Eastern Idaho Regional Solid Waste District

Municipal Solid Waste Landfill

Master Development Plan – Revision 1

December 2021

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1.0 Introduction

The Eastern Idaho Regional Solid Waste District (EIRSWD or "District") is proposing the development of a municipal solid waste (MSW) landfill in Madison County, Idaho. The EIRSWD is a municipal governmental entity consisting of participating members of Madison, Fremont, and Clark Counties. The District has the responsibility to achieve regulatory compliance, protect public health and the environment, provide adequate reserves, mitigate existing long-term environmental liability, eliminate future long-term environmental liability, and to protect the residents and businesses with a sustainable solid waste program.

The purpose of this Master Development Plan is to support the requirements of the Site Certification process following the requirements of the Idaho Solid Waste Facilities Act (Title 39, Chapter 74, Idaho Code). This Master Development Plan establishes the overall layout of the proposed MSW landfill facility with a fill sequencing plan and cut/fill balances for construction and soil cover needs (daily, interim, and final). This Plan also includes the general arrangement and sizes for support infrastructure such as leachate ponds, a shop building with an office space, access road(s), drainage systems, future landfill gas flare station, entrance facilities, and staging areas.

An important element of site certification process is the establishment of subsurface conditions as they relate to geology and hydrogeology. This Plan also provides an overview of these conditions based on initial test hole investigations and a desktop study of available literature. The general understanding of these conditions will establish the development of a Work Plan for the site investigation that will follow pending licensing of the site for a MSW landfill by the DEQ.

This Revision 1 to the Master Development Plan has been created to better optimize the size of the first landfill cell (Cell A) assuming regional partnership with only Teton County, Idaho. This revision also reduces the waste fill slopes and final cover slopes from 3H:1V (vertical to horizontal) to 4H:1V based on the current geotechnical recommendations for seismic stability. Engineer's opinions of probable construction costs have also been added to document the anticipated costs for each of the development phases and final closure of the landfill.

1.1 Background

1.1.1 Solid Waste Districts

The Idaho Legislature determined the disposal of solid waste and domestic septage within the State of Idaho is an important public purpose, and the creation of independent regional districts to administer solid waste disposal is an efficient and cost-effective method of meeting the State's solid waste disposal needs. Title 31, Chapter 49 of Idaho Code enables counties to establish regional solid waste districts for the purpose of providing a regional solution to solid waste disposal through the operation and maintenance of a regional solid waste system.

A regional solid waste district is formed when any two or more counties elect, by resolution of the commissioners of such counties, to become participating counties of such district. The boundaries of the regional solid waste district are coterminous with the boundaries of the participating counties. Counties within a district need not be contiguous to each other. The EIRSWD was formed June 23, 2010, serving a total population of 186,000 and covering an area of 6,500 square miles.

Solid waste is defined as any garbage or refuse, sludge from a wastewater treatment plant, or air pollution control facility and other discarded material including, solid, liquid, semisolid, or contained gaseous material resulting from industrial, commercial, mining, and agricultural operations and from community activities. Under the Idaho Solid Waste Facilities Act (Title 39, Chapter 74, Idaho Code) and IDAPA 58.01.06, the Idaho Department of Environmental Quality (DEQ) is designated as the state agency responsible for regulating solid waste management facilities in Idaho, including landfills, incinerators, transfer stations, processing facilities, and wood or mill yard debris facilities. Through a memorandum of understanding (MOU), local health districts in Idaho oversee the operation of MSW landfills.

Title 31, Chapter 44 of the Idaho Code imposes both the authority and the duty on counties to establish, maintain, and operate solid waste disposal systems to provide reasonable and convenient access to all citizens of a county.

1.1.2 Proposed Site Information

The District is in the process of acquiring property for a proposed MSW landfill site. The property is approximately 12 miles east of Rexburg, Idaho. The location of the site is shown in **Exhibit 1.** The existing site conditions are shown on the attached **Drawing 3**.

Exhibit 1 – Projection Location Map for the Proposed District Landfill

Primary access to the site is from Highway 33 and Byrman Road. The property consists of 92 acres with land on both the north and south sides of Long Hollow Road. The landfill area is proposed on the south side of Long Hollow Road and consists of approximately 45 acres. Refer to **Drawing 1 fo**r the project location map and **Drawing 4** for the overall site development plan.

2.0 Waste Generation Estimates

2.1 District-Only Waste Generation

2.1.1 Population Growth Estimate

Table 1 presents the population numbers for each of the member counties as reported by the U.S. Census Bureau, and the calculated annual growth rates between 1980 and 2020. Over this 40-year period, Clark County experienced a slightly negative growth rate of -0.1% per year while Fremont and Madison Counties experienced positive growth rates of 0.54% and 2.53% per year, respectively. Together, the average of all three counties averaged 1.02% per year. In the more recent past (2000 – 2020), the growth rates were slightly different. Clark County had an even lower growth rate of -2.55% while Freemont and Madison Counties increased to 0.63% and 6.67%. Madison has experienced a major population boom these past two decades.

Table 1 also presents the estimated population for the next 25-year and 50-year periods based on the longer term 40-year average annual growth rates. There is a chance the growth rates will continue to climb at record levels in the near term, but these rates are not likely sustainable. For this reason, the population forecasts assume an average growth based on the last 40 years (1980-2020).

Table 1 – District Landfill Contributing Population Estimates

Notes:

1. Published U.S. Census Bureau figures [\(https://www.census.gov/quickfacts/fact/table/US/PST045219\)](https://www.census.gov/quickfacts/fact/table/US/PST045219).

