

Solid Waste Implementation Plan Guidance for Vermont Municipalities

July 2014

Introduction

Vermont solid waste management entities (SWMEs)—including districts, alliances, groups, and independent towns—are required to adopt an approved Solid Waste Implementation Plan (SWIP) by **June 18, 2015**. This is one year from date of the Vermont Materials Management Plan (MMP) adoption. The main purpose of a SWIP is to document solid waste facilities and services offered within a SWME's jurisdiction, and to articulate how solid waste will be managed and reduced. SWIPs must be consistent with the MMP in overall planning expectations, state goals, and performance standards.

This guidance document offers suggestions for how to address the performance standards found in each MMP chapter. While the performance standards are the minimum requirements for conformance with the MMP, the Agency of Natural Resources (ANR) encourages SWMEs to consider additional tools of action when developing the SWIP. Acknowledging there are many ways to meet the performance standards, each SWME may utilize various innovative methods that are not prescribed by ANR.

This guidance document should not be used in place of the MMP; it is intended to be a supplement. Attachments to this guidance include a SWIP template that SWMEs may choose to use to expedite their SWIP writing, and a checklist to assist with what content must be included with SWIP submittal at a minimum. There is no requirement for SWMEs to use the attached template though a table format is the preferred structure when drafting your SWIP.

Deadline & Submittal Method

By June 18, 2015 SWMEs are required to adopt an approved SWIP that is in conformance with the MMP. Once approved by ANR, the SWIP will replace prior plans that were in conformance with the 2006 Solid Waste Management Plan. ANR recommends that SWIPs be submitted for pre-approval by **December 15, 2014** in order to ensure formal approval by **June 18, 2015**. When submitting a SWIP to ANR, follow these instructions:

1. Include SWIP as a PDF document attached to an email,
2. Submit SWIP electronically to: ANR.DECswip@state.vt.us, and
3. Use a "send receipt" when submitting final SWIP via email and make the subject of the e-mail: "SWIP for [enter name of SWME]."

SWIP Approval Process

Once a draft SWIP is submitted, ANR will review the SWIP for completeness and consistency with the MMP. If it is consistent with the MMP, it will be "pre-approved," and the SWME can proceed with adopting the plan in their jurisdiction knowing that ANR will issue a final approval once adopted. If the draft SWIP is determined not to be consistent with the MMP, ANR will explain what is needed to make it "approvable" and request that the plan be revised and resubmitted.

Structure and Content of SWIP

ANR has provided SWMEs with a SWIP Template as an attachment to this guidance. Once completed, the template can be saved or printed as a PDF and attached to an e-mail, along with any other additional documentation that the SWME feels is necessary to supplement the SWIP.

Should a SWME opt to draft their own SWIP without use of the template, the SWIP must contain the following information in an introduction section before specific performance standards are addressed:

- A short introduction stating the name of the SWME and year chartered if this applies,
- Entity's mission for materials management, and
- Names of member towns.

In the next section, the SWIP shall address every performance measure with sufficient level of detail to ensure a successful implementation and timeframe for meeting required deadlines.

The Secretary shall not approve a SWIP unless the SWME demonstrates the following:

