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CONSERVATION AND NATURAL RESOURCES

Waste Management: Require Compilation of Inventory of Hazardous Sites in Georgia and Require Disclosure by Property Owners of Hazardous Waste Contamination

CODE SECTIONS: O.C.G.A. §§ 12-2-2, 12-8-90, -95.1, -96.1, -97 (amended)
BILL NUMBER: SB 294
ACT NUMBER: 355
SUMMARY: The Act requires the Environmental Protection Division to compile and update an inventory of hazardous sites which list all the locations in Georgia where substantial amounts of hazardous waste have been dumped or released. The Act also sets forth disclosure requirements by owners of property contaminated with hazardous waste, and provides the Environmental Protection Division flexibility to assess fees on waste generation and to enforce cleanups.
EFFECTIVE DATE: April 5, 1993

History

In response to the approximately eight hundred illegal toxic waste dumps in the state, such as the well-publicized Basket Creek Site in Douglas County, the Georgia General Assembly established a state-run Superfund program in 1992.1 The program entitled the “Georgia Hazardous Site Response Act” empowered the Environmental Protection Division (EPD) to force cleanups of contaminated sites for which responsible parties can be found, and provided a source of funds if no financially responsible party can be located.2

The United States Environmental Protection Agency remediates sites that pose the greatest danger to human health and the environment under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), commonly known as Superfund.3 However, the Georgia sites that rank on the federal Superfund only amount to about

2. 1992 Ga. Laws 2234 (formerly found at O.C.G.A. § 12-8-90 (1992)).
five percent of the illegal dump sites in Georgia. Therefore, the Act is important as a means for Georgia to remediate the sites that are not covered by the federal Superfund which pose a substantial endangerment to residents of the state.

Pressure to pass a state Superfund bill at the end of the 1992 session of the General Assembly resulted in some uncertainty with regard to selected provisions of the Act. In 1993, the General Assembly amended and clarified those provisions in order to facilitate what the Act was intended to accomplish.

SB 294

The Act amends the Georgia Hazardous Site Response Act of 1992 by changing significant parts of the Act to provide for what the General Assembly and the EPD actually intended the Act to accomplish. These changes fundamentally alter the prior Act in six specific areas. First, the Act substantially changes the notice and disclosure requirements for property owners who have had a release of hazardous substances on their property. Second, the Act changes the structure of fees to be paid into the Hazardous Waste Trust Fund such that financial incentives are provided for the "favored" methods of waste management. Third, the Act requires EPD to compile and update an inventory of all known or suspected sites at which hazardous substances have been disposed of or released in reportable quantities. Fourth, the amendments clarify the language regarding the imposition of punitive damages, which appeared to have been automatic under the prior Act. The imposition of punitive damages is now at the discretion of the Director of EPD. Fifth, the Act reduces the number of property owners who have been adversely affected under the Act to those whom EPD has designated their property as needing corrective action. Sixth, the Act provides

5. Leslie Fuller Secrest, Outline of Similarities With and Differences from CERCLA and Pending Legislative Developments, Mar. 1993 (available in Georgia State University College of Law Library).
6. Id.
8. Id.
9. Id.
10. Id. The "favored" methods of waste disposal reflected by fee pricing in decreasing order of preference are as follows: source reduction, reuse or recycling, treatment or storage, and incineration or disposal. Id.
the Director of EPD the discretionary authority to sever any third party
contribution claims from EPD cost recovery actions.\textsuperscript{15} These changes
will provide the EPD with greater flexibility to force cleanups of those
hazardous waste sites that are of critical importance to Georgia, and
free the EPD from obligation where no action is needed.\textsuperscript{16}

The Act amends the deed notice and disclosure provisions to include
only those properties which have been listed on the Hazardous Site
Inventory (HSI) \textit{and} have been designated by EPD as requiring
corrective action.\textsuperscript{17} This amendment alleviates the burdens on
property owners to make a determination regarding the presence and
quantity of hazardous substances on their property.\textsuperscript{18} The amendment
significantly curtails the instances in which a property owner will be
required to make public disclosures in deeds or by way of recorded
affidavits.\textsuperscript{19} Under the Act, a disclosure is required only where the
Director of EPD states that corrective action is necessary.\textsuperscript{20}

