

**HOUSE . . . . . No. 1130**

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The Commonwealth of Massachusetts

PRESENTED BY:

*Michael A. Costello*

*To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:*

The undersigned legislators and/or citizens respectfully petition for the adoption of the accompanying bill:

An Act to protect citizens of the Commonwealth from unsafe and injurious landfills.

PETITION OF:

NAME:

*Michael A. Costello*  
*Steven A. Baddour*

DISTRICT/ADDRESS:

*1st Essex*

**HOUSE . . . . . No. 1130**

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By Mr. Costello of Newburyport, a petition (accompanied by bill, House, No. 1130) of Michael A. Costello and Steven A. Baddour relative to protecting citizens of the Commonwealth from unsafe and injurious landfills. Environment, Natural Resources and Agriculture.

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[SIMILAR MATTER FILED IN PREVIOUS SESSION  
SEE HOUSE, NO. 4639 OF 2009-2010.]

The Commonwealth of Massachusetts

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**In the Year Two Thousand Eleven**  
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An Act to protect citizens of the Commonwealth from unsafe and injurious landfills.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

1 SECTION 1. Section 2 of Chapter 21H, as appearing in the 2008 Official Edition, is  
2 hereby amended in lines 3 through 8, inclusive, by striking the definition of “Assessment” in its  
3 entirety and inserting in place thereof the following definition:--

4 “Assessment,” a project to investigate, monitor, survey, test and gather information to  
5 identify the existence, source, nature and extent of pollution, a threat of pollution or public  
6 nuisance and the extent of risk posed to the public health, safety or welfare, or to the  
7 environment. The term shall also include without limitation studies, services, or investigations to  
8 plan, manage and direct assessment, containment, closure and clean up.

9 SECTION 2. Said section 2, as so appearing, is hereby amended in lines 25 through 29,  
10 inclusive, by striking the definition of “Clean up” in its entirety and inserting in place thereof the  
11 following definition:--

12 “Clean up”, a project for the treatment, removal or disposal of pollution from or at any  
13 existing or closed facility or any location to which such pollution has come to be located, which  
14 cleanup actions shall include, without limitation, actions which restore potability to a drinking  
15 water supply or which prevent the contamination of said supply, including without limitation the  
16 planning, design, and implementation of appropriate means of assessment and remediation of the  
17 contamination problem. Clean up shall also include any appropriate means to prevent or abate a  
18 public nuisance, including, without limitation, any planning, design or implementation of such  
19 abatement or prevention measures.

20 SECTION 3. Said section 2, as so appearing, is hereby amended in lines 30 through 34,  
21 inclusive, by striking the definition of “Closure” in its entirety and inserting in place thereof the  
22 following definition:--

23 “Closure”, a project for the deactivation and completion of a facility, including without  
24 limitation planning, design and implementation of capping, containment, completion and any  
25 other activity necessary or incidental to minimize or prevent damage, or threats of damage, to the  
26 public health, safety or welfare, or to the environment including from public nuisance. Closure  
27 also includes the post-closure maintenance and monitoring of a facility to ensure the integrity of  
28 closure, cleanup, and containment measures and to detect and prevent any adverse impacts,  
29 including but not limited to adverse impacts from public nuisance, on public health, safety or  
30 welfare, or the environment.

31 SECTION 4. Said section 2, as so appearing, is hereby amended in lines 42 through 46,  
32 inclusive, by striking the definition of “Containment” in its entirety and inserting in place thereof  
33 the following definition:--

34 “Containment”, a project for the prevention of leachate, landfill gas or vapor generation  
35 and/or migration from a facility, including without limitation planning, design and  
36 implementation of surface sealing, grading, drainage control, lining, slurry trenching, grout  
37 curtain sheeting, landfill gas collection, landfill gas treatment and other activities necessary or  
38 incidental to control of leachate, landfill gas or vapor generation or migration. Containment shall  
39 also include all means to prevent pollution, threat of pollution or public nuisance conditions from  
40 adversely affecting public health, safety or welfare, or the environment.

