convenient thrift store for donation and purchase of reusable goods.

***Regional Reuse Consortium*** — The District is exploring the creation of a regional reuse consortium with other local reuse organizations. The effect could be enhanced public literature with exhaustive listings of reuse opportunities, better use and sharing of resources (e.g. advertising) by reuse organizations, and subsequently increasing reuse by residents as convenience and visibility rise.

## **2C. Goal: Increase the residential recycling participation rate, capture rate, collection efficiencies and types of materials recycled**

### *Action Steps:*

As the District does not run typical recycling centers at this time, increasing recycling will need to be done through encouraging improvement of local centers through technical assistance, encouragement of recycling through public outreach, and providing parallel recycling services.

***Technical assistance to towns*** — The District will continue to provide technical assistance to towns so that recycling centers can improve convenience and efficiency as markets allow. A recent trend toward commingled recycling has been strongly supported by the District as a means of containing or maintaining cost levels while increasing the convenience to users. Future activities will be determined by situations facing member towns.

***Public outreach*** — The District will continue to encourage recycling through the comprehensive public outreach program outlined in Section 2J.

***Parallel services*** — The District will continue to provide parallel recycling services, generally through special events. Current programs include scrap metal, tire, clothing, book, and electronics recycling events. GUVSWD is always looking for opportunities to provide special event collection of materials—as markets and needs change—that cannot be recycled through ordinary channels.

Due to the availability of local public and private collection facilities available throughout the District, coupled with the good rate of participation, there is currently no need for the District to develop additional recycling collection facilities. Nor will the District unilaterally enhance local programs if it can be shown that District communities are at par with other Vermont municipalities and local sentiment is satisfied with the status quo. However, if (1) satisfactory agreements cannot be achieved with existing facilities for continued use, (2) the Board determines additional drop-off sites are needed, (3) the number of recyclables is expanded or (4) member towns request District involvement, then additional facilities or services may need to be developed by the District.

***Recycling Bin Sales or Distribution*** — The District has in the past purchased 14-gallon recycling bins with our logo on them and sold them at low cost. This program continues to be reconsidered each year during the budgeting process. The program will be re-instituted if public demand for the product indicates a need. In recent years, no public demand has been apparent.

***Mandatory Recycling Ordinance*** — Four District municipalities have mandatory recycling ordinances adopted in the early 1990's (Bridgewater, Hartland, Sharon, and Woodstock). Mandatory recycling ordinances have a mixed record of success.

During the development of the District Waste Management Ordinance, the District seriously considered and evaluated including mandatory recycling in the ordinance. Due to the extensive recycling opportunities available throughout the District, almost

ubiquitous unit-based pricing, the mixed record of success of mandatory ordinances, and the hurdles of enforcement, the Board of Supervisors concluded that a mandatory recycling was not warranted at the time. The District continues to believe a universal expansion of mandatory recycling is not preferred at this time

If the Agency of Natural Resources believes a mandatory recycling ordinance is the appropriate tool for increasing diversion rates throughout the state, then the District will support the Agency's efforts to adopt and implement state-wide ordinance.

*District Policy -*

- *Support the redundancy of local and regional recycling programs that exist throughout the District. These assure convenient multiple material collections are available to residents and businesses.*
- *Strive to provide all residents and businesses with equal access to services and programs in the District.*
- *Monitor recycling rates for conformance to statewide goals and enhance where feasible. Allow user choice where individual decisions can markedly affect the cost of waste management in a given household or business.*
- *Support recycling subsidies to stabilize price or marketability of materials while avoiding deep subsidies over long time periods.*
- *Encourage existing recycling facilities, whether public or private, to regularly evaluate commingled or single-stream recycling and support the creation of a commingled/single-stream processing center close to the District.*
- *Assist member towns in education and drop-off operations including cooperative marketing of recyclables.*

**2D. Goal: Increase the seasonal home participation rate**

*Action Steps:*

Seasonal residents make up an estimated 1.4% of the District population when adjusted for length of stay. All services in the District are available to seasonal residents at the same rates as year-round residents. Most services consist of both a trash and a recycling component making recycling convenient when handling trash. Seasonal residents are taken into consideration when GUVSWD schedules its special collections. Beyond that, the District is not planning on expanding services pointedly aimed at the seasonal population.

**2E&F. Goal: Increase the commercial and institutional recycling participation rate, capture rate, collection efficiencies and materials recycled**

*Action Steps:*

Currently GUVSWD provides free waste audits to businesses and institutions, during which expansion of recycling is an important consideration. The District will be increasing its efforts in this area by working with the Vermont DEC on a new commercial recycling campaign spearheaded by the DEC, and implementing a direct call campaign in the future (see 2J for details).

**2G. Goal: Prevent the incineration or disposal of marketable recyclables**

*Action Steps:*

The convenience level of recycling and unit-based pricing for trash services currently provide significant disincentive to dispose of recyclables. A possible further step, adopting and enforcing a District ordinance requiring separation of recyclables, is not preferred at this time.

**2H. Goal: Increase construction & demolition (C&D) debris reduction, reuse and recycling** *Action Steps:*

Per ton disposal taxes (State and District taxes) for construction and demolition debris (C&D) are waived when the material is recycled. This incentive has applied a steady pressure which is resulting in increased recycling of the material, especially since the C&D landfill in Hartford closed in 1999. Although the District cannot exercise flow control over C&D waste, recycling is encouraged through periodic outreach to haulers and contractors, distribution of literature regarding recycling options, and good-faith support of private sector recycling ventures (see 2J for details).

The District will also be partnering with the regional building materials reuse organization, COVER. The effort will target contractors and haulers to bring reusable materials to COVER or other reuse avenues rather than to the transfer station for grinding and disposal.