1. **Tasks** that will be undertaken to complete each performance measure as outlined in each chapter of the MMP.
2. **Timeline** for each task, as well as the deadline for completing the performance measure.
3. **Disposal rate for the SWME area.** Include the calculation of the total disposal and per capita disposal rate for municipal solid waste in the jurisdiction for which the SWME has authority.
4. **Solid Waste Facilities Siting Criteria.** Describe any siting criteria that will apply to solid waste management facilities which may be proposed by any public or private entity in the SWME region. Siting criteria shall not be less stringent than those included in Vermont Solid Waste Management Regulations.
5. **Specify Facilities included in the plan.** Specify what existing solid waste facilities are "included in" the plan. Under state law (10 V.S.A. Section 6605(c)), the Agency shall not issue a certification or recertification for a solid waste facility (except for a sludge or septage land application project) unless it is included in a municipality's SWIP. Describe how proposed facilities will be reviewed for inclusion in the plan. Explain the process to be used to determine if solid waste facilities proposed to be located in the SWME will be "included in" the solid waste implementation plan. The process may reference the siting criteria and existing zoning ordinances, may require a host town agreement, or may defer to the requirements in the Vermont Solid Waste Management Rules for some or all types of solid waste facilities. Certified Solid Waste Management Facilities must be included in a SWIP in order to qualify for a solid waste certification. Categorical Certified facilities are not required by state statute to be included in a SWIP. It is a local decision by the SWME whether or not to include categorical certified facilities. The standard(s) for being "included in" the solid waste implementation plan should be clear.
6. **Public Participation Plan.** Describe the process that will be used to ensure early and sustained public participation in development and implementation of the plan. Local citizens, businesses, organizations, and solid waste management facility owners should be notified of the opportunities to participate in the public process for plan development and implementation.
7. **Ordinances.** Include copies of any local ordinances pertaining to solid waste or materials management.
8. **Conformance with Other Plans.** Demonstrate that the Solid Waste Implementation Plan is in conformance with any regional plan adopted in accordance with 24 V.S.A. Chapter 117. Demonstration may be in the form of a letter from the applicable regional planning commission(s) regarding conformance of the SWIP with the regional plan(s). When member towns reside in multiple regional planning commissions, conformance must be shown for all regional plans affected.

9. **List of all solid waste facilities, including Categorical Certification Facilities** that exist in region to take materials identified as banned in the Universal Recycling law as well as additional “non-banned” but MMP identified materials (ex: textiles).
10. **Contact information for all solid waste haulers** and a list of services they provide within their region.
11. **Variable Rate Pricing Program description** and any passed or proposed ordinances related and how the program will be implemented.

SWIP Reporting

After a SWME adopts a SWIP, performance standards are required to be met within specified timeframes identified in the MMP. While most performance standards must be met annually, some require reporting within six months of SWIP adoption (such as sending ANR a link to the SWME’s webpage and A-Z list options for managing materials in their jurisdiction). ANR is developing a form to simplify the SWIP implementation reporting process for SWMEs.

The SWIP Implementation Report will be due annually and must include the following:

- A description of the status of meeting each performance standard and supporting documentation. See documentation requirements for each section of the MMP included in the Performance Standard Tables.
- An overall budget for the SWME which at a minimum should show costs for these categories: administrative, operating and facilities, and outreach and education

The ANR approved SWIP, in conformance with the MMP, will serve as the first annual implementation report that is due July 1, 2015.

Examples of Actions Needed to Meet Performance Standards

The MMP was designed as an action oriented document that sets key deliverables with set timeframes. Deliverables and documentation submitted to ANR annually will be used to evaluate the progress made by each SWME to implement the Universal Recycling law, and meet the goals of the MMP. The SWIP should state what steps will be used to make sure MMP performance measures and Universal Recycling phase-in dates are met on time and within the expectations of the MMP. SWIPs must clearly indicate how all numerical standards (like the number of schools that will be the focus for outreach per year, for example) will be met. *Refer to the MMP for specific minimum requirements that must be met.*

While SWIPs are also meant to be action oriented documents and not lengthy planning documents, some planning is needed. SWMEs are expected to provide a concise description of the actions they will take to achieve objectives. When reviewing the draft SWIP, ANR will be looking for answers to the following questions:

- How many schools are already recycling/composting?
- How many others need to implement recycling/composting programs?
- When do you intend to initiate contact with the school and how will you track progress made for documentation purposes for the annual report?
- Is there HHW collection in your jurisdiction?
- What are the operational hours for HHW collections and are all the currently landfill banned toxic and hazardous items collected at these events?
- What services exist, where are they located, and what are the hours of operation for collection of materials identified in the MMP?

These types of questions are meant to serve as prompts to think about how the SWME will complete the performance standard and ensure that thought is put into timing, documentation, and evaluation of existing and needed services or programs. Though not a requirement, SWMEs may choose to include detailed information on what schools will be partnered with which years, or which businesses will be the focus for efforts in a given year.

