



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION I

J.F. KENNEDY FEDERAL BUILDING, BOSTON, MASSACHUSETTS 02203-2211

November 10, 1992

Richard Cambio
Building 615-2, Dept. 728
1000 River Street
International Business Machine Corporation
Essex Junction, Vermont 05452

Dear Mr. Cambio:

This letter is in response to D. B. Sargent's letter of August 26, 1992 to Matthew Hoagland. In Mr. Sargent's letter, IBM requested a written statement from EPA regarding IBM's proposal to re-deposit excavated soil within the Point of Compliance (POC). As Mr. Sargent's letter noted the critical issue is whether the re-depositing of this soil constitutes "placement" of hazardous waste, and therefore triggers "Land Ban." It must be noted that the POC concept is applicable to only one corrective action area at the IBM facility, and that is at the landfill. Further, it must be noted that the POC as currently defined in the Permit is located along the edges of the landfill.

In formulating EPA's position on this issue, among other documents, EPA has looked to its Superfund Land Disposal Restriction documentation for guidance. Specifically, EPA has looked to Superfund LDR Guide #5 entitled Determining When Land Disposal Restrictions (LDRs) are Applicable to CERCLA Response Actions. Accordingly, EPA has determined that the re-depositing of excavated soil within the POC may not constitute "placement" provided certain circumstances are met.

First, the POC must be viewed as equivalent to the Solid Waste Management Unit (SWMU). Accordingly, EPA is modifying the Permit to make it clear that the POC as detailed in your letter is reflected in the Permit, and that the edge of the landfill is considered to extend out to that POC. Essentially, the Permit will be modified to make clear EPA's intent that the POC coincides with the edge of the landfill (SWMU). Therefore, the excavation and re-deposit of soil will be considered to take place within the unit.

Placement occurs when wastes are moved from one unit into another unit. Placement does not occur when wastes are left in place, or moved within a single unit.



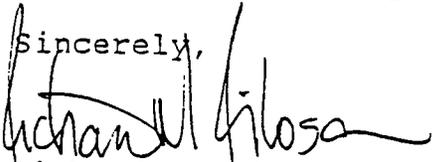
Additionally, placement does occur when wastes are moved outside of a unit (for treatment or storage, for example) and returned to the same or different unit; or, when wastes are excavated from a unit, placed within a separate unit, such as an incinerator or tank that is within the unit, and re-deposited into the same unit.

Consequently, the excavation and re-depositing of contaminated soil from outside a unit would constitute placement, unless the boundaries of an associated unit were first changed to encompass this excavation area, and re-defined as a "landfill." Re-defining a unit would necessitate a Permit modification. Of course, the discovery of contaminated soil outside a unit, could also possibly trigger the need for additional investigation and/or remedy alteration. Additionally, it should be noted that re-defining a unit boundary does not in any way alter the Permit requirements for that unit. All Permit conditions (e.g. institutional controls, performance standards) must be complied with out to the new re-defined edge of the unit.

As you are aware, EPA is in the process of developing the regulatory concept known as Corrective Action Management Unit (CAMU), in order to facilitate effective and protective remedial actions. When these regulations are finalized they may provide some of the relief that IBM is seeking, however, similar to redefining a unit as a landfill to encompass an excavation area, redefining an area as a CAMU would necessitate a Permit modification.

If you have any questions or concerns regarding EPA's position on this matter, you may call me at (617) 573-5777.

Sincerely,



Richard M. Filosa, Project Manager
ME, NH & VT Waste Regulation Section

Enclosure

cc: M. Hoagland
E. Stanley
R. Ruhlin



Use of the Corrective Action Management Unit Concept

Office of Solid Waste

BACKGROUND

Beginning in 1992, EPA began implementing a new strategy to increase the pace of cleanup and to achieve positive environmental results at RCRA treatment, storage and disposal facilities (TSDFs) requiring corrective action. While comprehensive facility cleanup is still the long-term goal for the RCRA Corrective Action Program, this new initiative emphasizes the importance of stabilizing sites by controlling releases and preventing the further spread of contaminants.