**2I. Goal: Increase organic waste recycling (leaf/yard, food waste, brush, stumps, appropriate papers)** *Action Steps:*

Given the rural nature of the District, backyard composting holds tremendously more potential for effective, feasible diversion of organics than a consolidated facility to which material must be trucked. Therefore, GUVSWD focuses its efforts on enhancing the practice of backyard composting throughout the District.

The District supports backyard composting by providing to residents: inexpensive recycled plastic bins throughout the year, designs for home-built composting bins, free composting books, and free and thorough technical assistance on how to compost. Several “how-to” pamphlets of varying detail are distributed. Free bins were recently provided to schools and free technical assistance from the District is always available to them.

A privately-held regional windrow composting facility, using only carefully controlled commercial feedstock, operates in North Hartland.

There are currently two residential only, clean yard waste composting sites which serve member towns: the Norwich Recycling Center (for Norwich residents only) and the Hartford Recycling Center, which serves all District residents. These sites offer users convenience but appear to be minimally used by patrons. This low usage is probably due to the simplicity and convenience offered by composting at home. It is unlikely that either of these facilities will begin accepting other organic waste, and the District’s vision of the sites is status quo.

Commercial organics composting and reduction entails particularly difficult logistics including staff turnover, space constraints, collection containers, collection frequency, cost and management of on-site systems, contamination issues, and public perception issues. These factors have continued to combine to make commercial organics composting generally unfeasible, although some small operations like the Strafford café are able to compost on a limited basis. If usable funding from the state becomes available, or local waste management

infrastructure changes to make commercial composting more attractive, the District will commence a targeted program to increase participation. Otherwise, the District will include the ANR Compost Center in literature and attempt to promote Project Angel Food in the region.

*District Policy -*

- *Promote backyard composting of food and yard wastes wherever feasible. These efforts could include the distribution of composting bins, buckets and educational information.*

**2J. Goal: Implement an ongoing waste diversion education/information/outreach program for schools, youth, consumers and businesses**

*Action Steps:*

The District's outreach program uses several strategies:

- Actively pursuing education venues by calling schools, towns, businesses, and institutions directly.
- Providing staff to give customized talks, presentations, or waste audits to schools, towns, businesses, or institutions at no charge and generally at their convenience.
- Distributing literature through municipal offices, recycling centers, town meetings, at special events, and directly to constituents by mail.
- Providing a full source of information at the web site [www.guvswd.org](http://www.guvswd.org)

Further details on some of the particular programs are outlined below:

***School presentations*** — Provided to member communities, and applicable to Section 3.9 of *Vermont's Framework of Standards and Learning Opportunities*. The presentations speak to wise use of resources which includes encouragement of waste reduction, why and how recycling works, how to compost at home, and other waste related topics requested by the school. Also, a waste reduction curriculum is provided upon request. Schools are contacted on a periodic basis to promote this service. Historically, the District has provided about 5 in-school presentations per year.

The District plans to increase its presence in the schools through direct promotion of the presentations and expanding topics to include HHW and home composting more often. Direct promotion will include contacting principals and known environmental coordinators at each school via the telephone and discussing the District services available to them.

If Association of Vermont Recyclers (AVR) grant programs allow, the District will facilitate bringing their excellent waste management programs into our member schools.

***Adult outreach presentations*** — Provided through community events and meetings at no charge and customized to the requirements of the venue. Recent examples include a Lion's Club meeting in Strafford, and an auto junkyard seminar by SBCAP.

***Business and institution outreach*** — Information on the web site and in literature will continue to target businesses and institutions when appropriate. A campaign to directly call each business or institution in the District and promote the District and state waste reduction programs will be implemented within three years. Topics for outreach include:

- Waste reduction
- Toxicity reduction
- Organics recycling
- Promotion of EAD programs for pollution prevention, compliance, and waste reduction
- Waste audits
- Department of Agriculture pesticide disposal program, and
- CEG and universal waste services offered by the District

A similar phone or mail campaign to contractors and handymen regarding reuse and recycling of C&D debris has been undertaken in the past. A similar campaign will be considered again if regional infrastructure for reuse and recycling is being underused.

***The Green Pages*** — This booklet is a useful guide to waste reduction and proper solid waste management. A hard copy of the Green Pages is available at town offices, at town meeting day, at the GUVSWD offices, or by mail upon request. It is a popular guide which is refilled at town offices frequently. The web site also hosts an interactive Green Pages under “What do I do with...”. Topics include:

- Waste reduction tips
- Specific information on reducing junk mail
- Promotion of home composting
- Toxicity reduction in the home
- Reuse strategies
- Local reuse options, for donation and shopping
- Promotion of C&D reuse and recycling
- Business services available from the Agency’s Environmental Assistance Division (EAD)

***Web site*** — The web page ([www.guvswd.org](http://www.guvswd.org)) highlights various important topics on the home page. At all times it has a wealth of information on solid waste management in the District with significant attention given to waste and toxicity reduction. The web site will continue to be updated on a frequent basis.

***UVHHWC*** — GUV staff sits on the Upper Valley Household Hazardous Waste Committee (UVHHWC). The UVHHWC is a volunteer committee working to reduce harm to the environment and human health caused by the use and improper disposal of household hazardous waste in the Upper Valley. The Committee aims to:

- Educate the public to the dangers of hazardous waste.
- Encourage the use of less hazardous products in the home.
- Promote proper disposal of household hazardous waste.
- Support local agencies which reflect/promote our mission.

During 2003, the Committee: hosted an informational booth at the Upper Valley Home Show and at the Connecticut RiverFest’s Big Splash; provided volunteers for the household hazardous waste collections held in Hartford; circulated interactive exhibits; and provided pamphlets and other informational materials to residents and schools.