41 SECTION 5. Said section 2, as so appearing, is hereby amended in lines 60 through 64,  
42 inclusive, by striking the definition of “Facility” in its entirety and inserting in place thereof the  
43 following definition:--

44 “Facility”, any place or site where solid waste has been or will be deposited, dumped,  
45 stored, transferred or treated, including any landfill, refuse transfer station, refuse incinerator  
46 rated by the department at more than one ton of refuse per hour, refuse composting plant, or  
47 other work for treating or disposing of solid waste, including existing and closed facilities.

48 SECTION 6. Said section 2, as so appearing, is hereby amended in line 126 by inserting  
49 after the definition of “Motor vehicle” the following definition:--

50 “Owner”, or “Operator”, and person who alone or in conjunction with others has legal  
51 ownership, a leasehold interest, or effective control over a facility or any person, including

52 without limitation, an agent, lessee of the owner or an independent contractor, who has care,  
53 charge or control of such facility.

54 SECTION 7. Said section 2, as so appearing, is hereby amended in lines 131 through  
55 136, inclusive, by striking the definition of “Pollution” in its entirety and inserting in place  
56 thereof the following definition:--

57 “Pollution”, any spilling, leaking, pumping, pouring, emitting, emptying, discharging,  
58 injecting, escaping, leaching, dumping or disposing of any solid, liquid or gaseous material  
59 which, because of its quantity, concentration or other characteristics, is or may be injurious to  
60 human, plant or animal life or to property, or may unreasonably interfere with the comfortable  
61 enjoyment of life or property.

62 SECTION 8. Section 4 of said chapter 21H, as so appearing, is hereby amended by  
63 striking the section in its entirety and inserting in place thereof the following section:--

64 Section 4. The department is hereby authorized and directed to establish a program for (i)  
65 the discovery and assessment of pollution, threats of pollution or public nuisance, caused by  
66 existing or closed facilities, (ii) the containment and clean up of such pollution, threats of  
67 pollution or public nuisance, and (iii) the closure of existing facilities causing such pollution,  
68 threats of pollution or public nuisance.

69 (a) In implementing assessment under said program, the department either may take or  
70 arrange for such assessments or may award grants to public bodies, in accordance with rules and  
71 regulations adopted by the department pursuant to chapter thirty A after public hearing, for up to  
72 one hundred per cent of the costs for such assessments. Such assessments may include without  
73 limitation studies, surveys, monitoring, testing and other investigations to identify the existence,

74 source, nature and extent of such pollution and to assess the extent to which such pollution  
75 presents an existing or potential danger to the public health, safety or welfare, or the  
76 environment, and studies, services and investigations to plan, manage and direct necessary  
77 containment, clean up or closure activities.

78 (b) After the discovery of pollution, a threat of pollution or public nuisance, caused by an  
79 existing or closed facility, the department, in accordance with enforcement authority set forth in  
80 applicable statutes and regulations, shall notify the owner and/or operator of the facility of (i) any  
81 requirements to correct such pollution, threat of pollution or public nuisance, and to bring the  
82 facility into conformance with applicable statutes and regulations, and of the steps which must be  
83 taken to do so; (ii) the need for any assessment, or if adequate assessment has been made, the  
84 need for containment, closure or clean up activities to eliminate, minimize or prevent such  
85 pollution or threat of pollution or to abate, contain or clean up a public nuisance; (iii) any  
86 funding available for such assessment, containment, closure or clean up activities under section  
87 three; (iv) the department's authority to take or arrange for any such projects under subsection  
88 (c); and (v) the liability provisions of subsections (e) to (h), inclusive, for the costs incurred by  
89 the department in taking or arranging for such activities.

90 (c) Subject to the provisions of subsections (b) and (d), the department is authorized (i) to  
91 take or arrange for assessment of such pollution, threats of pollution or public nuisance, (ii) to  
92 take or arrange for containment activities in response to such pollution, threats of pollution or  
93 public nuisance, which will prevent or minimize pollution or threat of pollution so that it does  
94 not migrate or otherwise cause or threaten substantial present or future danger to the public  
95 health, safety or welfare, or the environment, or, which will prevent or minimize public nuisance  
96 conditions, and (iii) to take or arrange for such closure or clean up activities as may be necessary

97 to prevent, minimize or mitigate damage to the public health, safety or welfare, or the  
98 environment, which may result from such pollution, threats of pollution, or to prevent, minimize  
99 or mitigate public nuisance conditions.