At most RCRA facilities, stabilization or final remedial actions will involve excavation and on-site management of contaminated soils, sludges and other wastes that are subject to the RCRA Subtitle C hazardous waste regulations. In these situations, a number of issues can arise regarding the applicability of certain RCRA requirements, and how these requirements may affect the remedial activities. Specifically, experience in the RCRA and CERCLA remedial programs has shown that the RCRA land disposal restrictions (LDRs) and minimum technology requirements (MTRs) may limit the types of remedial options available at sites, as well as affect the types of specific technologies that may be used, the volumes of materials that are managed, and other features of remedies under consideration.

Recognizing that strict application of these RCRA requirements may limit or constrain desirable remedies, including stabilization programs, EPA is developing an important regulatory concept, known as the Corrective Action Management Unit (CAMU), to facilitate effective and protective remedial actions. This

concept, first discussed in the proposed Subpart S corrective action regulations (55 FR 30798, July 27, 1990), is similar to the Superfund concept of the "area of contamination," in which broad areas of contamination, often including specific subunits, are considered to be a single land disposal unit for remedial purposes.

CAMUs may be particularly useful for specific remedial activities such as consolidation of units or contaminated surficial soils. For example, a group of unlined inactive lagoons that are continuing sources of releases to groundwater may be best remediated by removing and treating the concentrated wastes in another unit, and excavating the remaining low-concentration contaminated soils from underneath the lagoons. These soils could then be consolidated and placed into a protective and cost-effective single-capped unit, thereby controlling further releases to groundwater. In other situations site remediations will require excavation of large quantities of relatively low-level contaminated surficial soils. In these cases a protective and cost-effective remedy might be to excavate the soils and consolidate them into a single area or engineered unit within the area of contamination. For both of these examples, application of LDRs and possibly MTR requirements would result in a more costly and complex remedy, that may delay remediation and result in little additional environmental protection for the site.

As proposed in the Subpart S rule, there may be certain types of situations in which application of the CAMU concept (55 FR 30842) would be inappropriate. In addition, several

factors (55 FR 30883) may be considered by decision-makers in determining how CAMUs would actually be designated at sites. Although owner/operators may propose a specific area as a CAMU, it is the responsibility of EPA or the authorized State to determine whether a CAMU is necessary and appropriate, and, if so, to determine the boundaries of the unit.

The Subpart S regulations have not yet been finalized. However, although the CAMU concept has been presented only in proposed regulations, existing regulatory authority may be used to implement this type of approach in site remediations and stabilization actions. The Agency's experience with the RCRA and CERCLA remedial programs indicates that the CAMU concept could be applied immediately to great advantage at a significant number of RCRA cleanup sites. This guidance is presented to clarify the use of the CAMU concept prior to final regulations.

USE OF LANDFILL DESIGNATION FOR REMEDIAL PURPOSES

Specifically, certain contaminated areas at sites that require remediation, including groups of units in such areas, may be designated as a "landfill" under the current RCRA landfill definition (40 CFR § 260.10). Designating such an area of a facility as a landfill within the existing regulatory framework can achieve remedial benefits similar to those that would be obtained by using CAMUs under the Subpart S proposal. Prior to the promulgation of final CAMU rules, EPA encourages the use of this approach at contaminated sites, where it can promote effective and expeditious remedial solutions. EPA recommends that decisions on designating certain contaminated areas or groups of units as a landfill be made in accordance with applicable regulations and generally in accordance with the CAMU provisions in the Subpart S proposal.