Collaborative with UVHHWC, the next addition to the District’s toxicity reduction campaign will be a dedicated web site to reducing and properly managing household hazardous waste, including less-toxic products and alternative recipes. The Committee will also be pursuing funding for publication of an easy-to-use pamphlet of alternative recipes.

### Section 3. Biosolids and Septage Management Plan

Recognizing that biosolids (sludge) and septage are defined as “solid waste” by the State of Vermont, GUVSWD must address the management of the material.

**Biosolids:** There are two wastewater treatment facilities (WWTF) in the District: Bridgewater and Woodstock (actually three plants: Woodstock, Taftsville, and South Woodstock). Biosolids generation and disposal information can be found in Tables 3, 4, and 5 of the Implementation Report (Section 1).

**Septage:** Septage in GUVSWD is handled by private septic companies. How these companies manage the septage they collect is regulated by the State of Vermont.

#### 3A. Acceptable Management Options for Biosolids and Septage

<b>Table 8 Acceptable Management Options for Sludge and Septage<sup>1</sup></b>	
<b>Management Option</b>	<b>Check if Acceptable</b>
Land Application	<input checked="" type="checkbox"/>
Composting or Further Treatment to Qualify for Distribution	<input checked="" type="checkbox"/>
Landfilling or Use as Landfill Cover (both require dewatering)	<input checked="" type="checkbox"/>
Incineration	<input checked="" type="checkbox"/>
Regional septage receiving and /or treatment facility	<input checked="" type="checkbox"/>
Other wastewater treatment plants	<input checked="" type="checkbox"/>

1. Choosing an option as acceptable does **NOT** mean the town has to site such a facility nor does it mean specific facilities are “included in “ the SWIP. See Table 12 for a list of facilities “included in” the SWIP.

#### 3B. Current Percentage of Biosolids Beneficially Reused

100% Municipal Biosolids (from Table 5, in Section 1)

### **3C. Barriers to Beneficial Reuse**

Each municipality must decide for itself what manner of disposal is appropriate given environmental, financial, and political restraints. To their credit, both municipalities currently handling biosolids in the District have chosen to use beneficial reuse management options. Although no change in this scenario is imminently foreseen, there are barriers to beneficial reuse that can push municipalities into choosing disposal over beneficial reuse. Barriers seen in other parts of the state include: difficulty siting new land application sites; change in use of or near land application sites (e.g. being near a highly visited tourist attraction); higher total costs for land application versus disposal; odor problems; changes in contamination levels; and changes in public perception of beneficial reuse practices.

### **3D. Identification and Reduction of Contamination in Biosolids**

The Department of Environmental Conservation Wastewater Section oversees the testing and procedures of biosolids management in Vermont. Biosolids currently generated in the District have contaminant levels well below state regulatory limits, allowing for beneficial reuse of the material. Changes in the water supply, the water delivery and sewer system, or in what users are putting down their drains could adversely affect the contamination levels in the biosolids. The District encourages municipalities that run wastewater treatment facilities to continuously monitor and evaluate contaminant levels in their biosolids and, if any increases are detected, address the contaminant early to prevent levels from reaching state regulatory limits.

### **3E. Public Outreach on Biosolids and Septage**

The District will address the water and wastewater cycle in the annual newsletter distributed throughout member towns. The goal of this outreach will be to make residents and businesses aware of where their wastewater ends up, and how their actions could affect the environment.

#### *District Policy -*

- *Support continued land application of biosolids from in-District wastewater treatment plants by developing siting criteria in conjunction with member towns to address biosolids storage, processing and land application where adequate setbacks exist and testing precedes disposal.*
- *Allow a limited amount of biosolids to be disposed in the GUVSWD landfill, if necessary.*

## Section 4. HHW, CEG, Landfill Banned, & Special Waste Plan

Statute (Title 24 V.S.A. Section 2202a) outlines the following priorities for municipal HHW/CEG/special waste plans:

- Reduce or eliminate the use of hazardous or toxic substances;
- Reduce the generation of hazardous waste;
- Proper management of HHW/CEG waste; and
- Reduce the toxicity of the waste stream.

### 4A. Specific Waste Management Options

<b>Table 9</b> <b>Collections for HHW, CEG, Landfill Banned, and Special Wastes</b>		
Waste	Collection/Drop-Off Location	Cost to User
<b>Automotive Wastes</b>		
Waste Oil	Hartford Recycling Center	No charge
	HHW collection events	No charge
	GUVSWD used motor oil collection	No charge
	Norwich Recycling Center	No charge, Norwich residents only
	Area automobile service centers	No charge – \$1/gal
Oil Filters	HHW collection events	No charge
	GUVSWD used motor oil collection	No charge
	Scrap metal piles	No charge (only accepted if properly drained)
Tires	GUVSWD special events	\$2.00 per tire (more for larger)
	Hartford Recycling Center	\$6.50 per tire
	Local auto service centers	\$2.50 – \$5.00
Antifreeze	Hartford Recycling Center	No charge
	HHW Collection Events	No charge
Lead-Acid Batteries	Hartford Recycling Center	No charge
	HHW Collection Events	No charge
	Retail auto parts stores	Discount off new battery