100 (d) Prior to taking or arranging for any assessment or any containment, closure or clean  
101 up activities under subsection (c), the department shall have informed the owner or operator of  
102 the facility or other legally responsible person as set forth in subsection (b) and the department  
103 shall have notified said owner and/or operator of its intent to take or arrange for such activities;  
104 provided that, if the department determines that an imminent threat exists to the public health,  
105 safety or welfare, or to the environment, or that significant public nuisance conditions exist that  
106 warrant immediate action, then the department shall not be required to provide notice or conduct  
107 assessment prior to implementing containment or cleanup activities to abate or minimize such  
108 imminent threat or significant public nuisance conditions. Notice under subsection (b) and (c)  
109 shall also not be required when the department is unable to determine the identity or location of  
110 the owner or operator of the facility or of any other legally responsible person, or when because  
111 of an emergency or other circumstances, the giving of such notice would be impractical.

112 (e) Except as otherwise provided in this section, the owner or operator of an existing or  
113 closed solid waste facility which causes pollution, threat of pollution or public nuisance, and any  
114 person who is otherwise legally responsible for such pollution, threat of pollution or public  
115 nuisance, shall be liable to the commonwealth for all costs of any further assessment and any  
116 containment, closure and clean up incurred by the department relative to such pollution, threat of  
117 pollution or public nuisance pursuant to subsection (c). Except as provided in subsection (f), such  
118 liability shall be joint and several.

119 (f) Any person otherwise liable for any costs as set forth in subsection (e) who establishes  
120 by a preponderance of the evidence that only a portion of such costs is attributable to pollution,  
121 threat of pollution or public nuisance for which he is included in said subsection (e) shall be  
122 required to pay only such portion.

123 (g) All persons liable under this section who are liable for pollution, a threat of pollution  
124 or public nuisance, caused by an existing or closed solid waste facility, for which the department  
125 has incurred costs for assessment, containment, closure or clean up under subsection (c), shall be  
126 liable, jointly and severally, to the commonwealth in an amount up to three times their liability as  
127 set forth in this section; provided, however, that if any person establishes by a preponderance of  
128 the evidence that only a portion of such costs is attributable to pollution, threat of pollution or  
129 public nuisance for which he is included in said subsection (c), in which case they shall be  
130 required to pay up to three times such portion.

131 (h) Where the person liable for such pollution, threat of pollution or public nuisance is a  
132 city or town, there shall be no liability for the costs of assessment taken or arranged by the  
133 department, and the provision of subsection (g) relating to treble liability for costs incurred by  
134 the department for containment, closure or clean up shall not apply to such public body, and any  
135 liability to the commonwealth under this section, in the case of a city or town shall not be  
136 included in the debt of such city or town for the purpose of ascertaining its legal borrowing  
137 capacity, if after receiving notice under subsection (b), and prior to any action by the department  
138 under subsection (c), such city or town has taken action to obtain financial resources to support  
139 any necessary containment, closure or clean up projects, including without limitation issuing  
140 revenue bonds under section twenty-eight C of chapter forty-four or applying in good faith for  
141 financial assistance pursuant to section three.

142 (i) No indemnification, hold harmless or similar agreement or conveyance shall be  
143 effective to transfer the liability imposed under this section from the owner or operator of any  
144 existing or closed solid waste facility or from any other person who may be liable for pollution,  
145 threat of pollution or public nuisance under this section to any other person. Nothing in this  
146 paragraph shall bar any agreement to insure, hold harmless, or indemnify a party to such  
147 agreement for any liability under this section.

148 (j) The department, as necessary to carry out the provisions of subsections (a) and (c)  
149 may enter into contracts for consultant services, including but not limited to engineering,  
150 technical, legal, administrative, accounting, community information, financial, management and  
151 investigatory function, and may acquire personal property and interests in real estate by leases,  
152 purchases or eminent domain under the provisions of chapter seventy-nine and may pay any  
153 relocation benefits required by law.