Owner/operators proposing to address certain areas at a facility as a single landfill for remedial purposes should request approval from EPA or the authorized State agency. The Regional Administrator or the authorized State Director will be the ultimate decision-maker as to whether such a landfill unit will help achieve the remedial objectives at the facility. EPA recommends decisions to use existing authorities, waivers, or variances to achieve many of the same objectives as the proposed Subpart S rule CAMU provisions should generally follow the proposed regulatory provisions (55 FR 30883) and preamble

discussion (55 FR 30842) in defining the boundaries of the remedial unit. The Region or authorized State may also look to Superfund guidance in the designation of AOCs (55 FR 8758-8760).

Designating an area of contamination as a "landfill" will require that the unit comply with certain RCRA requirements that are applicable to landfills. The specific requirements that apply will differ, depending on whether the landfill is considered to be: (1) an existing non-regulated landfill, or (2) a regulated hazardous waste landfill. This distinction is determined by the regulatory status of the units or areas that are included as part of the landfill. The following discussion explains further the requirements associated with these two types of landfills.

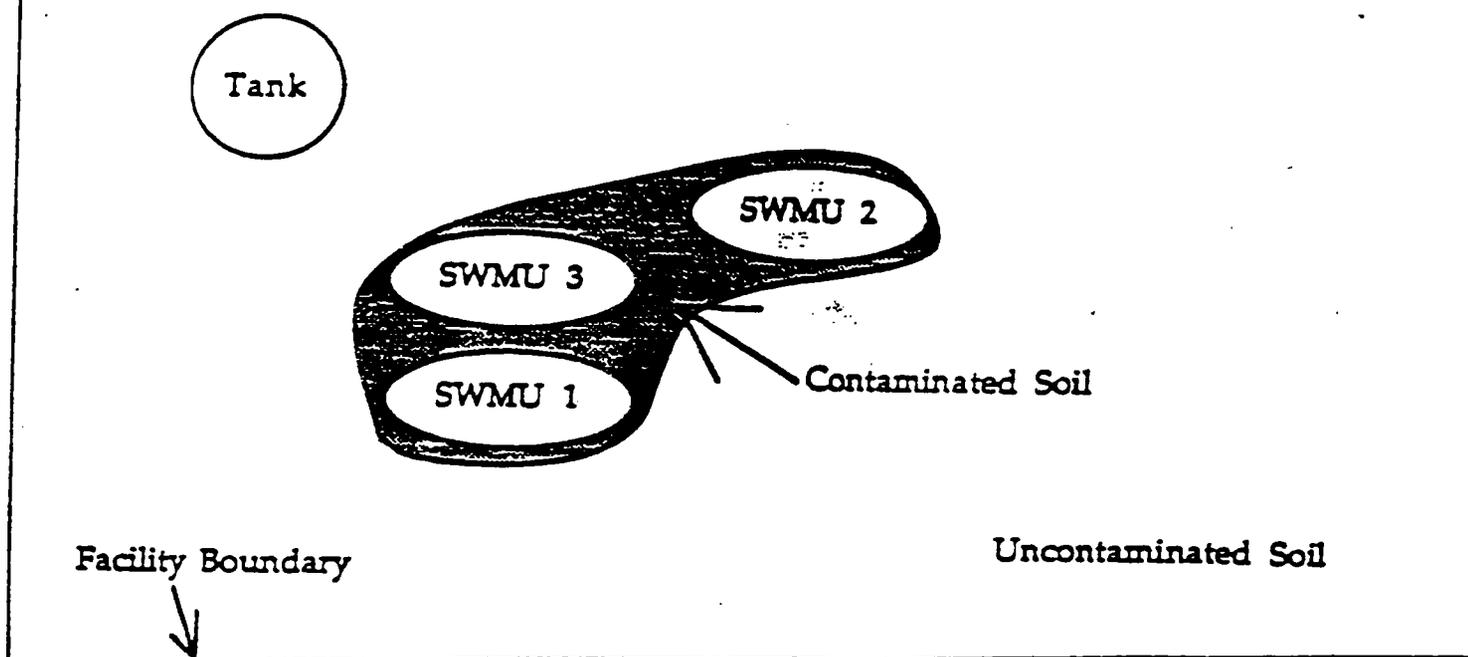
Existing Non-Regulated Landfills

Figure 1 shows an area of contamination at a facility that includes several land-based solid waste management units (SWMUs) that are not regulated as hazardous waste units under RCRA (e.g., because all of the disposal occurred before the RCRA hazardous waste regulations went into effect). By designating this area as a single landfill, EPA can approve movement and consolidation of hazardous wastes and soils contaminated with hazardous waste within the unit boundary, without triggering the LDRs or MTRs. For example, contaminated soils in and around SWMUs 1 and 2 could be consolidated into SWMU 3 and capped without triggering LDR requirements.