<b>Table 9 (Continued)</b>		
<b>Waste</b>	<b>Collection/Drop-Off Location</b>	<b>Cost to User</b>
<b>Household Related Wastes</b>		
Pesticides	HHW Collection Events	No charge
Household Chemicals	HHW Collection Events	No charge
Paint/Related Wastes	HHW Collection Events	No charge
NiCad and Lead Acid Batteries	HHW Collection Events	No charge
	Retailers participating in RBRC	No charge
<b>Waste Electrical Products</b>		
Fluorescent lights / ballasts	HHW Collection Events	No charge
	GUVSWD collection program	No charge to residents \$.15/ft to businesses
Computers	GUVSWD collection program	\$7 per system \$5 per component
White Goods	Hartford Recycling Center	No charge (No CFCs accepted)
	Janci Metals Recycling	No charge \$10 for items w/CFCs
	GUVSWD scrap metal collections	No charge
	Scrap metal piles	\$5 – \$15
<b>Other Special Wastes</b>		
Asbestos	HHW Collection Events	No charge: small amounts only
Medical Waste	Not accepted through District facilities, ask your doctor	—
Mercury-Added Products	HHW Collection Events	No charge
Dead Animals	Not accepted at District facilities, see game warden or health officer	—

#### **4B. HHW/CEG/Special Waste Planning**

The District has a comprehensive HHW/CEG/special waste reduction and collection program. The first step in the program includes educating residents and businesses on toxicity reduction strategies and services. Then, for the waste material that is generated, sound and comprehensive collection services are offered. Details of the program follow:

**Reduction: Residential** — The District will continue to work with the Upper Valley HHW Committee (UVHHWC) to reduce toxicity generation in the home. Planned projects include (Please see Section 2J for further details):

- Education at HHW events,
- A new alternative cleaning supply recipes web site,
- Printing and distribution of alternative recipes pamphlet,
- Educational booths at the regional home show and river festival (including collaboration with AVR outreach at these venues), and
- Promotion of toxicity reduction in literature distributed by the District.

**Reduction: Commercial/Institutional** — Pollution prevention (P2) audits for businesses and institutions will continue to be offered. The District will continue to actively support the P2 efforts of organizations such as the Small Business Development Center (SBDC), Upper Valley Compliance Officers Network (UVCON), and the DEC's small business compliance assistance program (SBCAP). Promotion of these programs will be included in District literature and on the web site. (Please see Section 2J for further information on business and institutional outreach efforts.)

**Proper disposal** — GUVSWD will continue to offer at least two HHW/CEG collection events per year. Disposal at collection events is provided at no charge to residents, and only at direct cost for CEGs. Current programs for proper recycling or disposal include:

- Two HHW/CEG collections offered annually, one in the spring and one in the fall. Each are advertised in the local newspapers (display ads and calendar sections), on the District web site, and in the District calendar distributed at town meetings and through town offices.
- Two “neighborhood” used motor oil/filter collections offered in outlying towns.
- Promotion of used motor oil recycling in handouts and literature including specific locations accepting it.
- On-going collection of used motor oil, lead-acid batteries, antifreeze, and tires at the Hartford recycling center offered to all District residents.
- On-going (at the GUV offices) collection of fluorescent light bulbs and other mercury-containing devices.
- On-going (at the GUV offices) and a special collection of electronics.
- Education for the proper disposal of latex paint in handouts and literature.

Expansion of the programs for the next five years is foreseen in the following areas:

- Reinstatement of “neighborhood” HHW collections. The plan is to begin with one collection per year in an outlying town and expand to more as resources allow.
- Development of an on-going outlet for HHW as a service to those who cannot hold the material until the next collection.
- Increased collaboration with the EAD on collection programs such as the thermostat recycling program.
- Investigation into recycling latex paint through the Chittenden SWD program.
- Expansion of event promotion through increased advertising.
- Promotion of HHW education in schools, through expanding current school presentation programs to include this information.

*District Policy -*

- *The District will take the lead in offering HHW/CEG programs to member towns. Funding for these collections will be generated through the waste management fee system. Residential users will not incur out-of-pocket costs to dispose of HHW and small businesses will pay direct costs only for access to CEG collections.*
- *Education on alternative product use and tips for HHW avoidance will be offered by staff and through cooperation with organizations such as UVHHW Committee.*

## **Section 5. Unit-Based Pricing Plan for MSW**

### **5A. Evaluation of Current Pricing**

Most MSW disposal options in the District currently provide incentives to reduce, reuse, and recycle. Most options cost between \$2.00 and \$3.25 per bag.

**Vershire:** The Town of Vershire charges \$.15 per bag (cost of the bag itself) for the first two bags per household per week. Beyond that, residents are charged \$2.00 per bag. The town provides curbside collection with a town-owned compactor truck, as well as convenient recycling service at the town center.

This system was put in place after the town was faced with significant illegal dumping and burning within the town. After careful consideration of the options available, the town decided that purchasing their own packer truck to collect trash from residents would be the most feasible and effective method of reducing illegal disposal in the town. They also set up a conveniently located recycling center to provide residents incentive to recycle.

Given that the low-cost and convenient collection system for trash is successfully addressing the problem of illegal disposal, it is not desirable to change this system at this time. In order to promote recycling in the town, the town has instituted commingled recycling at its recycling center, and will embark upon an increased recycling education program with the help of the District. The education program will increase awareness of the value and ease of recycling through such means as posters, flyers, and direct mailings to residents.

### **5B. Unit-Based Pricing Action Plan**

The District encourages and supports unit-based pricing while also recognizing towns' right to decide how best to pay for waste management costs. GUVSWD's policy is to encourage member towns and haulers to charge reasonable rates for MSW while subsidizing recycling costs. The District will:

- Conduct an annual survey of member towns' programs to monitor unit-based pricing;
- Remind member towns that the District continues to encourage unit-based pricing at the Selectboard meetings to which we are invited annually;
- Will include a note to haulers in the District with the annual license renewal letter encouraging the use of unit-based pricing.

## Section 6. Buy Recycled Plan

In purchasing supplies for the GUVSWD offices, District staff will look for products with high recycled content. Paper with minimum 30% post-consumer recycled content will continue to be standard unless pricing, quality, or availability significantly change. The GUVSWD Office Manager is responsible for evaluating purchases for opportunities to “buy recycled.”