The Act amends the language regarding punitive damages by
deleting the word “shall” and replacing it with the word “may.”\textsuperscript{21} This
amendment clarifies any uncertainty under the prior Act such that
punitive damages can now be assessed at the discretion of the Director
of EPD and are not automatic.\textsuperscript{22} In addition, civil penalties would not
be levied in the case of an accidental spill or when a site is voluntarily
cleaned up.\textsuperscript{23} This clarification brings the Georgia statute in line with
the federal standards of CERCLA.\textsuperscript{24} Under CERCLA, a defendant can
avoid punitive damages if he can show a “reasonable basis for failure to
comply” with the statute.\textsuperscript{25}

The Act also amends the structure of the fee provisions such that
lower costs are imposed on the preferred methods of waste
management.\textsuperscript{26} The Act creates an incentive to reduce waste
generation at the source because even if waste is reused or recycled,
fees are still imposed.\textsuperscript{27} The Act also benefits those who control their
own wastestreams since on-site waste management has a lower fee
schedule than off-site management.\textsuperscript{28}

\begin{thebibliography}{9}
\bibitem{15} Id. § 12-8-96.1(e) (Supp. 1993).
\bibitem{16} Dobbs Interview, \textit{supra} note 7.
\bibitem{17} Secrest, \textit{supra} note 5, at 7.
\bibitem{18} Id.
\bibitem{19} Id.
\bibitem{20} O.C.G.A. § 12-8-97 (Supp. 1993).
\bibitem{21} Id. § 12-8-96.1(a) (Supp. 1993).
\bibitem{22} Dobbs Interview, \textit{supra} note 7.
\bibitem{23} Id.
\bibitem{24} Secrest, \textit{supra} note 5, at 4.
\bibitem{25} Id.
\bibitem{26} See \textit{supra} note 10 and accompanying text.
\bibitem{27} See O.C.G.A. § 12-8-95.1 (Supp. 1993).
\bibitem{28} Id.
\end{thebibliography}
In addition, the Act eliminates double fees being assessed by only imposing fees on the final disposition of waste. Fees are imposed on the waste's final disposition and without regard to the waste's point of origin as amended under the Act so it would not violate the dormant Commerce Clause of the United States Constitution.

The Act authorizes private party contribution suits from any other party who is or may be liable for the release of hazardous waste. The Act recognizes the right to contribution by any party undertaking corrective action regardless of whether the corrective action is being performed voluntarily or not. Contribution claims are governed under state law by allocating costs among responsible parties using such equitable factors as the court determines are appropriate.

The Act added a provision to authorize the Director of EPD to sever any third-party contribution claim from a cost recovery action brought by EPD. This provision will allow EPD to pursue cost and damage recovery claims independent of third-party contribution claims, and without the delays associated with third-party joinder.

Prior to the passage of the Act, a more comprehensive standard was used to provide disclosure of real estate in Georgia contaminated with hazardous waste. The prior law required property to be included on the HSI if the property owner had knowledge that a hazardous waste or hazardous substance had been disposed of or released in an amount exceeding its reportable quantity. Under these circumstances, the property owner would have to provide such notice in the deed. In addition, the property owner would have also been required to make notice in the deed if the property was included on the HSI even if it had been designated as requiring no further action.

A House floor amendment was added to the Act to increase the accessibility of the HSI. Currently, this inventory of hazardous waste

29. Dobbs Interview, supra note 7.
31. Secrest, supra note 5, at 5.
33. Id.
34. Id.
35. Secrest, supra note 5, at 5.
37. Id. The standards setting forth the level that is a reportable quantity have yet to be defined by EPD. Secrest, supra note 5, at 6.
39. Id. § 12-8-97(c)(2) (1992).
sites is only located in Atlanta. The Act adds a requirement for EPD to provide each superior court of the state with a copy of the HSI, which shall be kept in the room where deed records are kept. Thus, in the future, when one conducts a title search on a parcel of real estate, a review of the HSI will become a recommended part of that search.

Brian Weiss

41. Porter Interview, supra note 40.
42. O.C.G.A. § 12-8-97(a) (Supp. 1993).
43. Porter Interview, supra note 40.