This landfill would not be subject to the RCRA Part 264 or Part 265 design and operating requirements for hazardous waste landfills. This is because the landfill would not have received hazardous waste after November 19, 1980. (See 40 CFR § 270.1(c)). In the absence of specific Part 264 or 265 requirements for such units, appropriate ground water monitoring and closure requirements for the landfill can be determined by EPA or the State as part of the corrective action remedial decision-making process. These requirements would be based on an assessment of site specific factors, such as waste characteristics, site hydrogeology, exposure potential, and other factors. This allows the regulator further flexibility in designing remedial solutions which are effective and protective based on actual site conditions.

These non-regulated landfills would remain exempt from regulation under Parts 264 and 265, under the following circumstances:

**FIGURE 1
EXISTING NON-REGULATED LANDFILL**



- The landfill cannot receive hazardous waste from other units, either on-site or off-site. The landfill could, however, receive non-hazardous wastes as part of the cleanup actions. If it were to receive hazardous waste, the landfill would become a regulated unit (40 CFR § 270.1(c)) subject to the requirements of Subparts F (40 CFR § 264.90) and G (40 CFR § 264.110). The facility permit would have to be modified accordingly (for interim status facilities, a change would have to be approved under 40 CFR § 270.72), and the wastes would have to be treated to comply with applicable LDR standards prior to placement in the landfill.
- If hazardous waste treatment (including in-situ treatment) takes place within the landfill, the owner/operator must comply with all Part 264 or 265 requirements applicable to the treatment unit, and must modify the permit or Part A to include the new treatment unit.
- Similarly, residuals from treatment of hazardous wastes that have been removed from the landfill and treated in a non-