Technical assistance and encouragement will be provided to road crews investigating using crushed glass aggregate for road and drainage projects.

The District will encourage all member municipalities to purchase recycled content products off the state contract at <http://www.bgs.state.vt.us/pca/polsub.htm>. A letter to each town office will be sent before the end of 2004. Periodically, the District web site promotes “buy recycled” on the home page. Buying recycled is always promoted on the recycling page of the web site.

## Section 7. Illegal Disposal Plan

### 7A. Ordinance and Enforcement

The GUVSWD has no ordinance in place and no adoption in process. The District has considered an ordinance and rejected it due to its redundancy with state law and, more importantly, the difficulty in enforcing such an ordinance. The District is not a law enforcement agency, and does not have the resources to become one. Instead, the District sees site clean up and illegal disposal education strategies as more effective ways to reach the desired results.

*Exception:* The Town of Bridgewater has an ordinance regarding illegal disposal. See Attachment C.1 for a copy of the ordinance.

### 7B. & 7C. Strategies for Education and Reduction of Illegal Disposal

**Site Clean Up** — The District will continue to clean up illegal dump sites at the request of member towns, within budgetary limits. Clean up of sites is intended to improve the appearance and livability of the region while also reducing the attractiveness of the site to future dumpers. Posting of sites with signage is considered on a case-by-case basis.

**Green Up Day** — Several GUVSWD towns participate annually in Green Up Day. GUVSWD serves as an informational liaison to all member towns, and provides support in the form of concurrent collections, covering tire disposal fees, and negotiating free disposal at the landfill. Green Up Day efforts serve to focus the community on illegal disposal issues in a positive way, encouraging proper waste disposal in the region.

**Good Neighbor Program** — GUVSWD will increase distribution of the District brochure that describes the hazards and laws regarding illegal burning by distributing them at town meetings (targeting adults) and doing a poster campaign within the next five years (targeting youth). The information is also included on the District web site, which showcases the issue periodically on the home page.

The District will respond to complaints of illegal burning by referring callers to the State Enforcement Division, contacting local officials, and mailing the brochure and related information to the alleged violator.

**Encourage Use of New Legislation** — The District will encourage member towns to use the new enforcement avenue provided by Title 24 Section 2201 for illegal burning or disposal of solid waste, that is, the power to issue civil violation complaint notices which are processed through the Vermont Judicial Bureau (traffic tickets) for violation of state illegal disposal laws.

**Newsletter** — The District will include information about illegal disposal – such as state law, what you can and cannot burn, why burning is detrimental, possible actions against dumping, etc. – in the annual District newsletter.

**Web Site** — The District will continue to have detailed information on illegal disposal on its web site, including phone numbers of state enforcement division personnel, phone numbers of local fire wardens, and a link to the new “Don’t Burn Vermont” website.

**Distribution of Literature** — The District will distribute “Don’t Burn Vermont” posters, pencils, and other such state educational materials to member town offices and libraries.

## 7D. Evaluating Convenience

Residents and businesses in the District have a broad range of waste and recycling services available to them, including:

- Local recycling centers/services in seven member towns;
- Access to the Hartford Recycling Center and Transfer Station for full-service waste management and recycling six days a week;
- 3 large private companies providing curbside, roll-off, and recycling services;
- 8 smaller private operations providing custom service;
- 1 town with town-sponsored curbside collection; and
- Approximately 20 District-run special collection events per year.

<b>Table 10 Evaluating Convenience<sup>1</sup></b>			
Town	Furthest haul distance	Days/hours of operation	Convenience Level
Bridgewater	6 – 22 mi.	Saturdays 8-11	Sufficient
Hartland	curb–8 mi.	6 days: M-Sat 8-4	High
Norwich	6 mi.	Wed & Sat 8-5	High
Pomfret	curb–16 mi.	—	Sufficient
Sharon	curb–16 mi.	—	Sufficient
Strafford	curb–24 mi.	Saturdays 9-12	Sufficient
Thetford	6–20 mi.	Saturdays 9-12	High
Vershire	curb–27 mi.	1st Sat, 10-12	Sufficient
West Fairlee	6–24 mi.	1st & 3rd Sat, 8-11	Sufficient
Woodstock	curb–18 mi.	—	High

1. Please see Attachment A.10 for details on the evaluation of convenience.

## **7E. Strategies to Make Legal Disposal More Convenient and Less Expensive**

After analysis of options open to each member town, the District concludes that the convenience level afforded by the various services is sufficient or better.

## **Section 8. Solid Waste Facility Siting Criteria**

The siting of any solid waste facility within the District is subject to local, regional, state, and federal rules, regulations, permitting requirements, and planning restrictions.

All owners/operators of solid waste facilities requiring certification by the State of Vermont which are not specifically identified in this Plan, except for sludge and septage land application projects, shall:

1. demonstrate that the facility will be in conformance with all local, state, and federal laws, rules, regulations, and ordinances while it is in operation and
2. obtain the formal support of the Greater Upper Valley Solid Waste District in the form of a resolution of the District's Board of Supervisors to include the facility in this Plan.

Disposal facilities (such as landfills or combustors but excluding categorical disposal facilities) not specifically identified in this Plan shall, in addition to the above criteria, be subject to a site review and evaluation process substantially equivalent to the procedure used by the District in their siting process for the North Hartland landfill. Such evaluation and review by an independent engineer shall be undertaken at the sole expense of the entity proposing the disposal facility.

The process for any new solid waste facility requiring certification to be included in this Plan is described in Section 10.

