

**Development Authority of the North Country
Proposed Landfill Expansion**

**State Environmental Quality Review Act
Final Scoping Document**

May 2012

**Town of Rodman
Jefferson County, New York**

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1.0 Introduction

The Development Authority of the North Country (the Authority) is pursuing plans to expand its existing Solid Waste Management Facility (SWMF), located along the south side of New York State (NYS) Route 177 in the Town of Rodman, Jefferson County, New York.

This Final Scoping Document (FSD) has been prepared in accordance with the regulations of the New York State Department of Environmental Conservation (NYSDEC) set forth at 6 NYCRR Part 617, which implement the State Environmental Quality Review Act (SEQRA). This FSD outlines the topics and analyses of potential environmental impacts of the Authority's proposed project involving the expansion of its existing solid waste management facility (the "Proposed Southern Expansion").

The FSD will describe the Proposed Southern Expansion project, identify any potentially significant adverse impacts, describe the extent and quality of information needed to address each impact, identify possible mitigation measures, and describe reasonable alternatives to be considered. The scoping process allows the Authority to focus the Draft Environmental Impact Statement (Draft EIS) on significant adverse impacts or issues, to eliminate the consideration of lesser impacts or issues and to eliminate or de-emphasize non-significant impacts.

A Typically Asked Questions (TAQ) document has been prepared and is available to the public on the Authority's website at www.danc.org/operations/solid-waste-management/solid-waste-facility-expansion-project. The TAQ document provides answers to and discussion on some of the common questions and themes associated with the "Proposed Southern Expansion" project.

2.0 Project Description

After considering the comments received during the public scoping process, the Authority revised the scope of the project by reducing the proposed development acreage and associated impacts. The revised project, herein referred to as the “Proposed Southern Expansion,” encompasses approximately 110 acres to the south and west of the existing landfill footprint on Authority property. This contrasts to the larger project (herein referred to as the “2011 Proposed Expansion”) that was described in the Draft Scoping Document, which had included a 146-acre landfill expansion along with a 20-acre borrow area located on adjacent lands owned by Jefferson County. The locations of the Proposed Southern Expansion, existing landfill footprint, 33.20-acre permitted Borrow Area No. 3, and 3.10-acre proposed Borrow Area No. 3 haul road are displayed on Figure 1 – Site Location Map. The proposed haul road will be constructed to provide access to Borrow Area No. 3 for use during construction and operation of the Proposed Southern Expansion.

Mitigation measures are proposed to avoid or minimize impacts to certain aquatic resources (wetlands and waters) within the Proposed Southern Expansion project area. A mitigation strategy has been developed to compensate for remaining, unavoidable impacts to these resources. The proposed on-site mitigation activities include preserving specific resources in perpetuity and enhancing other resources. Off-site mitigation activities are also proposed along Skinner Road in the Town of Ellisburg, Jefferson County, New York (Figure 2). Additional details regarding these mitigative elements are included in Sections 4.2 and 5.0 of this document.

The current permitted landfill footprint is approximately 78 acres in size and is accessed from NYS Route 177 near the intersection with County Route (CR) 95 and Lowe Road (also known as Tremaines Corners). Exploration of landfill expansion began in 2001 in response to the projected site life of the current landfill footprint and a growing need for solid waste disposal resulting from population growth in the area.

Since 2001, a significant amount of information has been collected to support the planning and design of the Proposed Southern Expansion. Alternative expansion footprints were also analyzed to ensure that the best expansion option was selected for detailed evaluation and development. The purpose of the expansion is to secure cost-effective long-term disposal capacity for Jefferson, St. Lawrence, Lewis, and Hamilton Counties. The Proposed Southern Expansion will add approximately 12,600,000 cubic yards (cy) of air space to accommodate solid waste disposal for approximately 51¹ years at the projected landfill rate of disposal (220,000 tons/year). This will allow the existing regional landfill to continue to provide an environmentally protective method for the disposal of household, business, and non-hazardous industrial waste.