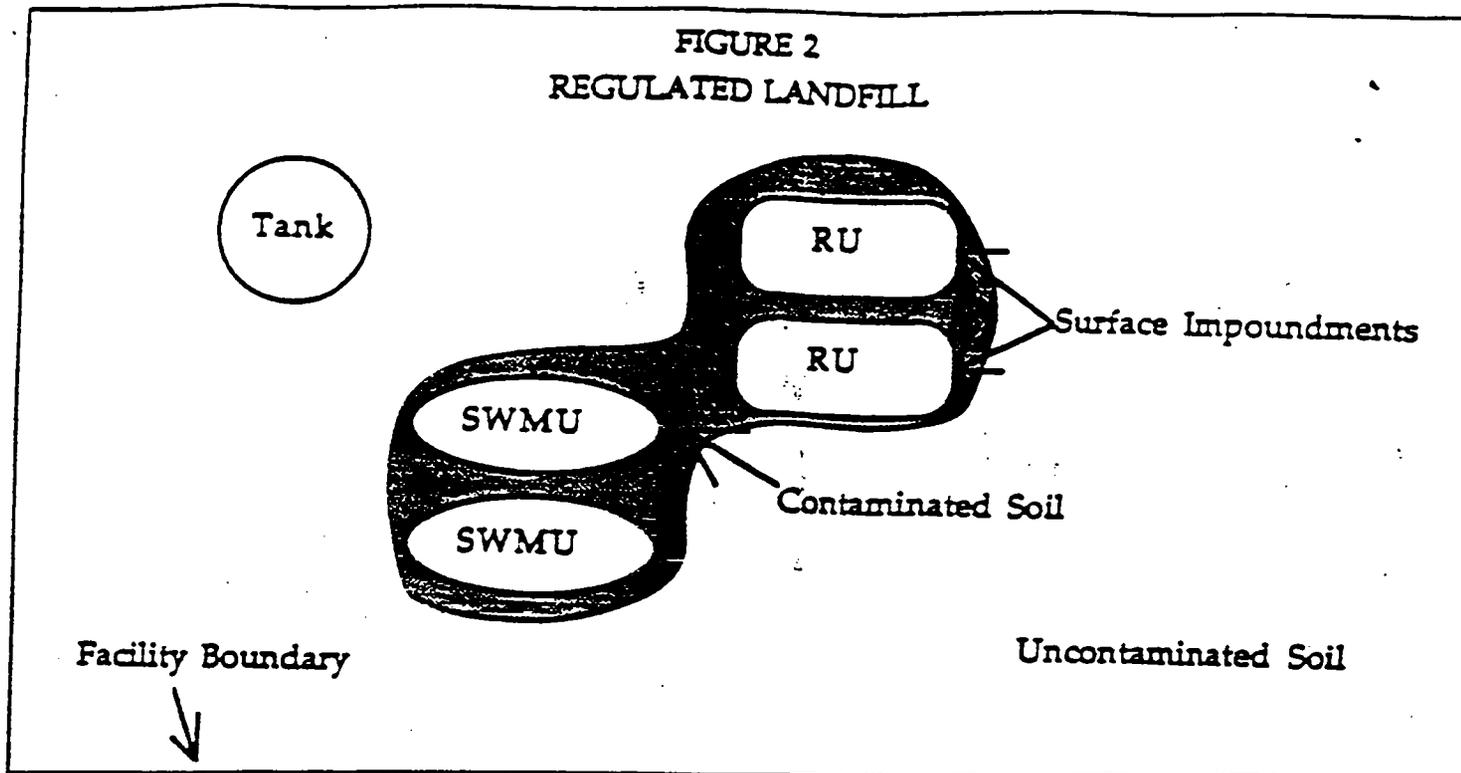
land-based unit cannot be redeposited into the landfill unless the residuals meet the LDRs. If the residuals were still hazardous by characteristic or still contained hazardous wastes, disposal of the residuals into the landfill would require the landfill to be designated a "regulated unit," as the unit would have received hazardous waste after July 26, 1982.

- Hazardous wastes transferred from the non-regulated landfill to another land-based unit would also have to meet LDR standards.

Regulated Landfills

Figure 2 shows an area of contamination that could be designated as a landfill, which contains two regulated units (as defined in 40 CFR § 264.90). As with the previous example in Figure 1, designating this area as a landfill would allow wastes to be moved and consolidated within the area without triggering the LDRs. However, because this landfill contains regulated units, the entire area must be considered a regulated unit. Accordingly, the following requirements would apply:

FIGURE 2
REGULATED LANDFILL



- The unit boundaries of the original regulated units that were specified on the Part A or Part B application would have to be redesignated to encompass the entire new landfill unit, according to the applicable procedures in 40 CFR §§ 270.72, 270.41 or 270.42.
- The landfill would have to comply with applicable Part 264 or 265 requirements for landfills, including the Subpart F ground water monitoring requirements and Subpart G closure and post-closure requirements. Subpart F requirements would generally involve installation of additional ground water monitoring wells. Compliance with Subpart G would likely also require modifications to the closure and post-closure plans for the unit.

MTRs would not necessarily apply to these newly designated regulated landfills. If the original regulated unit located within the landfill was not subject to the MTRs (i.e., the landfill was not new or expanding after 1984), the landfill could be considered by the Agency or authorized State to be a redesignation of that existing unit, rather than a lateral expansion. As such, the landfill would not be subject to the MTRs. However, if the regulated

unit encompassed by the landfill was originally subject to MTRs, the entire area of the landfill would be subject to MTRs.