154 (k) For the purpose of the administration and enforcement of this chapter and chapter  
155 111, section 150A, and for the protection of public health, safety, or welfare, or the environment,  
156 authorized personnel, agents and contractors of the department may enter any facility at  
157 reasonable times and upon reasonable notice, to investigate, sample and inspect any records,  
158 conditions, equipment, practice or property. Where necessary to ascertain facts relevant to, or not  
159 available at, such facility, any person shall, upon request by any officer, employee or duly  
160 authorized representative of the department, furnish information relating to said facility or to  
161 pollution, threat of pollution or public nuisance therefrom and shall permit said officers,  
162 employees or authorized representatives to have access to, and to copy, all records relating to  
163 said facility or to pollution, threat of pollution or public nuisance therefrom. In the event that the  
164 department reasonably determines as a result of such investigation, sampling or inspection that

165 there has been pollution, threat of pollution or public nuisance from or at such facility, the  
166 department and its authorized personnel, agents, representatives or contractors may enter such  
167 facility and areas proximate thereto and undertake such actions pursuant to this chapter and  
168 regulations promulgated hereunder relative to the assessment, containment, closure or clean up  
169 of pollution, threat of pollution or public nuisance as it reasonably deems necessary. During the  
170 course of any assessment, containment, closure and clean up activities, the department may  
171 restrict or deny entry to the facility and proximate property to protect the public health, safety or  
172 welfare, or the environment, and to provide for the efficient, expeditious and safe conduct of  
173 such actions; such restriction and denial shall not preclude access by an owner or operator of  
174 such facility; provided, however, that such owner or operator complies with all safety and  
175 operational protocols and requirements imposed by and to the satisfaction of the department; and  
176 provided, further, that such owner or operator does not interfere with the efficient, expeditious  
177 and safe conduct of the department's assessment, containment, closure or cleanup activities. The  
178 department may access and utilize funds from the financial assurance mechanisms for a facility  
179 at which there has been pollution, threat of pollution or a public nuisance to address such  
180 pollution, threat of pollution or public nuisance where the owner or operator has failed to  
181 adequately address, as determined by the department, such pollution, threat of pollution or public  
182 nuisance after having an opportunity to do so pursuant to subsection (b) and (d) herein.

183 (l) Nothing in this section shall preclude the department from acting to address pollution  
184 or threats of pollution caused by facilities under the authority of section four of chapter twenty-  
185 one E.

186 (m) Notwithstanding any other general or special law to the contrary, civil actions  
187 brought by the attorney general pursuant to this chapter to recover costs incurred by the

188 commonwealth, and actions brought by the attorney general to enforce action by owners or  
189 operators, shall be commenced within five years from the date the commonwealth incurs all such  
190 costs or five years from the date the commonwealth discovers that the person against whom the  
191 action is being brought is a person liable pursuant to this chapter for pollution, threat of pollution  
192 or public nuisance on account of which the commonwealth has incurred such costs, whichever is  
193 later.

194 (n) The department may establish an administrative record upon which the department  
195 shall base the selection of assessment, containment, closure and cleanup activities in those cases  
196 where the department itself, or acting through its agents or contractors, carries out an assessment,  
197 containment, closure or cleanup activities. The administrative record shall be available to the  
198 public at the department office most convenient to the facility in question. The department may  
199 also place duplicates of the administrative record at any other location.

200 The department shall promulgate regulations establishing standards for the content of the  
201 administrative record. Until such regulations take effect, the administrative record shall consist  
202 of all items developed and received pursuant to procedures used by the department for selection  
203 of the assessment, containment, closure and cleanup activities, including procedures, if any, for  
204 the participation of interested parties and the public, on the date this section first takes effect.

205 The development of an administrative record, the selection of assessment, containment,  
206 closure or cleanup activities pursuant to this chapter, and the issuance of a notice by the  
207 department to any owner or operator of a facility or to any other legally responsible person  
208 asking that such person undertake assessment, containment, closure or cleanup actions shall not

209 be adjudicatory proceedings and shall not be subject to those provisions of chapter thirty A, or of  
210 any other law, governing adjudicatory proceedings.

211 (o) Nothing in this section shall be construed as a defense to liability.

212 SECTION 9: Notwithstanding any special or general law to the contrary, the provisions  
213 of Chapter 21H of the General Laws shall apply to the site known as the Crow Lane landfill,  
214 located in Newburyport, Massachusetts, upon passage of this act.