The Proposed Southern Expansion will be implemented in phases. Each cell in the expansion area will be constructed as additional disposal capacity is needed. It is currently anticipated that the expansion will consist of eleven (11) individual and monitored cells, with construction of the first phase (Cells 12 and 13) projected to begin in 2020 and estimated for completion by 2023. It is anticipated that Cells 12 and 13 would be constructed as one project with an estimated 3.3 years of combined site life and that the subsequent cells would be constructed as separate construction phases. The Borrow Area No. 3 haul road, landfill expansion perimeter road, and stormwater infrastructure will also be constructed as part of the first phase of the project.

Waste quantities requiring disposal vary year to year. This variation is caused by a variety of factors including economic conditions, waste processing, recycling and waste reduction measures, changes in legislative or regulatory requirements, and population changes. The Authority's landfill is currently permitted by the NYSDEC to accept a maximum of 346,320 tons of waste per year (TPY). The Authority will not seek approval to adjust the existing maximum annual tonnage limit at the landfill, in connection with the Proposed Southern Expansion. The types of waste the Authority

¹Site life estimate based on preliminary fill volume calculations for each proposed cell, an in-place waste density of 1,781 lbs/cubic yard, a 0% non-waste amount, and an annual waste acceptance rate of 220,000 tons/year.

plans to accept for disposal at the landfill will also remain unchanged. For information on waste types accepted at the SWMF, visit www.danc.org/operations/solid-waste-management/solid-waste-services. Information concerning the amounts and origins of the current waste stream will be included in the Draft EIS. Information regarding current and projected recycling efforts and percentages of waste materials recycled within the counties served by the Authority and at the Fort Drum military installation will also be provided in the Draft EIS. The Authority's plans to reduce the amount of waste requiring landfill disposal in future years will be summarized in the Draft EIS.

In New York State, the NYSDEC enforces specific regulations for the siting, permitting, and construction of landfill systems. Generally, every landfill consists of a protective liner system, a leachate collection system, and a capping system. Leachate is liquid that has come into contact with waste. This can result from liquid contained in wastes delivered to the landfill or precipitation that has come into contact with the waste after it is in place. Similar to the existing landfill footprint, the Proposed Southern Expansion would be constructed using a "dual-composite" liner system, meaning that it is comprised of two (2) separate liner systems, each containing a soil barrier and a plastic barrier. This double liner system provides primary and secondary leachate collection for the landfill. A typical cross section of such a dual composite liner system for municipal solid waste, which includes primary and secondary leachate collection, is presented as Figure 3. Leachate would continue to be collected and temporarily stored on-site prior to treatment. Currently, on average, approximately 18-million gallons of leachate are collected each year from filled areas at the existing landfill and are treated at the City of Watertown's wastewater treatment plant (WWTP). The Draft EIS will include projections of the amount of leachate that the expansion is expected to generate and the changes, if any, that will be necessary to accommodate the collection and disposal of leachate in the future.

3.0 SEQRA Status

The State Environmental Quality Review Act and its implementing regulations set forth at 6 NYCRR (Codes, Rules and Regulations of the State of New York) Part 617 establish a process for the consideration of environmental factors in the planning stages of discretionary actions that are directly undertaken, funded, or approved by local, regional, and state agencies. SEQRA requires the approving or sponsoring entity to identify and mitigate the significant adverse environmental impacts of the activity it is proposing, funding, or permitting.