SUMMARY

Existing regulatory standards (e.g., replacement of treatment residuals into the CAMU triggers the LDRs) cannot be waived to implement the CAMU concept prior to a final CAMU rulemaking. EPA is considering removing some of these limitations in the final rule. Nonetheless, despite these current limitations, there may be a number of situations where the use of landfills can yield substantial benefits in remediating sites. EPA recommends that the guidance provided in this fact sheet be used in evaluating the use of landfills to implement timely and protective corrective actions at RCRA facilities.

FOR FURTHER INFORMATION

Inquiries concerning the guidance contained in this fact sheet should be directed to Dave Fagan (202) 260-4497, or Anne Price (202) 260-6725.

Determining When Land Disposal Restrictions (LDRs) Are Applicable to CERCLA Response Actions

CERCLA Section 121(d)(2) specifies that on-site Superfund remedial actions shall attain "other Federal standards, requirements, criteria, limitations, or more stringent State requirements that are determined to be legally applicable or relevant and appropriate (ARAR) to the specified circumstances at the site." In addition, the National Contingency Plan (NCP) requires that on-site removal actions attain ARARs to the extent practicable. On-site removal and remedial actions must comply with legally applicable requirements. This guide outlines the process used to determine whether the Resource Conservation and Recovery Act (RCRA) land disposal restrictions (LDRs) established under the Hazardous and Solid Waste Amendments (HSWA) are "applicable" to a CERCLA response action. More detailed guidance on Superfund compliance with the LDRs is being prepared by the Office of Solid Waste and Emergency Response (OSWER).

For the LDRs to be applicable to a CERCLA response, the action must constitute placement of a restricted RCRA hazardous waste. Therefore, site managers (OSCs, RPMs) must answer three separate questions to determine if the LDRs are applicable:

- (1) Does the response action constitute placement?
- (2) Is the CERCLA substance being placed also a RCRA hazardous waste? and if so
- (3) Is the RCRA waste restricted under the LDRs?

Site managers also must determine if the CERCLA substances are California list wastes, which are a distinct category of RCRA hazardous wastes restricted under the LDRs (see Superfund LDR Guide #2).

(1) DOES THE RESPONSE CONSTITUTE PLACEMENT?

The LDRs place specific restrictions (e.g., treatment of waste to concentration levels) on RCRA hazardous wastes prior to their placement in land disposal units. Therefore, a key determination is whether the response action will constitute placement of wastes into a land disposal unit. As defined by RCRA, land disposal units include landfills, surface impoundments, waste piles, injection wells, land treatment facilities, salt dome formations, underground mines or caves, and concrete bunkers or vaults. If a CERCLA response includes disposal of wastes in any of these types of off-site land disposal units, placement will occur. However, uncontrolled hazardous waste sites often have widespread and dispersed contamination, making the

concept of a RCRA unit less useful for actions involving on-site disposal of wastes. Therefore, to assist in defining when "placement" does and does not occur for CERCLA actions involving on-site disposal of wastes, EPA uses the concept of "areas of contamination" (AOCs), which may be viewed as equivalent to RCRA units, for the purposes of LDR applicability determinations.

An AOC is delineated by the areal extent (or boundary) of contiguous contamination. Such contamination must be continuous, but may contain varying types and concentrations of hazardous substances. Depending on site characteristics, one or more AOCs may be delineated. Highlight 1 provides some examples of AOCs.

Highlight 1: EXAMPLES OF AREAS OF CONTAMINATION (AOCs)

- A waste source (e.g., waste pit, landfill, waste pile) and the surrounding contaminated soil.
- A waste source, and the sediments in a stream contaminated by the source, where the contamination is continuous from the source to the sediments.*
- Several lagoons separated only by dikes, where the dikes are contaminated and the lagoons share a common liner.