The SWIP template provides spaces for you to define a timeframe to meet MMP deadlines for each of the performance standards, and outline the actions that will be taken to complete the requirement. The following suggestions below are examples of possible action steps separated by each chapter of the MMP.

General Section

NOTE: Since this chapter of the MMP is not based on a specific material type, these items are not suggestions of action, but rather provide detail on how to complete the requirements of the general section.

- Details on disposal and diversion data reporting:
 - Please note that municipal solid waste (MSW) disposal data is due annually and diversion data is due every other year.
 - For the initial submittal of MSW disposal data (**due July 1, 2015 along with the SWIP**), SWMEs can submit disposal data for their region collected under their current data system with a short description of how MSW data is tracked. If a SWME does not have a MSW data system, they may submit an estimate of the total MSW that is managed yearly in their area, referencing MSW reported in ReTRAC from facilities located in their regions. ANR will make MSW disposal data that has been entered into the ReTRAC system available to SWMEs upon request. Please note that reporting facility MSW data may not be representative or accurate of the total MSW that is disposed by residents/businesses in the region and this option is only allowed for calendar year 2014 data.
 - By October 2014, ANR will define future reporting strategies in a Data Reporting Template. The MSW Disposal **data that is due July 1, 2016 for the 2015 calendar year must meet the requirements defined in the new data reporting template by ANR.**
 - Tracking diversion is challenging. Indicate what actions will be taken to collect diversion data for the region. Note that data from private generators of large volumes of recyclables and organics are encouraged but not required. A SWME may choose to enact an ordinance for their region to aid in tracking this data. **Diversion data is due July 1, 2016 for the 2015 calendar year. Therefore any diversion data collection system needs to be in place by January 1, 2015.**
 - Indicate how data will be tracked annually to ensure reporting requirements and deliverables are met. Indicate what actions will be taken and the time that will be dedicated to complete the reporting requirements. For example, SWMEs can require that a solid waste hauler or facility report collection totals to the SWME by passing an ordinance or having a hauler licensing and report program.
- Outline plan for multi-media public outreach to happen in the first year of SWIP by including types of media that will be utilized, how different target audiences will be captured, and what frequency the outreach will be distributed.
- List proposed dates, times, and locations for two public meetings held during SWIP term (in the second and fifth years) and the purpose of each meeting. It is anticipated that there may need to be adjustments made, this is asked so that thought is put into the timing of when and where these meetings should be held.
- Describe plan for webpage development within six months of SWIP adoption if required content does not already exist.

Recyclables Section

NOTE: The following bullets are suggestions only. SWMEs should refer to the performance standards of the MMP when drafting their SWIP. These suggestions are meant to help SWMEs understand some of the various actions they might take and therefore describe in their SWIP to meet certain performance standards. SWMEs should develop a strategy that works for them that may or may not include the following examples.

- Indicate what schools will be prioritized for visits over the SWIP term as required by the performance standards.