2.1.2 Per Capital Waste Generation

Per capita waste generation is a solid waste industry standard of practice to estimate current and future waste amounts. The national average per capita waste generation rates are published by the United States Environmental Protection Agency (USEPA) (refer to **Exhibit 2**).

Overall, the national generation rates have increased since the beginning of the reporting period (1968), peaking at 4.74 pounds per person per day (lbs/person/day) (2000). Since then, the generation rates have been relatively steady around 4.5 lbs/person/day, with the last reported year of 2018 climbing to 4.9 lbs/person/day.

Exhibit 2 – Total MSW and Per Capita Generation Rates in the United States 1960-2018 (USEPA, 2020)

For each of the member counties, the per capita generation rates were calculated based on the 2020 population census data and the reported 2020 waste tonnages **(**refer to **Table 2**).

Notes:

^{1.} Reported 2020 waste tons by the District members.

The weighted average per capita generation rate for the District members of approximately 3.3 lbs/person/day based on 2020 figures is well below the 2018 national average 4.9 lbs/person/day. The difference between the national average and the District can be attributed to various contributors. The District's waste numbers are only for municipal solid waste (MSW) and does not include other wastes such as construction and demolition (C&D) waste that is diverted from the primary waste stream and disposed in non-municipal solid waste landfills. Other reasons for the difference might be attributed to better recycling programs in these communities as compared to average communities in the U.S. Nonetheless, these per capita generation rates are based on population census data for these three counties and actual waste tonnages for 2020, and therefore, these per capita generate rates are used to forecast waste generation in the future.

2.2 Waste Generation by Other Potential Waste Partners

Neighboring Teton County, Idaho is considering joining the District. The District also has been in discussions with Bingham County, Idaho. Both counties may end up joining the District at some point, or contract (partner) with the District for solid waste disposal. However, for now, the District has asked that we only consider Teton County in the analysis with hopes that they will join when the landfill opens.

2.2.1 Population Growth Estimate

Like Madison County, Teton County has experienced a relatively high population increase over the past 40-years, averaging 2.32% per year. However, in the last 20 years, the growth rate in Teton County has slowed down to 1.24% per year. For this assessment, the 40-year average growth rate of 2.32% per year was assumed.

2.2.2 Per Capita Waste Generation

In 2020, approximately 10,000 tons of MSW were generated by 23,331 people in Teton County. This equates to a per capita generation rate of 2.35 lbs/person/day. With a robust waste recycling program and waste diversion programs, this per capita generation rate for Teton County does not seem unreasonable. Like the member counties, this 2020 per capita generation rate was used for future waste generation forecasts.

2.3 Combined Waste Generation

Using the population projections and the 2020 per capita generation rates (with no change), the combined waste generation was calculated for District-Only and the District with Teton County (refer to **Table 3**). Note the 40-year average annual growth rates were used for all District member counties except for Clark County where it was assumed to be 0% growth rather than a slightly negative growth. A growth rate of 2.5% per year was used for Teton County as previously discussed. The waste tonnage values in **Table 3** are for the base year (2020) and projecting to the current year (2021) and then to the year the landfill is forecasted to open (2023). Projections use the 2020 waste tonnages with population growth estimates and per capita generation rates.

Table 3 – Combined District and Teton County Waste Tonnage Projections

3.0 Site Hydrogeology

3.1 Background / Purpose

Site hydrogeology is important to understand for purposes of the groundwater monitoring system design and subsurface characterization. Owners of MSW landfill facilities under Idaho Rules must implement a groundwater detection monitoring program that is required throughout the active life (waste disposal activities) and during the post-closure care period. The detection monitoring program of the Idaho Rules [§39-7410(5)] cite the Federal Rules for detection monitoring as required under 40 Code of Federal Rule (CFR) 258.51, *Groundwater Monitoring Systems* and 40 CFR 258.54, *Detection Monitoring Program*. Collectively, these rules cite that a sufficient number of wells, installed at appropriate locations and depths in uppermost aquifer [groundwater], must be installed to yield groundwater samples that represent: (1) background conditions [interpreted as upgradient of the waste unit] and (2) quality of groundwater passing the relevant point of compliance or at the waste unit boundary [point-of-compliance, interpreted as downgradient of waste unit].

To characterize and determine groundwater surface elevation and flow direction, at least three (3) wells constructed in uppermost groundwater are needed to satisfy these regulations with respect to determination of groundwater flow direction and subsequent assignment of background/upgradient and downgradient conditions. The rationale to develop a monitoring network with more than three (3) wells may be appropriate if site conditions/hydrogeology are heterogenous, if there are seasonal shifts in groundwater levels/flow direction, and/or if temporal variability in groundwater quality is identified from background monitoring.

Background conditions are defined by Federal Rule (CFR 40 258.51(a)(1)) as groundwater quality that has not been affected by leakage (or construction) from a (waste) unit. If the waste unit has not been constructed, then all the groundwater characterization data prior to construction/waste placement are effective background conditions for the facility, to implement the detection monitoring program. In this scenario, background monitoring would be conducted from each well sampled at quarterly (three-month intervals) over a period of two (2) years to obtain at least eight (8) independent samples from each well. The rationale for at least eight (8) independent samples from each well to establish background conditions as described in EPA's Unified Guidance (USEPA, 2009), which notes that additional sampling is beneficial to strengthen the characterization of spatial and temporal variability, prior to the commencement of formal statistical testing to satisfy the detection monitoring requirements. That will be the intent of this program if time allows. If the sampling program needs to be condensed to less than two years, it will be included in a forthcoming Sampling and Analysis Plan (SAP) for DEQ's approval.