### *District Policy –*

- *The District recognizes that a substantial investment has already been made by the private sector, member towns and neighboring municipalities to manage solid waste. The District will support the continued use of existing infrastructure provided that these facilities and programs responsibly and cost effectively serve the overall best interests of the District and its members in achieving the stated priorities and in meeting all responsibilities under charter and law. The District will seek to maintain open communication with public and private sector participants to meet the solid waste management needs of the District.*

## Section 9. Specific Towns Included in the District

### 9A. Towns Included in GUVSWD

<b>Table 11</b> <b>Towns Included in the Greater Upper Valley Solid Waste Management District</b>		
Town	Date Accepted into the District	Date Left District
Bridgewater	March 6, 1990	Remains in District
(Hartford)	March 6, 1990	March 7, 1995
Hartland	March 6, 1990	Remains in District
Norwich	March 6, 1990	Remains in District
Pomfret	March 6, 1990	Remains in District
Sharon	March 6, 1990	Remains in District
Strafford	March 6, 1990	Remains in District
Thetford	March 6, 1990	Remains in District
Vershire	March 6, 1990	Remains in District
West Fairlee	March 6, 1990	Remains in District
Woodstock	March 6, 1990	Remains in District

### 9B. Process for Reviewing and Accepting New Towns into the District

*From the District Charter:*

The Board of Supervisors may authorize the inclusion of additional member municipalities in the District upon such terms and conditions as it in its sole discretion shall deem to be fair, reasonable and in the best interests of the District. The legislative branch of any non-member municipality which desires to be admitted to the District shall make application for admission to the Board of Supervisors of the District. The Board shall determine the effects and impacts which are likely to occur if such municipality is admitted and shall thereafter either grant or deny authority for admission of the petitioning municipality. If the Board grants such authority, it shall also specify any terms and conditions, including but not limited to financial obligations upon which such admission is predicated. The petitioning municipality shall thereafter comply with the approval procedures specified in 24 V.S.A. Chapter 121. If a majority of the voters of the petitioning municipality present and voting at a meeting of such municipality duly warned for such purpose shall vote to approve the Agreement and the terms and conditions for admission, the vote shall be certified by the clerk of that municipality to the Board of Supervisors. Thereafter upon satisfactory performance of the terms and conditions of admission, said municipality shall by resolution of the Board of Supervisors become and thereafter be a member municipality of the District.

## **9C. Status of Solid Waste Facilities Located in Towns New to the District**

Solid waste facilities located in towns new to the District are required to forward copies of all relevant permits and certifications to GUVSWD. The District Board will review facilities to conclude if they are in compliance with this Solid Waste Implementation Plan (SWIP).

In order to become compliant, the facility must demonstrate that the facility operates or will operate in a manner which helps to achieve the goals of this Plan, that all local and other relevant permits and certifications are in place or being actively pursued, and that, if no current solid waste certification is in place, a certification application has been submitted to the Agency of Natural Resources.

After a positive finding of compliance, the facility will be “included in” the SWIP upon acceptance of the town into the District. Table 12 of this Plan will be revised by the Board to include the new solid waste facility(ies) in the SWIP. The District will submit to the ANR a copy of the revised Table 12 along with a statement that the process followed was in conformance with the approved SWIP.

If it is found by the District that a facility is not in compliance with the SWIP, rejected facilities will be informed of deficiencies and required to come into compliance within a reasonable time frame developed by the District or face continued non-inclusion and its consequences.

## **9D. Process for Allowing Towns to Leave the District**

*From the District Charter:*

A member municipality may withdraw from the District upon the terms and conditions specified below:

After the expiration of twelve (12) months from the date of establishment of the District or after the District has incurred bonded indebtedness or entered into a long-term contract, a member municipality may vote to withdraw in the same manner as the vote for adoption of the Agreement by such member municipality. It shall be a condition that the withdrawing municipality shall enter into a written agreement with the District whereby such withdrawing municipality shall be obligated to continue to pay its share of the debt incurred by the District for the remaining bonding or contract term. In addition, the withdrawing municipality shall obligate itself to pay the cost of redesigning and rebuilding any facility of the District occasioned because of the reduced volume of solid waste. The cost shall be determined by an independent engineering firm hired by the Board of Supervisors. These additional costs shall be paid either in a lump sum or in installments at such times and in such amounts as required by the Board of Supervisors. In addition, if the District shall have entered into long-term contractual commitments no withdrawal of a town or city shall be permitted during the period of such commitment if such withdrawal would adversely affect the obligations of the District thereunder or its ability or rights to procure the means for payment, continuation and discharge thereof.

## Section 10. Specific Facilities Included in the Plan

### 10A. Facilities Included in the Plan

Facility Name	Owner/Operator	Location	Type	Certification
GUVSWD Landfill	GUVSWD	North Hartland	Landfill undergoing permitting	WS-306
Norwich Transfer Station	Town of Norwich	New Boston Rd, Norwich	Transfer station and recycling center	WS-511
Upper Valley Landfill	Upper Valley Regional Landfill Corporation	Thetford	Closed landfill	OG-820
Bridgewater Landfill	Town of Bridgewater	Bridgewater	Closed landfill	OG-080
Woodstock Wastewater Treatment Facility	Town of Woodstock	Rte 4, Taftsville, & S. Woodstock	WWTF	SW-180 F-0305
Bridgewater Wastewater Treatment Facility	Town of Bridgewater	Bridgewater	WWTF	SW-112

