# Mountains & Marshes

South Carolina Environmental Law Project ~ P. O. Box 1380 ~ Pawleys Island, SC 29585 ~ 843-527-0078

**Winter / Spring 2009-2010** 

## **Judge Overturns Landfill Permit**

SCELP Making Progress in Fight Against Excess Landfill Capacity

or nearly four years, residents of Gray Court have fought to keep North Carolina-based

On October 23, 2009, EAGLE and SCELP won a significant court battle when Administrative Law MRR Highway 92 LLC from building a landfill Judge Ralph King Anderson issued his order reversing

> the DHEC permit decision, saying that the landfill violated the South Carolina Solid Waste Policy and Management Act because it is not needed.

> The appeal went to trial on July 22, 2009. The case is one of a series of landfill cases undertaken over the past two years by SCELP. The decision of the Administrative Law Judge (ALJ) accepted SCELP's arguments that DHEC failed to properly follow state laws requiring a "demonstration of need" for all solid waste facility permits.

Although the SC Solid Waste Act expressly prohibits the issuance of permits without a "demonstration of need," DHEC has issued permits for more than double the landfill capacity that is actually needed in South Carolina as measured by current and projected waste generation rates.

near their homes in rural Laurens County. After form- DHEC has justified the permits by use of a formula that the agency admits does not really measure "need." DHEC regulations authorize the agency to go beyond the formula and consider "additional factors in determining need on a case by case basis," but DHEC has never made use of this "additional factors" provision.

> The proposed landfill was designed to handle only construction and demolition debris, along with yard and land clearing waste (this type of landfill is commonly known as a "C&D landfill"). Although Laurens County generates only about 17,000 tons of such



An Aerial View of Lake Martin. The Proposed Landfill would have been built just above the upper waters of the lake, off the top left corner of this photograph.

ing a group called Engaging and Guarding Laurens County's Environment (EAGLE), the residents pursued a model strategy of gathering information and political support, and presenting their case against the landfill to the state landfill permitting agency, the South Carolina Department of Health and Environmental Control (DHEC). When DHEC ignored their arguments and granted the permit, the residents took their case to the SC Administrative Law Court, and asked SCELP to provide legal representation.

## A Note from the Director

hen SCELP was formed in 1987, one of the motivating factors in creating the organization was the looming legal battle over the hazardous waste landfill on the shore of Lake Marion near Pinewood. At that time, South Carolina led the nation in imports of hazardous waste. In addition to the Pinewood landfill, there were commercial hazardous waste incinerators in Rock Hill and Roebuck. We knew we needed an organization like SCELP to take on the legal challenges these facilities presented.

The Pinewood landfill had been permitted in the mid-1970s under state regulations that did not require any public notice. An opportunistic employee of the SC Department of Health and Environmental Control (DHEC), knowing that new statutes and regulations would make it difficult to open new hazardous waste landfills in the future, worked out a deal to take over the landfill and arranged to have the permit transferred to his new company the day after he resigned his position as an administrator of DHEC's hazardous waste permitting program. For years, he raked in millions of dollars as he brought some of the most toxic substances on earth for burial along the shoreline of SC's largest freshwater lake.

I got involved in the legal battle over this landfill in 1985, representing Energy Research Foundation and Sierra Club. We worked out an arrangement to obtain insurance coverage for the hazards of the landfill, and began laying the groundwork for the battle which would ensue. The final permit battle began in 1988 and did not end until 2001.



Jimmy Chandler and daughter Leigh on the front steps of their home.

Fortunately, we won the permit battle and the landfill was closed in 2000. Unfortunately, by the time the landfill closed, over 5 million tons of toxic, ignitable, reactive or corrosive waste had been dumped at the site. The risks of that waste will continue forever, and the citizens of this state will face an enormous cleanup cost someday. Legal battles and market forces also resulted in the closure of the hazardous waste incinerators in

Rock Hill and Roebuck, and by the early years of this century this state was out of the business of importing hazardous waste.