- For schools and businesses with recycling programs, verify all mandated recyclables are consistently collected.
- Indicate if school board meetings presentations (or other school administration meetings) will be utilized to explain the UR law and impact on schools.
- Indicate if “kid-friendly” educational materials will be developed or collected from other existing resources on related UR law concepts (refer to ANR’s School Waste Reduction Guide for further assistance). Name suggested resource(s).
- List the amount of staff time devoted to outreach to schools (i.e. 1 full time employee (FTE), 3 part time employees (PTE) or contractors, a plan to increase workforce, etc. to meet all recycling related requirements).
- Describe how a school waste reduction committee might be formed and how the committee may help evaluate methods to reduce waste and recycle more.
- Consider if it is possible to conduct a waste audit and with what frequency. Offer guidance on what is recyclable; organize field trips to MRFs, compost facilities and landfills, etc.
- Indicate if the SWME will work with a student run “Eco-Club” to raise awareness through students.
- Include plan for offering outreach and promoting awareness on Act 148 statutory provisions, such as public space recycling and mandated recyclables ban starting July 1, 2015.
- Indicate how assistance will be provided for setting up parallel collection and assessing need for additional use of signage.
- Offer suggestions for types of collection containers, signage and placement.
- Note if time will be dedicated to create templates for signs.
- Evaluate ability to host a program that offers recycling containers at low or no cost to local government buildings and spaces.
- List different types of events in region that SWME plans to work with over SWIP term and how partnership efforts will be made and sustained to improve services at those events.
- Indicate frequency of web maintenance and updates that may include event waste reduction information, signage and posters on SWME website.
- State what, if any, outreach will be provided on location of collection sites for all textiles on website, flyers, etc.
- Indicate how the textile recycling requirement will be met, and if a shed or container collecting rags, shoes, all linens and clothing will be accessible year-round to meet the minimum requirement for textile collection.
- Describe plan for technical assistance for waste reduction at public events.

ADDITIONAL NOTES:

Outreach on recyclables is encouraged to be combined with outreach on Organics and HHW/CEG as long as the strategy shows significant focus on meeting deliverables specific to the Recycling chapter.

Organics Section

NOTE: The following bullets are suggestions only. SWMEs should refer to the performance standards of the MMP when drafting their SWIP. These suggestions are meant to help SWMEs understand some of the various actions they might take and therefore describe in their SWIP to meet certain performance standards. SWMEs should develop a strategy that works for them that may or may not include the following examples.

- List amount of staff time devoted to outreach to schools (i.e. 1 FTE, 3 PTE, a plan to increase workforce, etc. to meet all organics related requirements).
- Indicate what schools will be prioritized to visit over the SWIP term as required by the performance standards. Explain proposed program and goals for reaching required number of schools. (A program could include a waste evaluation audit or sort conducted by the SWME, the formation of a committee, a formal policy, and a way to measure the effects of the program on waste composition and amount reduced/diverted.)
- Refer to ANR’s School Waste Reduction Guide for further suggestions on school programs.
- Describe the planned components of required public outreach campaign and indicate how information will be tailored for sectors with specific organics diversion needs and issues.

(This could include in-person or phone and email outreach regarding materials banned from disposal, waste reduction resources available, waste evaluations, and green certification programs. It can also include Public Service Announcements (PSAs), television, radio and newspaper spots alerting residents, businesses and institutions to UR Law requirements and options for organics management.)

- Describe collaboration with a food rescue organization and/or other efforts for food rescue outreach.
- Include plan for offering outreach and promoting awareness on Act 148 statutory provisions: the phase in of food scrap landfill bans culminating in the residential ban July 1, 2020, and the leaf and yard debris ban July 1, 2016
- Describe plan for technical assistance for waste reduction at public events.

ADDITIONAL NOTES:

Outreach on organics is encouraged to be combined with outreach on Recyclables and HHW/CEG as long as strategy shows significant focus on meeting deliverables specific to the Organics chapter.

Construction & Demolition (C&D) Debris Section

NOTE: The following bullets are suggestions only. SWMEs should refer to the performance standards of the MMP when drafting their SWIP. These suggestions are meant to help SWMEs understand some of the various actions they might take and therefore describe in their SWIP to meet certain performance standards. SWMEs should develop a strategy that works for them that may or may not include the following examples.

- Describe public outreach campaign to inform residents and businesses of preferred practices for the reduction of C&D materials generated and for end-of-life management.
- List collection points within SWME area and in adjacent SWME areas that are able to accept C&D debris, including asphalt shingles, dry wall, and clean wood.
- Indicate if collection points will be co-located with facilities that are collecting MSW and recycling to encourage proper management.
- Describe plan to educate large, medium, and small commercial contractors, as well as the Do It Yourself (DIY) community on sources to find reusable materials, as well as locations to take reusable and recyclable C&D materials.