Facility Name	Owner/Operator	Location	Type	Certification
<b>Facilities with Categorical Certifications</b>				
Strafford Recycling Center	Town of Strafford	Rte 132, Strafford	Recycling center	OG-200
Thetford Recycling Center	French/Town of Thetford	Rte 113, Thetford	Recycling center	OG-010
Vershire Recycling Center	Town of Vershire	Rte 113, Vershire	Recycling center	OG-011
Twin State Sand and Gravel Stump Dump	TSS&G	North Hartland	Stump dump	WS-030
Lemax Farm Compost Facility	Vermont Compost Co	North Hartland	Windrow compost facility	WS-200
Hammer Farm	Vermont Compost Co	Vershire	Compost facility	OG-082
<b>Facilities Exempt from Certification</b>				
Bridgewater Recycling Area	Town of Bridgewater	Rte 100A, Bridgewater	Recycling facility	Exempt
West Fairlee Recycling Area	Town of West Fairlee	Rte 113, West Fairlee	Recycling facility	Exempt
Woodstock Recycling and Refuse Corp.	WRRC	Rte 4, Woodstock	Recycling facility	Exempt
<b>Land Application Sites for Sludge and Septage</b>				
Maxfield Site	Lemax Farm/ Town of Hartford	North Hartland	Land application site	FHF0201
Debevoise Site	Town of Woodstock	Debevoise Farm, West Woodstock	Land application site	X80301
TP1, TP2, Maxham Meadow, Bailey Field	Town of Woodstock	Billings Farm, Woodstock	Land application site	X80202 thru X80205

## **10B. Review for Proposed Facilities**

The state certification process requires that a solid waste facility (with the exception of exempt facilities, categorical certifications, and sludge or septage land application sites) be included in the local or regional SWIP in order to issue certification. Therefore, public or private entities desiring to operate a solid waste facility in the GUVSWD shall initiate the review process with the District before or concurrently with application for certification with the Agency of Natural Resources (ANR).

***Wastewater Treatment Facilities*** (WWTF). All biosolids and septage treatment and storage facilities located within the fenced area of a WWTF in the District are considered to be included in the SWIP, with the exception of composting and other Class A treatment facilities that qualify for distribution to the public. Such composting and other Class A treatment facilities must be included in GUVSWD's Plan by using the process specified in this section.

### **Review**

Applicants for proposed facilities shall submit a letter to the District requesting inclusion in the District's SWIP along with a completed Vermont ANR solid waste management facility certification application for review. During a publicly warned, regularly scheduled meeting, at which the applicant may make a presentation or be available to answer questions, the District Board of Supervisors will assess if the proposed facility:

1. Meets the facility siting criteria described in Section 8 of this SWIP.
2. Meets the facility siting conditions as described in Section 8 of the District Charter (reprinted below).
3. Operates or will operate in a manner which helps to achieve the goals of this Plan.
4. Has relevant permits and certifications in place or is actively pursuing them in good faith.

### **Public Participation**

The proposed facility will be discussed at a publicly warned meeting of the Board of Supervisors, where the public and affected parties are encouraged to attend and participate.

### **Approval**

After conditions for positive review have been met, and a public review and discussion of the proposed facility has taken place, the District Board of Supervisors will vote on inclusion of the facility in the SWIP. A majority vote of the Board approves the inclusion of the facility, and Table 12 will be revised to include the new solid waste facility in the SWIP. The District will submit to the ANR a copy of the revised Table 12 along with a statement that the process followed was in conformance with the approved SWIP.

*From the District Charter:*

“8. FACILITY SITING CONDITIONS. No solid waste disposal or management facility shall be operated within the District under Article I(7)(c) unless the District by two-thirds majority vote of its Board of Supervisors, and the host municipality by majority action of its legislative body, and the owner of such facility, shall formally agree upon the following matters:

- a. Facility management and operations, plans and procedures.
- b. Reimbursement from the owner to the host municipality for reasonable incremental costs incurred by the host municipality for highway, culvert and bridge improvements and maintenance attributable to the facility.
- c. Payments in lieu of taxes, royalties and surcharges payable by the owner to the host municipality for accepting the facility and for the mitigation of impacts likely to be experienced by the host municipality by virtue of the facility.
- d. Reimbursement from the owner to the host municipality for reasonable costs incurred by the host municipality for environmental testing and monitoring relating to the facility during its operation and following closure.
- e. Approval by the host municipality of material changes in the quantity or nature of solid waste delivered to the facility.
- f. Financial arrangements, including the creation of reserve funds or adequate sureties, for facility closure, and ultimate disposition of the facility site following closure.
- g. Indemnification by the owner for any liability asserted against the host community for damage and injury arising out of or caused by the owner's operations and maintenance of the facility or solid waste disposal service provided by a public or private facility.
- h. Payment by the owner for replacement or relocation of water supplies serving property adjacent to the facility when necessary to protect public health.
- i. Leachate and residue disposal, removal and treatment.
- j. Any other matter of importance to the District and the host.

The District shall be a party to any contract between a member municipality and any entity owning or operating a solid waste disposal or management facility within the District.

Upon certification of approval under Article I(7) (c) by the District of the host municipality the parties shall proceed in good faith to enter into an agreement with respect to the matters set forth in (a)–(j) above. If within one hundred and twenty (120) days following such certification, no agreement has been reached with respect to all or any of the matters set forth in (a)–(j) above, any party may require that all unresolved matters be referred to one or more arbitrators for resolution under the rules of the American Arbitration Association. Within ninety (90) days of such referral and if no negotiated agreement has been reached, the arbitrator(s) shall adopt as its decision the final position of one party with respect to each of the unresolved matters set forth in (a)–(j) above.

In addition to the foregoing, the District may negotiate and agree with any other municipality determined by the District to be materially affected by the facility with respect to one or more of the matters set forth in (a)–(j) above.”

## Section 11. Budget and Timeline

A copy of the District's FY 06 Budget is included in Attachment D. Table 13 charts action steps the District intends to implement during the 5 years planning period contained in this SWIP. Not all action steps will be implemented on an annual basis and the District is not obligating itself to implementing action steps that are beyond our annual personnel or operating budgets.