Once background conditions have been established and a statistical method is selected with approval from the DEQ, then formal detection phase monitoring and reporting will occur on a semi-annual (twice per year) basis during the active life and during post-closure care period.

3.2 Existing Site Conditions

Existing site conditions are based on published information to provide a general understanding of the hydrogeologic site conditions and to help guide the field investigation approach, which will be provided in a forthcoming Hydrogeologic Investigation Work Plan. The existing conditions were developed primarily from a review of published geologic mapping of the surrounding area by Idaho Geologic Survey (Lewis et al., 2012) (Phillips, 2016) and from lithology via nearby boring logs accessed in the site vicinity from the Idaho Department of Water Resources Well Log Viewer [\(www.idwr.idaho.gov/wells\)](http://www.idwr.idaho.gov/wells).

The following bullets formulate the generalized understanding of site hydrogeology:

- **Regional Physiographic and Geologic Setting.** The Snake River Plain is a major late Cenozoic tectonic/volcanic feature in the northern portion of the Basin and Range geologic region in southsoutheast Idaho (Malde, 1991). The plain extends across southern Idaho for roughly 300 miles in a crescent shape. It is divided into two main sections identified as the western and eastern Snake River Plain. The study area lies within the eastern Snake River Plain. The approximate elevation of the study area is 5,800 to 5,900 feet (ft) above mean sea level (msl); higher elevation mountain peaks such as Ryan Mountain Range are located approximately 12 miles to the southeast of the site and rise to elevations upwards of 8,800 ft msl. Surface elevations to the west/northwest of study area gradually decrease to approximately 4,900 ft msl near the Snake River. Surface drainage patterns coming off the Ryan Mountain Range just east of the site are generally oriented to the northeast and draining towards the Snake River, which is the localized discharge area.
- **Stratigraphy.** Based on published geologic maps, the generalized stratigraphy of the study area consists of volcanic rocks associated with the Yellowstone tectonic/volcanic eruptions. From ground surface downward, the geologic units of the study area are mapped as rhyolite tuff (up to 80-ft thick), basalt (200-ft thick), and rhyolite tuff (over 2,000-ft thick). The rhyolite tuff is generally light grey to grey-pink, cemented, generally fine-grained or glassy appearance. The basalt unit is generally dense to vesicular and dark grey, fine-grained. The initial test hole investigations support this lithology (refer to **Appendix A** for the Geotechnical Report).
- **Groundwater**. The following are key points relevant to the study area for groundwater:
	- \circ The proposed landfill site lies approximately 7 miles to the east and outside the boundary of the eastern Snake River Plain aquifer as mapped from the Idaho Department of Water Resources (IDWR).
	- \circ There are several wells identified from the IDWR mapping tool located within several miles of the site. From a review of these logs, the depth to groundwater is variable depending on location but suggests uppermost groundwater may be encountered on the order of 400 to 600 ft below ground surface (bgs).
	- \circ There is insufficient subsurface data for the site to know actual depth to groundwater and/or groundwater flow direction for uppermost groundwater. In concept, regional and localized groundwater flow characteristics are typically influenced from surface topography, orientation of surface drainages, and from the recharge (typically higher elevations) and discharge areas (typically lower elevations). Based on nearby wells and these generalized concepts, the depth to uppermost groundwater beneath the study area may be encountered at an estimated 400-600 ft bgs, and could be expected to flow generally to the west (or away from the higher elevation to the east/southeast), and could generally mimic or honor surface topography and flow towards the regional discharge area associated with the Snake River Plan (both the Snake River, and the Snake River aquifer to the east, etc.).

3.3 General Site Investigation Approach

The site investigation approach will be planned and implemented in at least two phases considering two fundamental data gaps, including: (1) the uncertainty in depth to uppermost groundwater and (2) the unknown of the groundwater flow direction. As such, Phase 1 objectives will be to characterize near surface conditions of areas that were not covered by the initial phase of test holes and to characterize lithology and depth to uppermost groundwater.

Findings from Phase 1 with respect to lithology and depth to uppermost groundwater will form the basis in which to plan out a subsequent Phase 2 field investigation effort. The Phase 2 objectives will be to expand areas of investigation from Phase 1, further characterize uppermost lithologic units, and to install groundwater monitoring wells in uppermost groundwater. The overall objective of Phase 2 will be to install a groundwater monitoring network that would consists of at least two (2) upgradient wells, and up to three (3) or four (4) downgradient wells. The rationale for additional wells will be based on findings from the initial phases of work, considering the degree of heterogeneity in lithology and the overall spatial and temporal variability. Ultimately, DEQ will need to approve the final detection monitoring design to satisfy the permitting requirements.