* The AOC does not include any contaminated surface or ground water that may be associated with the land-based waste source.

For on-site disposal, placement occurs when wastes are moved from one AOC (or unit) into another AOC (or unit). Placement does not occur when wastes are left in place, or moved within a single AOC. Highlight 2 provides scenarios of when placement does and does not occur, as defined in the proposed NCP. The Agency is currently reevaluating the definition of placement prior to the promulgation of the final NCP, and therefore, these scenarios are subject to change.

Highlight 2: PLACEMENT

Placement does occur when wastes are:

- Consolidated from different AOCs into a single AOC;
- Moved outside of an AOC (for treatment or storage, for example) and returned to the same or a different AOC; or
- Excavated from an AOC, placed in a separate unit, such as an incinerator or tank that is within the AOC, and redeposited into the same AOC.

Placement does not occur when wastes are:

- Treated in situ;
- Capped in place;
- Consolidated within the AOC; or
- Processed within the AOC (but not in a separate unit, such as a tank) to improve its structural stability (e.g., for capping or to support heavy machinery).

In summary, if placement on-site or off-site does not occur, the LDRs are not applicable to the Superfund action.

(2) IS THE CERCLA SUBSTANCE A RCRA HAZARDOUS WASTE?

Because a CERCLA response must constitute placement of a restricted RCRA hazardous waste for the LDRs to be applicable, site managers must evaluate whether the contaminants at the CERCLA site are RCRA hazardous wastes. Highlight 3 briefly describes

the two types of RCRA hazardous wastes—listed and characteristic wastes.

Highlight 3: RCRA HAZARDOUS WASTES

A RCRA solid waste* is hazardous if it is listed or exhibits a hazardous characteristic.

Listed RCRA Hazardous Wastes

Any waste listed in Subpart D of 40 CFR 261, including:

- F waste codes (Part 261.31)
- K waste codes (Part 261.32)
- P waste codes (Part 261.33(e))
- U waste codes (Part 261.33(f))

Characteristic RCRA Hazardous Wastes

Any waste exhibiting one of the following characteristics, as defined in 40 CFR 261:

- Ignitability
- Corrosivity
- Reactivity
- Extraction Procedure (EP) Toxicity

* A solid waste is any material that is discarded or disposed of (i.e., abandoned, recycled in certain ways, or considered inherently waste-like). The waste may be solid, semi-solid, liquid, or a contained gaseous material. Exclusions from the definition (e.g., domestic sewage sludge) appear in 40 CFR 261.4(a). Exemptions (e.g., household wastes) are found in 40 CFR 261.4(b).

Site managers are not required to presume that a CERCLA hazardous substance is a RCRA hazardous waste unless there is affirmative evidence to support such a finding. Site managers, therefore, should use "reasonable efforts" to determine whether a substance is a RCRA listed or characteristic waste. (Current data collection efforts during CERCLA removal and

April 18, 1990

Mr. Edward Cook
Bridgeport Metal Goods Mfg. Co.
365 Cherry St.
Bridgeport, CT 06605

Dear Mr. Cook;

In response to our telephone conversation of April 12, the following information is being provided to clarify the RCRA requirements for spent carbon and solvent waste we discussed.

Spent trichloroethylene is a RCRA hazardous waste, it is a listed waste (hazardous waste No. F001) as defined in 40 CFR Part 261 Subpart D. The mixture of carbon and spent trichloroethylene must be handled as a hazardous waste. This waste is subject to the provisions of 40 CFR Part 268, land disposal prohibitions. Manifesting requirements (as required by 40 CFR Part 262 and Part 268) for this restricted waste must be followed. The Best Demonstrated Available Technology, from which treatment standards have been set, for trichloroethylene is incineration.

If you have any further questions concerning the above information you may call me at (617) 573-9677.

Sincerely,

Richard Piligian
CT Waste Regulation Section