HHW, CEG Hazardous Waste, Universal Waste and Electronic Waste

NOTE: The following bullets are suggestions only. SWMEs should refer to the performance standards of the MMP when drafting their SWIP. These suggestions are meant to help SWMEs understand some of the various actions they might take and therefore describe in their SWIP to meet certain performance standards. SWMEs should develop a strategy that works for them that may or may not include the following examples.

- List minimum number of schools to be contacted or visited each year of plan and how contact will be made.
- Indicate what information will be distributed and how it will be distributed on toxics reduction at home and school in the waste reduction committee.
- Describe plan to work with a student run “Eco-Club” to promote use of product stewardship programs, HHW events, and facilities for proper disposal/recycling by students and their families.
- List amount of staff time devoted to outreach to schools (i.e. 1 FTE, 3 PTE, a plan to increase workforce, etc. to meet all HHW/CEG hazardous waste related requirements).
- Describe how SWME plans to promote the Environmental Assistance Office’s (EAO) services and provide direct assistance where possible.
- Work with EAO to offer a waste evaluation at schools and offer guidance on what is hazardous or toxic in school and home. Offer information on alternatives to toxic products when possible for school and home. Work with EAO and school on safe handling and management practices for chemicals used.
- Describe how SWME will stay current on existing product stewardship and extended producer responsibility programs.

- Describe what SWME events and/or facilities are available for convenient, cost-effective disposal and/or recycling for schools, and how that information will be shared with the targeted audience. (This could include in-person or phone and email outreach regarding materials banned from disposal; making waste reduction resources available; providing waste evaluations and green certification programs. It could also include PSAs, television, radio and newspaper spots alerting residents, businesses and institutions of current landfill bans, toxicity of products, and options for proper management and or recycling/disposal.)
- List goals for number of businesses and institutions to be contacted and visited each year.
- Outline strategy to provide required HHW/CEG services, including specific plan for additional requirements to meet convenience standard each year (i.e. 15 mile minimum, access to year round disposal/recycling for materials listed in the MMP).
- Outline goals to meet requirements for each year of the Plan including continued operation or siting of a year round permanent facility or setting up increased collection events.
- Indicate the number of events and operating hours to be scheduled, amount of staff time dedicated to working events/facilities and setting up collection locations or connecting with existing private locations. Indicate how data will be collected and managed to show if there is an increase in staff to meet minimum.

ADDITIONAL NOTES:

- To clarify timeline notation in the HHW chapter of the MMP, “Year 1” is considered calendar year 2014. HHW data for calendar year 2014 is due by July 1, 2015 via ReTRAC.
- Outreach on HHW/CEG is encouraged to be combined with outreach on Organics and Recyclables, as long as strategy shows significant focus on meeting deliverables specific to the HHW/CEG Hazardous Waste chapter.
- SWMEs may share events or facilities to meet minimum requirements as long as convenience standards are met for all SWMEs involved.
- If a SWME operates a permanent facility and has a town that lies outside of the 15 mile range, then an event must be offered for that town. Access to one event per year is sufficient for the outlying town as they can access the permanent facility throughout the year.
- In the event that an SWME provides additional events above the minimum requirement, waivers to the minimum duration for each event may be considered and approved by ANR.

Sludge, Septage and Residual Wastes

NOTE: The following bullets are suggestions only. SWMEs should refer to the performance standards of the MMP when drafting their SWIP. These suggestions are meant to help SWMEs understand some of the various actions they might take and therefore describe in their SWIP to meet certain performance standards. SWMEs should develop a strategy that works for them that may or may not include the following examples.

- Indicate how informational materials will be distributed or what programs will be offered to increase awareness and understanding of sludge and residuals, how they are managed currently, and how disposal of household wastes, pharmaceuticals, and other chemicals into wastewater and septic systems impacts the environment and final management options for material.
- Describe if tours of local facilities will be organized (such as field trips for schools), especially those that are active in the beneficial use of residual wastes.
- SWMEs may work with municipalities and large local generators of residual wastes to explore, develop, and implement opportunities for beneficial use.