4.0 Conceptual Design Summary

4.1 Design Approach and Assumptions

The general approach and assumptions for the conceptual design of the proposed landfill for this Master Development Plan include:

- Utilize the natural topography for layout the proposed landfill staying within the confines of the south ridgeline and with natural drainage to the north off the low point in the northwest corner.
- Satisfy all locational restrictions refer to **Section 4.2**.
- Provide an access road around the full perimeter of the landfill.
- Stay within the confines of the south ridgeline and outside the natural drainages.
- Target a minimum of approximately 7 million cubic yards (cy) of airspace with an effective (inplace) waste density of 1,200 pounds per cubic yard (lb/cy) to provide a minimum of 50 years of life with District only waste.
- Waste to soil ratio of 4:1 (20%) of airspace is daily and intermediate cover.
- Assume the landfill will be constructed no sooner than 2023.
- Optimize earthwork for landfill construction to have a surplus of soil, if possible, for use as final cover and daily / interim cover soil. Any shortage of soil material will need to be supplemented with onsite borrow or use of an alternative daily cover (ADC), such as tarps or a spray-on cover; use of ADCs will also increase the in-place effective density and provide more landfill life in the end.
- Waste fill slopes no steeper than 4H:1V (horizontal to vertical) for seismic stability
- Provide a maximum of 3H:1V slopes for the interior side slopes of the landfill and the exterior slope of the toe embankment fill.
- Provide 4H:1V slopes for the exterior fill slopes for seismic stability of the final cover with a finish grade of the final cap no less than 3% on the top deck.
- Stormwater management on the cover will be by run-off control berm/ditches that wrap around the surface of the cover system and discharge into perimeter ditches. Access road(s) from the perimeter to the top of the landfill will also be provided to break-up flow and intercept it in roadside ditches.
- Provide no more than 6% grades for the perimeter roadways for truck access.
- Provide a minimum of 2% cell floor grades sloping toward a central sump for in-cell leachate removal via a liner penetration with a drain to a vertical sump and lift station to pump leachate to the leachate evaporation ponds.
- Estimate sizing for leachate evaporation ponds to provide adequate collection and storage capacity. A two-pond system is typical for redundancy and maintenance.
- Provide space for an entrance road and maintenance shop building with an office (and restroom). Space to also be provided for an 80-ft scale (covered) and scalehouse near the entrance if the District decides to add these sometime in the future.

4.2 Location Restrictions

§39-7407, *Location Restrictions – Site Certification* establishes the requirements for locating a MSW landfill in Idaho. **Table 4** presents a summary of these restrictions and the applicability to the proposed District landfill.

4.3 Base Grading Plan

The base grades for the proposed District landfill (**Drawing 5**) generally makes use of the natural low area of the site. The cell interior side slopes are designed at 3H:1V (horizontal to vertical). The landfill is broken into four cells (Cells A-D) with 7 fill stages (refer to **Section 4.6** and **Drawing 7**). The first cell, Cell A, will occupy the north-west corner of the landfill. Subsequent cells and fill stages will be congruent with Cell A, moving first to the south-west corner and then in an easterly direction. The floor areas for each cell are provided in **Table 5**.

Table 5 – Landfill Cell Development Areas

Notes:

1. Total Area is the total flat construction area, including embankments and perimeter access road. This is a planar (2D) area for overall site development area.

2. Lined Area is the actual ("true") area accounting for slopes in 3D space for each of the development phases. These are consistent with the cost estimates.

A perimeter access road will be provided around the entire landfill. It will be built in phases as the cells are constructed and will provide access for both waste dumping and operations. A roadside ditch will be provided to capture and convey stormwater draining off the road and the landfill (after cover soil is applied). As the landfill cells are developed, control berms/ditches will be built to intercept run-on stormwater and direct it around lined areas. The berms will be designed to handle large stormwater events to prevent overtopping and control stormwater from entering the landfill and becoming leachate.

4.4 Earthwork Balance / Development Materials

Table 6 presents a summary of the cut/fill balance for the landfill. The construction of the landfill (Cells A-D) and ancillary facilities is estimated to generate a total of approximately 2,246,000 cy of soil. Of this, approximately 170,000 cy is estimated to be topsoil that will be set aside and stockpiled for landscaping and the final cover. Approximately 490,000 cy (accounting for shrinkage of 10%) will be used for constructing landfill cell embankments, roads, and the building pads when it is compacted. The remainder of the soil will be used for daily, interim, and final soil cover with only approximately 23,000 cy of general

soil remaining after closure based on this estimate. Overall, the landfill construction and operations are balanced based on this estimate.

Notes:

1. Assumes 10% shrinkage factor after embankment fill of excavated material. For example, Cell A has 873,000 cy of total cut (topsoil plus general ex) with embankment fill of 127,000 cy (or an equivalent 140,000 cy in the balance with an assumed 10% shrinkage factor when compacted), leaving 681,000 cy for general ex to stockpile (after 52,000 cy of topsoil stripping and stockpiling).

^{2..} Assumes 2 feet of native topsoil depth based on preliminary test pits.

^{3.} Daily/Interim soil cover is assumed to be approximately 20% of the total airspace for planning purposes.
^{4.} Low permeability soil is assumed to be select native soil from the general soil stockpile. Some of this mat in place as part of interim soil cover; however, this estimate assumes fill placement of 24 inches to be conservative in the soil use to ensure enough soil is available.

4.5 Bottom Liner System

The bottom liner for the landfill is assumed to consist of a composite system, which by definition, means a system consisting of two components; the upper component must consist of a minimum 30-mil flexible membrane liner (FML), and the lower component must consist of at least a two-foot layer of compacted soil with a hydraulic conductivity of no more than 1×10⁻⁷ cm/sec. When the FML components consists of high-density polyethylene (HDPE) it shall be at least 60-mil thick. The FML component must be installed in direct and uniform contact with the compacted soil component. In lieu of the two-foot thick "clay" soil, a geosynthetic clay liner (GCL) is proposed, which is common practice in the State of Idaho. Therefore, the bottom liner system for the proposed landfill will consist of a 60-mil HDPE geosynthetic overlying a GCL.