Today, however, we're still importing waste. We've been increasing the capacity of our municipal solid waste and

construction debris landfills at a pace that has far exceeded our own production of such waste. Right now, we have at least double the amount of landfill capacity that we need to take care of South Carolina waste. Yet DHEC continues to issue permits for new landfills and expansions of existing landfills and our state is now a major importer of garbage and construction debris.

Over the last two years, SCELP has been heavily involved in leading the effort against the expansion of landfill capacity in South Carolina. We see no reason to burden our lands, our waters and our health with more landfills than we need. We believe that the permitting of more landfill capacity than we need is a violation of state waste policies, and that the regulations DHEC uses in determining need for landfills are seriously flawed.

So once again, SCELP is in the midst of another key environmental law battle, and we're beginning to have some success. Our ability to continue this work depends on your support. We hope you'll stay behind us in this effort.

On a personal matter, I'm recovering from successful coronary bypass surgery that I underwent on October 16. Amy Armstrong and Jordan McDonald have done a terrific job for SCELP while I've been home recuperating. As I write this, it's been one month since the operation, and I'm back at work, though not yet full time. I am looking forward to building back my stamina and shaking off the nagging health issues that have plagued me for the last year. I also hope to spend more time out on our beautiful waterways and natural areas, and a little less time in the office. Don't worry — I can still get a lot done for SCELP even without the mad schedule I've kept for years.

#### South Carolina Environmental Law Project, Inc.

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waste a year while already hosting existing landfills with an annual capacity of over 241,000 tons, MRR proposed to build another landfill with a capacity of 154,000 tons per year.

Using its formula, DHEC approved the proposed landfill at 154,000 tons per year, which represents the total amount of C&D waste generated each year in all of Laurens, Greenville, and Spartanburg Counties. The formula allows this result because there is only one existing commercial landfill within 10 miles of the site of the proposed MRR landfill. The formula also sets the landfill's annual capacity at the total amount of waste generated within any counties having any area within 10 miles of the landfill site, with no deductions for or consideration of existing landfills within those counties.

SCELP and EAGLE argued that because the three-county area has a total existing C&D landfill capacity of over 810,000 tons per year, while generating only about 250,000 tons of C&D waste, and because some of these other landfills were just outside the 10-mile radius from the proposed MRR landfill site, this additional existing landfill capacity was an "additional factor" that should have been considered by DHEC. The ALJ agreed.

The ALJ noted that the term "need" is commonly defined to mean "a condition requiring supply or relief." Since the SC Solid Waste Policy and Management Act requires a "demonstration of need," the ALJ said that "it is obvious that the General Assembly intended that a demonstration of 'need' must involve proof that the circumstances within the region of the landfill indicate additional landfill capacity is needed to meet the public's



The location of the proposed landfill is outlined in red; Lake Martin is to the east.

demands." Considering the evidence showing that the three-county area is using only about 32% of the existing C&D landfill capacity under the view of the evidence most favorable to MRR, the ALJ concluded: "I therefore find that the proposed facility is not needed." He reversed the DHEC decision and directed that the permit be denied.

MRR has filed notice of appeal in the South Carolina Court of Appeals. EAGLE has filed a counter-appeal to raise additional grounds supporting the ALJ's reversal of the DHEC permit. SCELP believes that the ALJ's decision is solidly supported by the evidence and law and thus will be upheld on appeal.

The decision in this case represents significant progress in the broad effort to stop, or at least slow, South Carolina's recent movement toward becoming a major dumping

ground for the entire nation. Other progress is described below.

### Marlboro Landfill Denied Re-Zoning Request

The parent company of MRR Highway 92, LLC, MRR Southern, is also seeking to build a "megadump" garbage landfill in Marlboro County, right on the North Carolina line. But MRR has again run into solid opposition from Marlboro County residents, as well as from Marlboro County Council.