<b>Table 13 Budget and Timeline</b>			
Action Step	Frequency	Next Scheduled or Complete By	\$ or Personnel
<b>Outreach Literature</b>			
Annual Newsletter (incl. Green Pages)	Annual	March 2007	\$ 400 printing Current personnel
Web Site	On-going	—	\$ 65 per year Current personnel
<b>Waste Reduction Programs</b>			
Regional reuse consortium	When created	5 years	Current Personnel
Compost bin sales	Annual & On-going	—	Has line item allocation in the District budget
Composting technical support/resident assistance	On-going	—	Current personnel
<b>Recycling Programs</b>			
Special recycling events	~20 per year	See schedule of events on internet	See full budget in Attachment D \$ 5,600 net cost
Office collections for recyclables	On-going	—	Current Personnel
Technical Assistance to towns	As needed	—	Current Personnel
Recycling bin sales	As needed	—	Will have line item allocation in the District budget
<b>Outreach and Education Programs</b>			
School programs	As needed	—	Current Personnel
Campaign to increase use of school program	To be determined	5 years	Current Personnel
Get AVR programs into schools	On-going	5 years	Current Personnel, line item in budget
Resident assistance	On-going	—	Current Personnel
Commercial and institutional waste audits	As requested	—	Current Personnel

**Table 13**  
**Budget and Timeline** (continued)

Action Step	Frequency	Next Scheduled or Complete By	\$ or Personnel
<b>Outreach and Education Programs</b> (continued)			
Commercial and institutional service outreach	To be determined	5 years	Current Personnel
Adult/Vocational outreach	As needed	—	Current Personnel Assistance to SBCAP, SBDC, UVCON, etc.
Buy Recycled information to towns	To be determined	End of 2006	Current Personnel
Collaboration with UVHHW Committee	On-going	—	Current personnel
<b>Biosolids Education Program</b>			
Wastewater cycle information	Annual	March, 2007	Included in Annual Newsletter
<b>HHW Collection Program</b>			
Two collection events	Annual	September 30, 2006	See full budget in Attachment D Current Personnel
Additional HHW and used motor oil “neighborhood” collections	Annual	September 16, 2006	See full budget in Attachment D Current Personnel
Office collection of Fluorescent bulbs and mercury-containing	On-going	—	See full budget in Attachment D Current Personnel
Set up on-going outlet for HHW	To be determined	5 years	Current Personnel
Increase promotion of HHW events	To be determined	5 years	To be included in future budgeting considerations
<b>Illegal Disposal Programs</b>			
Green Up Day support to towns	Annual	May 5, 2007	Current Personnel
Clean up of identified illegal dump sites	As needed	—	Current Personnel
“Good Neighbor” campaign to curb illegal burning	On-going	—	Current Personnel

## Section 12. Public Participation Plan

The public has been and will continue to be invited to participate in the development and implementation of the SWIP. Means of participation have included:

- A public participation session during a publicly noticed meeting of the Board of Supervisors on April 3, 2003.
- A copy of the draft Plan was advertised and available on the District's web site home page with a plea for comments from March 3, 2004 through February 23, 2005.
- District Board of Supervisor members, as representatives of their respective communities, received copies of the draft SWIP on April 3, 2003 and the revised draft on April 1, 2004, and were asked for comment on both occasions.
- A plea for public comment was included in the 2004, 2005, and 2006 editions of the *Calendar of Events and Green Guide*, which was distributed to every Valley News newspaper subscriber in April of each year, as well as made available at Town Meetings, town offices, post-offices, and libraries.
- During the spring of 2003 and 2004, District staff visited a Selectboard meeting of most member towns, and briefly explained the Plan process and invited comment.
- All drafts of the SWIP were reviewed by the GUVSWD Board, as representatives of their communities, for comment.
- Drafts were posted on the web site with a plea for comments.
- Copies of the draft SWIP were placed in public bulletin areas such as libraries and town clerks offices, inviting public comment.
- Two advertised public hearings were conducted after the Vermont DEC "pre-approved" the draft submission. The dates were March 20, 2006 at 4:30 pm, and April 6, 2006 at 6:00 pm.

Continuing invitations for public participation will include:

- At the Selectboard meetings to which GUVSWD staff are invited each spring, town officials and meeting attendees will be asked for feedback and comments on the SWIP.
- The current SWIP will always be available to the public on the District web site.
- The existence of the SWIP and the appeal for public input will be solicited in each edition of the *Calendar of Events and Green Guide* and other newsletters of the District.

## Section 13. Conformance with Other Plans

Pertinent sections of applicable town and regional plans and respective findings of conformance are found in Attachment B.

## **Section 14. Attachments**

### **Attachment A: Worksheets**

Attachment A.1	MSW Disposal Estimate
Attachment A.1a	Diversion Rate Estimate
Attachment A.2	District Population and Per Capita MSW Disposal Estimate
Attachment A.3	Biosolids and Septage
Attachment A.6	Pricing and Services
Attachment A.10	Evaluating Convenience

### **Attachment B: Plan Conformance Documentation**

Attachment B.1	Two Rivers-Ottauquechee Regional Commission
Attachment B.2	Town plans

### **Attachment C: Solid Waste Ordinances**

Attachment C.1	Bridgewater: Open Burning Ordinance
Attachment C.2	Hartland: Ordinance Re Dumping of Garbage and Refuse
Attachment C.3	Sharon: Regulations for the Collection and Recycling of Solid Waste
Attachment C.4	Norwich: Ordinance to Prohibit the Disposal of Human Bio-Solid Waste and Septage within the Town
Attachment C.5	Greater Upper Valley Solid Waste Management District: Waste Management Ordinance
Attachment C.6	Hartland: Open Burning Ordinance

### **Attachment D: District Budget**

Attachment D.1	Budget Overview
Attachment D.2	Back Up Sheets