4.6 Leachate Collection and Recovery System

The bottom liner will be covered by the leachate collection and recovery system (LCRS). The LCRS is designed to keep leachate buildup to no more than 12 inches on the bottom liner, in accordance with WAC 173-351-300(2)(a). The purpose of this requirement is to reduce the amount of leakage through the bottom liner in case there is a hole or defect. The LCRS will consist of a series of collection pipes (perforated HDPE pipe) and a drainage layer of sand or gravel supplemented with geosynthetics such as strip drains or composite drainage net.

During subsequent design, the amount of leachate generation will be estimated for each phase development using the *Hydrogeologic Evaluation of Landfill Performance*, Version 4.0 (HELP) model (USEPA, 2020). This is a quasi-two-dimensional, deterministic computer model utilizing the more modern platform of Microsoft Excel. The HELP model is designed to calculate a water balance for solid waste landfills over a preset simulation period, using site specific climatological and design data. The required input data includes climatological information representative of the site (precipitation, temperature, and solar radiation), and soil and design data. The leachate generation rates will be used to size the leachate ponds (refer to Section 4.9.1).

4.7 Phase Development Plan / Fill Staging Plan

The fill plan for the proposed landfill consists of the following seven stages:

- **Stage 1** Fill Cell A to a sub-interim closure elevation of 5,850 feet; before reaching the sub-interim closure grade, design, permit, and build Cell B.
- **Stage 2 –** Fill Cell B to the sub-interim closure elevation of 5,850 feet to match the grade of adjacent Cell A.
- **Stage 3 –** Fill Cells A and B together up to an interim closure elevation of 5,875 feet; before reaching the interim closure grades of Cells A and B, design, permit, and build Cell C.
- **Stage 4 –** Fill Cell C to the interim closure elevation of 5,875 feet to match the grade of adjacent cells.
- **Stage 5 –** Fill Cells A-C together up to the pre-closure elevation of 5,915 feet; before reaching the preclosure grade of these cells, design, permit, and build Cell D.
- **Stage 6** Fill Cell D to the pre-closure elevation of 5,915 feet to match the grade of adjacent cells.
- **Stage 7 –** Fill all four cells together to the final closure elevation of 5,950± feet; before reaching the final grade, design and permit the final cover system. Also, at this stage if the District plans to build an adjacent landfill area, this area will need to be site certified and the first cell permitted, designed, and built before Cells A-D reach the final closure grade.

The overall closure plan is shown on **Drawing 6**. **Drawings 7 and 8** present overall cross sections of the landfill showing the base grades, final closure grades, and fill stages.

Table 7 presents the airspace volumes for each of the seven fill stages. These volumes represent the total volume between the top of the bottom liner system above the LCRS and the underside of the final cover system (top of waste) and, therefore, includes the volume consumed by waste, daily cover, and interim cover soil. The total airspace volume for all four cells and the seven fill stages is approximately 6,931,000 cy.

Table 7 – Cell Fill Sequencing and Airspace Availability

4.8 Projected Life Expectancy

4.8.1 Effective Waste Density

The effective waste density (also known as the airspace utilization density) measures the weight of waste that can be placed in a unit volume of airspace in the landfill. This measurement considers the volume lost through daily and interim soil cover, and the volume gained through settlement and waste decomposition. This density ratio is termed "effective" because it gives the landfill operator/owner an understanding of how much waste has been placed in a given volume (airspace), even though other materials such as soil cover can be present within the same volume.

The effective density will increase as the waste ages. This change is primarily a result of waste consolidation and biological decomposition of the organic fraction of the waste. Effective density may also increase with changes in operations, such as a reduction in soil cover material, use of alternative daily covers (ADCs) or inducing higher compaction rates with heavier compactors and/or improved compaction operations. The composition of the waste stream can also change the density of the waste. For example, aggressive recycling and organics diversion programs could lead to denser waste materials being placed in the landfill and a subsequent increase of density.

The density is expected to fluctuate from year to year as new waste areas open and as the waste settles. The first lift of waste (commonly referred to as the "fluff" layer) is loosely placed to protect the bottom liner system resulting in a relatively lower waste density. As the waste fill depth increases, compaction increases. Additionally, the waste settles due to it compressing under its own physical weight and the waste decomposes, which also condenses the waste and fills in void spaces. Eventually, however, these actions will level-off as the landfill stabilizes.

The long-term waste density will likely reach 1,300 to 1,400 lbs/cy if the District uses an 826 CAT waste compactor or equivalent and utilizes industry standard compaction techniques. Additional efficiency can be gained if the District uses an alternative daily cover (ADC) instead of soil. However, for this assessment, and as a conservative measure for the stage filling and phased development of the landfill, an in-place effective waste density of **1,200 pounds per cubic yard (lbs/cy)** is assumed.

4.8.2 Life Cycle

The life cycle uses the forecasted waste tonnages as shown above and projects them forward as needed for the future capacity of the landfill**.** Two scenarios were evaluated for the landfill life cycle – (1) District Only (without any waste partners) and (2) With non-district member Teton County, Idaho. Both scenarios use an airspace capacity of 6,931,000 cy and an in-place effective waste density of 1,200 lb/cy.

Table 8 presents a summary of the life cycle for both scenarios. The full life cycle analysis tables can be found in **Appendix B**.

Notes:

1. Assumes an in-place effective waste density of 1,200 lbs/cy. Tons are converted to volume by first multiplying the tons by 2000 lbs/ton, and then dividing by the effective density of 1,2000 lbs/cy.

2. Assumes Teton County will contribute waste to the landfill beginning when it opens.

3. Period 1 (Year 2023) assumes one quarter or three months of waste disposal after the landfill is constructed and permitted that year.