Citizens for Marlboro County has asked SCELP to assist their broad-based citizens group in opposing this landfill. So far, SCELP's job has been easy due to the energetic work of this grass roots organization.

Marlboro County generates only a small amount of garbage (Municipal Solid Waste is the jargon phrase, or MSW) and the

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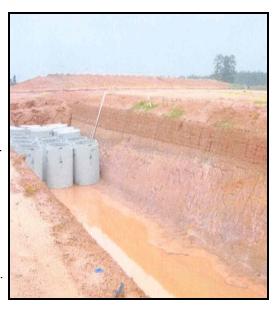


## <u>Spectre-Challenge to the</u> <u>to the Coastal Management Program:</u>

We argued the validity of the State's Coastal Management Program on October 21 in the S.C. Supreme Court. The Coastal Management Program ("CMP") gives protection to isolated wetlands in the eight coastal counties. The developer of a 63-acre tract in Murrells Inlet, SC, wants to fill in 32 acres of isolated wetlands for a commercial development. When the wetlands fill was denied using the CMP's rules, the developer challenged the validity of those rules. The arguments went very well and we are hopeful for a ruling upholding the CMP from the State's highest court.

#### Chem-Nuclear:

On October 6 we argued our Chem-Nuclear case in the S.C. Court of Appeals. At issue in this appeal is whether state law allows radioactive nuclear waste to be placed in concrete vaults with holes in the bottom. The holes allow water to come into contact with the radioactive waste and flow in and out of the vaults. The vaults are placed in trenches and left open to rainfall for months while the they are filled with radioactive waste. The law requires the use of "engineered barriers" designed to protect the general population from releases of radioactivity. Those engineered barriers are supposed to be designed to minimize water coming into contact with the waste and the migration of waste and contaminated water out of the disposal units. But radioactive tritium in nearby surface waters indicates that practices utilized at the Chem-Nuclear facility have not met those requirements. The Judges asked insightful questions during arguments and we hope that the Court of Appeals will rule in our favor and require that radioactive waste be isolated from the environment.



## <u>Kiawah Island/</u> Captain Sam's Spit:

We completed a week-long trial before Chief Administrative Law Judge Ralph King Anderson, III, August 24-28, 2009. The case involves a developer's request for a 2,783' long by 40' wide concrete block erosion control revetment and bulkhead along the banks of the Kiawah River. The structure would cover nearly 3 acres of the public's sandy beach in order to facilitate a residential development on Captain Sam's Spit. We submitted briefs to the ALC in November and are optimistically awaiting a decision.

### Arcadia Lakes:

On September 3-4, we completed the trial of our Arcadia Lakes case before Administrative Law Judge John D. McLeod. In that case the developer wants to excavate a lily pad pond and convert this thriving wetland/pond system into a stormwater detention system. DHEC failed to evaluate whether the excavation and impacts to the pond comply with water quality regulations. We are fighting to force DHEC to apply the water quality regulations and protect the lily pad pond.





### Risher Bridge:

We have submitted our briefs to the Court of Appeals in this case, in which we are seeking to uphold and enforce the regulatory prohibition on building bridges to small marsh island, also known as "hummocks." Also at issue is DHEC's jurisdiction over wetlands adjacent to and influenced by tidal waters. An ALJ overturned DHEC's denial of a permit. We have strong grounds on appeal and are awaiting a date for oral arguments.

#### **Congaree National Park:**

Through our federal National Environmental Policy Act (NEPA) suit, we successfully forced the Federal Highway Administration and the S.C. Department of Transportation to conduct a new review of impacts resulting from the proposed new Highway 601 Bridges running through Congaree National Park. Judge Margaret Seymour ruled that the NEPA review was inadequate and ordered FHWA and DOT to take a "hard look" at the impacts that would result from the bridge construction. Unfortunately, the new NEPA review is again inadequate and will likely result in a second NEPA challenge in federal court.



## **Progress in Wetland Clean Water Act Suit**



SCELP's work in our Deerfield Plantation federal Clean Water Act ("CWA") citizen's suit is moving forward. In this case, the U.S. Army Corps of Engineers ("Corps") declared in 2007 that there were no wetlands or "waters of the U.S." requiring CWA permits on the old Deertrack South golf course, despite the presence of obvious interconnected wetlands and ponds that flow through a series of ditches and into the Atlantic Ocean. Based on this determination, a developer won approval of plans to fill in wetlands and ponds for construction of a large residential development on the old golf course.

On behalf of a Deerfield neighborhood association, SCELP challenged the Corps' decision in federal court and presented evidence to the Corps that the wetlands and ponds had a direct sur-

face connection and flowed into navigable waters. In light of the information we presented, the Corps and the developer agreed to send the CWA jurisdictional determination back to the Corps and allow it to reopen the administrative record and reconsider its jurisdictional determination. The Corps is in the process of determining whether to reconsider its jurisdictional determination.

We have submitted thorough documentation supporting our contention that the wetlands and ponds are adjacent to and have a direct connection with navigable waters and thus are jurisdictional wetlands that are regulated under the Clean Water Act.

We also have two parallel suits involving the wetlands and ponds adjacent to the Deerfield Plantation. Unfortunately, in one of those cases, our appeal of the stormwater permit in the Administrative Law Court, we received an adverse ruling. While the Judge recognized that the wetlands and ponds are waters of the State subject to regulation, he did not require DHEC to review impacts to those waters that would stem from development of the site. We have appealed that decision to the Court of Appeals. The other case remains pending in Horry County circuit court.





Photo Courtesy of Landfill-site.com

Story continued from page 3

counties surrounding it have all adopted plans for taking care of their garbage that do not involve this proposed MRR landfill. Yet in 2007, DHEC issued a letter approving MRR's "demonstration of need," once again basing "need" on the formula that does not measure need.

MRR does not own the land at the proposed landfill site, but has an option to purchase it. The property's zoning does not allow an MSW landfill, so MRR filed a request asking Marlboro County to re-zone the property to allow the landfill. MRR also filed an application for a special use permit for the landfill. Responding to overwhelming citizen opposition, the Marlboro County Planning Commission, Marlboro County Council and the county Board of Zoning Appeals denied the

re-zoning application and the special use permit. MRR has filed two lawsuits against the county to challenge these decisions. SCELP will file motions to intervene in these cases to help defend the county's decisions.

## Williamsburg County Landfill Permit Back in Appeal

In 2008, MRR worked out a deal with Williamsburg County to turn the county's small landfill operation into a "mega-dump" taking in more than 2,300,000 tons per year of garbage. Grass-roots opposition from the Coalition of Concerned Citizens of Williamsburg later led Williamsburg County Council to terminate the agreement with MRR. At that point, we thought a problem had gone away. In June, however, DHEC issued a new "demonstration of need" for an expansion of the county landfill to 400,000 tons per year. Yet the county

currently generates less than one-eighth of this amount of garbage.

On behalf of the SC Coastal Conservation League and the SC Wildlife Federation, SCELP has filed an appeal of this "demonstration of need" in the Administrative Law Court.

#### Challenge to Needs Regulation

It has become evident that a major problem with this state's landfill permitting program is the inconsistency between the statutory requirement of a "demonstration of need" and the DHEC regulation that substitutes a formula that appears to arbitrarily determine need, and which leads to demonstration of need approvals where



Lee County Landfill in SC. Photo Courtesy of SCDHEC

there is no objective need. SCELP has argued this inconsistency in the cases it has presented to the Administrative Law Court, but that Court has ruled that it lacks authority to strike down a DHEC regulation.

To get at this issue, SCELP has filed suit against DHEC, MRR, and Williamsburg County, asking the state circuit court to declare that the DHEC "needs" regulation is invalid because it is improperly inconsistent with the statutory demonstration of need requirement. The case is pending in Marlboro County.

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