Based on these assumptions, the proposed District landfill would provide approximately 53 years of waste filling capacity for District-only members. With Teton County, the landfill would 47 years. Although there may be a reduction in life with more regional partners joining the District, revenue will be generated faster, and costs would be shared. Further sharing of the costs would likely result in an overall lower tipping fee. The economics should be considered by the District as they move forward with the project. **Table 9** provides a summary of the filling stages and closure timelines for the District landfill for both scenarios.

Table 9 – District Landfill Fill Staging Timelines

4.9 Supporting Infrastructure

4.9.1 Leachate Ponds

Sizing of the leachate pond system requires the development of a comprehensive water balance model where inputs and outputs into the pond(s) are tracked on a monthly basis. Peak precipitation events are simulated in the model to track recovery and storage needs for the sizing of the ponds. The goal of the modeling exercise is to empty the leachate ponds every year under average precipitation conditions, and following a storm year(s), return to normal conditions within the next two or three years. Like the leachate generation estimates (refer to Section 4.6), pond sizing will be conducted during subsequent design. In the meantime, two 1.75-acre ponds (total 3.5 acres) are assumed for general facility layout and space allocation. This pond size is based on leachate pond storage needs for similar landfills in the arid northwest.

4.9.2 Stormwater Ponds

Stormwater ponds will need to be sized to retain the 25 year, 24-hour storm event with controlled release of discharges that exceed the design storm event. Four ponds have been placed on the proposed site plan to show preliminary locations (refer to **Drawing 4**) and sizes. The final sizing and locations of the ponds will be determined during detailed design.

4.9.3 Future Infrastructure

Space has been set aside for a future entrance scale and scale house near the front entrance gate and a maintenance shop and office with a restroom. There is also space set aside for a future flare station (see Section 4.9.4 below).

4.9.4 Landfill Gas Flare Station

Landfills are subject to New Source Performance Standards (NSPS), the National Emission Standards for Hazardous Air Pollutants (NESHAP) for MSW landfills (subpart AAAA), and the associated Title V (Part 70/71) requirements for obtaining an operating permit. If the design capacity is more than 2.5 Mg (equal to 2.76 million U.S. tons) AND 2.5 million cubic meters (m^3) (equal 3.3 million cubic yards) the landfill is regulated under these rules. The next step is to determine if the landfill is required to have an active gas collection system under NSPS. If the non-methane organic compound (NMOC) mass emissions are 34 megagrams per year (Mg/yr) or greater, the landfill is required to install and have an operational gas collection system within 30 months of when the NMOC threshold is exceeded. NMOC emissions are determined by either a desktop calculation assuming a default NMOC concentration or by collecting field samples and using the *Landfill Gas Emissions Mode*l (LandGEM) v3.02 (USEPA, 2005).

The design capacity of the proposed District Landfill is approximately 6.9 million cubic yards (or 5.3 million cubic meters) with a waste mass of 4.2 million tons (or 3.8 million metric tons or megagrams), assuming an effective waste density of 1200 lbs/cy. Therefore, the design capacity of the landfill will exceed the NSPS / Title V threshold of 2.5/2.5, requiring the landfill to be regulated under these rules. The anticipated size of the proposed landfill will trigger active landfill gas collection and a flare station to mitigate fugitive gas surface emissions.

Landfill gas management systems typically consist of wells buried within the layers of the landfill (horizontal gas wells) or wells drilled into the waste body (vertical gas wells). The wells are equipped with wellheads to monitor and control gas collection rates. The wellheads are connected to a piping network to convey the gas to a biogas processing system. Landfill gas is saturated and warm and will condense when it is removed from the landfill. These liquids are managed by condensate stations where the vacuum pressure of the blowers is isolated from ambient air pressure and the condensate is "knocked out" and drained or pumped back into the landfill or to leachate ponds. The most common landfill gas system is as a flare station consisting of a blower skid and flare stack. Other biogas process systems

include landfill gas to energy (LFGTE) plants where the gas is combusted in gensets or microturbines to create electricity. Other alternatives for beneficial reuse include scrubbing the gas and reinjecting it into a natural gas pipeline, using the gas for a compressed natural gas (CNG) fueling station, or burning it for heat for use at or near the facility.

For this design, it is assumed the processing system will be a flare station (blower skid and flare stack). Ancillary systems to support the flare station will include electricity to power the equipment, data acquisition and SCADA, remote monitoring and control systems, and condensate management.

4.10 Final Cover System

The final cover system will be designed to minimize infiltration and erosion. According to §258.60 – *Closure Criteria,* the final cover system must be designed and constructed to:

- 1. Have a permeability less than or equal to the permeability of any bottom liner system or natural subsoils present, or a permeability no greater than 1×10^{-5} cm/sec, whichever is less, and
- 2. Minimize infiltration through the closed MSWLF by the use of an infiltration layer that contains a minimum 18-inches of earthen material, and
- 3. Minimize erosion of the final cover using an erosion control layer that contains a minimum 6 inches of earthen material that is capable of sustaining native plant growth.

It is noted that DEQ may approve an alternative final cover design. For purposes of this Master Development Plan, a prescriptive final cover system is assumed, consisting of the following (from top to bottom):

- 8-inch-thick topsoil layer (vegetated)
- 12-inch-thick drain sand layer enhanced with strip drains, or a geocomposite or a combination thereof
- 60-mil HDPE geomembrane[1](#page-21-1)
- 24 inches of compacted soil (onsite silt) with permeability of no more than $1.0x10^{-5}$ cm/sec (with a gas collection layer) [2](#page-21-2)

¹ The District reserves the option to install linear low-density polyethylene (LLPDE) liner with a minimum thickness of 30 mils, or possibly an alternative geosynthetic such as a geosynthetic turf. LLDPE is much more resilient to settlement and is commonly used for final caps. Geosynthetic turf covers are growing in popularity and have been used elsewhere in the Northwest.
² A gas collection layer will need to be installed beneath the final cover system to control gases for cover stability.

5.0 Engineer's Opinions of Probable Construction Costs

The Engineer's opinions of probable construction costs are provided in **Table 10** (refer to **Appendix C** for cost breakdowns). The cost opinions are in 2021 dollars (2021\$) and are considered Class 4 estimates ("Study of Feasibility") with a 15% contingency and a typical level of accuracy of -30% to +50%. Idaho Sales Tax is also included at a rate of 6.0% on materials, assuming one-third of the total construction costs are for materials.

The cost opinions assume the work will be done on a competitive bid basis and the construction contractors will have a reasonable amount of time to complete the work. The actual costs will depend on final design, competitive market conditions, actual labor and material costs, productivity, schedule, cost of living / inflation at the time of construction, and other factors. As such, these cost opinions need to be carefully considered when budgeting and making financial decisions.

Table 10 – Cell Development and Final Closure Opinions of Probable Construction Costs

Notes:

1. Costs are in 2021 dollars. "Estimated Construction Costs" include a 15% contingency factor based on the level of design for the cells; a 25% contingency is included in the final closure costs. The costs do not include ancillary capital costs for infrastructure such as a future scale and scalehouse or flare station to manage landfill gas. Those elements should be considered for overall financial planning.

2. Costs are in 2021 dollars. Except for Cell A, the "Engineering Fees" for future cell developments and final closure are assumed to be 8% of the construction costs. These fees include estimated costs for permitting, design, and general construction oversight services. Engineering Fees for Cell A are based on current costs that have been contracted with the District for Cell A development.

3. Cell A construction costs include \$4,838,000 for the cell construction plus \$1,565,000 for support facilities (earthwork for building pads and the main entrance road and the construction of the leachate ponds). The Cell A estimates does not include costs associated with geotechnical borings and groundwater wells (\$345,000), shop/office building (\$1,150,000), fencing and landscaping (\$250,000), site power (\$50,000) and a domestic water well (\$250,000), land purchase (\$3,238,000), bond services (\$300,000), or other incidental costs. These costs were not estimated by Great West Engineering and so are not included.

6.0 References

Lewis et al. (2012). *Geologic Map of Idaho*. Idaho Geological Survey.

Phillips. (2016). *Geologic Map of Idaho*. Idaho Geological Survey.

USEPA. (2009). *Statistical Analysis of Groundwater Monitoring Data at RCRA Facilities Unified Guidance.*

USEPA. (2020). *Advancing Sustainable Materials Management: 2018 Fact Sheet.*

USEPA. (2020). *Hydrologic Evaluation of Landfill Performance (HELP) Model v4.0.*

USEPA (2005). *Landfill Gas Emissions Model (LandGEM) v3.02.*

Drawings

YD

GENERAL NOTES:

1. THIS IS A STANDARD LEGEND AND ABBREVIATION LIST. THEREFORE, NOT ALL SYMBOLS AND ABBREVIATIONS MAY BE USED ON THIS PROJECT.

PROJECT NOTES:

1. TOPOGRAPHICAL SURVEY BY FORSGREN ASSOCIATES, INC., DATED APRIL 19, 2021. 2. SURVEY BASED ON IDAHO STATE PLANE COORDINATE SYSTEM, EAST ZONE, NAD83.

OF 8

1. STAGES 4 AND 6 ARE NOT SHOWN IN THIS SECTION CUT.
SEE SHEET 7.

Appendices

Appendix A

Geotechnical Investigation Report

Xcell Engineering, LLC 260 Laurel Lane Chubbuck, ID 83202 Phone (208) 237-5900 Fax (208) 237-5925 E-mail: paul@xcelleng.com

March 9, 2021 P21009

Mr. Kevin Harris Forsgren Associates 350 North 2nd East Rexburg, ID 83440

> RE: **NEWDALE LANDFILL** Test Pit Profile and sample Newdale, Idaho

Kevin:

At your request I have logged and sampled soil from 30 test pits at the subject site. The samples were returned to your office for testing and I have been in contact with your lab manager to discuss sample identification and potential testing. The following summarizes our findings. Please call if you have questions or comments. Sincerely,

Xcell Engineering, LLC

Rue Cro

TEST PITS

Soil conditions in this summary are identified in accordance with the Unified Soil Classification System (USCS). The soil profile observed in the test pits was relatively consistent with respect to type of materials encountered. However, there is considerable variability in the geometry of the subsurface profile. Materials consisted of 0.5 to 3.5 feet of clayey, dark brown fine sandy silt underlain by 3 to 16+ feet of light brown fine sandy silt. Clay content in the upper dark brown material and in the underlying lighter material was variable. Maximum clay content in the light brown material was thought to be encountered in test pit 125 as will be verified by laboratory testing. The site is underlain by soft sedimentary sandstone bedrock at depths of 5 to more than 16 feet. In areas where it was encountered the sandstone was observed to be highly fractured exhibiting irregular block failure. The following table provides the depths or profile of the soil/rock types mentioned above by test pit location.

Competence and rock quality designation (RQD) of the underlying bedrock increased within the upper 2-3 feet. Based on the materials observed the rock may be excavated with difficulty using conventional excavation equipment. Composition of the underlying bedrock was uniform in locations where it was encountered. Based on the composition and uniformity of material it is highly probable that the entire site is underlain by the rock. Absence of rock in the test pits is only an indicator that depth to rock exceeds the maximum depth of exploration (16') possible by the track hoe used to excavate the test pits. This information is provided as "preliminary in nature" and is indicative of surface conditions on the site. Prior to plan preparation deeper and more detailed exploration is recommended. If, during testing, there are questions or you require more information, please call.

Paul

Appendix B

Life Cycle Analysis

EIRSWD Landfill District-Only (W/ No Waste Partners)

Inputs/Assumptions (Color Coded):

EIRSWD Landfill District W/ Waste Partner (Teton County, ID)

Inputs/Assumptions (Color Coded):

Appendix C

Engineer's Opinions of Probable Construction Costs

of labor and materials or over competitive bidding and market conditions, the Engineer does not guarantee the accuracy of such opinion as compared to Contractor's bids or actual costs to the Owner. Estimate is provided in 2021 dollars (2021\$).

OPINION OF PROBABLE CONSTRUCTION COST PROJECT PROJECT PROJECT ROLL IN THE PROJECT NO. DATE **EIRSWD Landfill - Leachate Ponds / Support Fac. 4-20133 12/30/2021 ITEM NO. DESCRIPTION QUANTITY UNIT UNIT PRICE TOTAL PRICE** 1 Bonds, Insurance, Mobe, Demobe, and Contract Closeout 1 1 LS \$ 62,000 \$ 62,000 2 Temporary Facilities, Controls, Survey, Contractor's QC 1 1 LS \$ 49,000 \$ 49,000 **Subtotal \$ 111,000** Leachate Ponds $(Acres) =$ $\begin{vmatrix} 3 \\ 3 \end{vmatrix}$ 3 Site Clearing and Preparation 10 10 ACRE \$ 2,500 \$ 24,000 4 Stockpile Stripping and Stockpiling 31,000 CY 5 1.35 \$ 41,850 5 General Excavation 60,000 CY 1.25 \$ 75,000 \$ 6 Embankment Fill 9,200 CY 1.75 \$ 16,100 \$ 7 Stockpile Fill 50,800 CY 1 \$ 1.25 \$ 63,500 \$ 63,500 8 Subgrade Preparation for Liner 14,520 SY \$ 0.50 \$ 7,260 9 60-mil HDPE Geomembrane (Primary) 14,520 SY $\frac{1}{3}$ 5.50 \$ 79,860 10 Composite Drainage Net 14,520 SY \$ 7.00 \$ 101,640 11 60-mil HDPE Geomembrane (Secondary) 14,520 SY \$ 5.50 \$ 79,860 12 Secondary Containment Manhole / Leak Detection System | 1 | LS | \$ 20,000 | \$ 20,000 13 Electrical Systems and Controls (Allowance) 1 1 LS \$ 25,000 \$ 25,000 14 Build Ops Access Roads / Road Side Ditches 11,556 SY \$ 22.00 \$ 254,222 15 Stormwater / Drainage Controls (Allowance) 1 1 LS \vert LS \vert 20,000 \vert \$ 20,000 16 Hydroseed / Permanent Stabilization 10 10 3 ACRE \$2,200 \$6,600 **Subtotal \$ 808,292** 17 Site Clearing and Preparation 5 ACRE 2,500 \$ 13,000 \$ 18 Stockpile Stripping and Stockpiling 17,000 CY 1.25 \$ 21,250 19 General Excavation **1.25 CY** 1.25 **\$** -20 Embankment Fill **128,000** CY \$ 1.75 \$ 224,000 21 Stockpile Fill 0 CY 1.25 \$ - \$ 22 Electrical Systems and Controls (Allowance) 1 1 LS \$ 35,000 \$ 35,000 23 Build Access Roads / Road Side Ditches 6,000 SY \$ 22.00 \$ 132,000 24 Stormwater / Drainage Controls (Allowance) 1 1 LS \$ 15,000 \$ 15,000 25 Hydroseed / Permanent Stabilization **ACRE 4** ACRE **1** \$ 2,200.00 **\$** 8,800 **Subtotal \$ 414,800 CONSTRUCTION SUBTOTAL 5 1,334,092** CONTINGENCY 15.0% \$ 200,114 Travis Pyle, PE **DIRECT CONSTRUCTION COSTS \$ 1,534,206.06 \$ 1,534,206.06** $\begin{array}{|l|c|c|c|c|}\n \hline\n \text{ESTIMATE BY:} & \text{30,684}\n \end{array}$ Michelle Langdon, PE **The Contract of Contract Contract Project (rounded) 1,565,000 \$** 1,565,000 CHECKED BY: **Leachate Ponds/Ops Road/Shop Area Earthwork** Main Access Road / Scale/Scalehouse **General Conditions**

This Opinion of Probable Cost is the opinion of the Engineer, and is supplied as a guide only. Since the Engineer has no control over the costs of labor and materials or over competitive bidding and market conditions, the Engineer does not guarantee the accuracy of such opinion as compared to Contractor's bids or actual costs to the Owner. Estimate is provided in 2021 dollars (2021\$).

This Opinion of Probable Cost is the opinion of the Engineer, and is supplied as a guide only. Since the Engineer has no control over the costs of labor and materials or over competitive bidding and market conditions, the Engineer does not guarantee the accuracy of such opinion as compared to Contractor's bids or actual costs to the Owner. Estimate is provided in 2021 dollars (2021\$).

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