The Authority completed Parts 1 through 3 of two (2) SEQRA Full Environmental Assessment Forms (EAF) for the proposed project; one EAF for the proposed on-site expansion activities and one for the proposed off-site mitigation activities, with all activities being conducted in the same watershed. After reviewing Part 1 of the EAFs, the Authority's Board of Directors classified the Proposed Southern Expansion as a Type I Action (as this term is defined under the SEQRA regulations set forth at 6 NYCRR § 617.4(b)). The Authority requested and obtained concurrence from two other involved agencies (as this term is defined in the SEQRA regulations), Jefferson County and the NYSDEC, in its acting as Lead Agency. Since the potential use of adjacent Jefferson County land has been removed from the scope of the proposed project, Jefferson County is no longer an involved agency under the SEQRA process for the project; the NYSDEC is the sole involved agency. After declaring itself Lead Agency, the Authority made its determination of significance for the project and issued a positive declaration. A formal public scoping process has been completed, as outlined in the SEQRA regulations (6 NYCRR § 617.8).

On November 2, 2011, the Authority's Board of Directors determined that the Draft Scoping Document (DSD) was ready for public review and comment. The DSD document was provided, along with the Notice of Public Scoping Meeting, for public review on the Authority's website. Copies of the DSD were sent to interested and

involved agencies, as listed in Appendix B. A public scoping meeting was held at the Dulles State Office Building in Watertown, New York on November 16, 2011 at 7:00 P.M. In addition to this opportunity to provide comments in person, the public was also provided a mailing address and an e-mail address so that comments could be submitted in writing at any time during the public comment period. The scoping public comment period was held from November 2 to December 16, 2011. All received during the public comment period were reviewed and considered during the preparation of the Final Scoping Document. In fact, these comments and concerns led the Authority to make numerous project revisions, including:

- Alterations to reduce the size of the footprint of the Proposed Southern Expansion;
- A reduced site life (due to a smaller proposed expansion area but partially offset by updated waste volume projections);
- Reduced potential impacts to wetlands and other aquatic resources; and
- Updates to the on- and off-site wetland and aquatic resource mitigation strategies.

A copy of the transcript from the public scoping meeting, along with a copy of each written comment received during the public scoping process, may be viewed online at www.danc.org/operations/solid-waste-management/solid-waste-facility-expansion-project.

The Final Scoping Document identifies the potentially significant issues and impacts that will be addressed in the project's Draft Environmental Impact Statement. Issues that were deemed to be irrelevant or not significant to the project have been identified in Section 8.0 of this document. The Draft EIS will be the principal document that describes the technical and environmental information related to the project site and that details the potential impacts associated with the Proposed Southern

Expansion. The components of the Draft EIS are described in Sections 4.0 through 7.0 of this document. The Draft EIS will also include a cover sheet, a table of contents, a summary of the document's contents, and a discussion of the project's background, purpose, and public needs and benefits, including social and economic considerations. The appendices to the Draft EIS will include drafts of applicable permit applications and engineering documents, including drawings, which will be submitted to NYSDEC for review and approval, and permit issuance, prior to construction.

4.0 Potentially Significant On-site Impacts, Existing and New Information, and Mitigation Measures

In addition to describing the existing operations of the SWMF and the design elements of the Proposed Southern Expansion, the scope of the Draft EIS will focus on the potentially significant impacts to surrounding ecological resources (flora and fauna, land, water, air, soils), agricultural resources, historic and archeological resources, open space, transportation, energy, public health, aesthetics (noise, odor, visual impacts) and the local community. Mitigation measures and existing information and new information needed to adequately address each impact are also included in this scope. The potential effects and the benefits of this project on climate change, waste reduction and recycling efforts and recreational opportunities will also be identified in the Draft EIS. The resources and impacts that will be studied and described in the Draft EIS are identified below.

4.1 Geology and Soils

Landfill construction will involve excavating and moving large quantities of soil to designated stockpile areas on the site for later use. Issues to be addressed in the Draft EIS include impacts to existing topography, impacts to soil resources, and impacts on future uses of land resources. Construction activities, if not mitigated, may cause erosion which may, in turn, cause siltation of adjacent stream banks and wetland areas. The Draft EIS will address the effects siltation may have upon aquatic resources, streams, and wetlands. Mitigation measures to prevent siltation of these resources will also be outlined.

Soils within the property are formed from glacial drift and alluvium derived from glacial drift. The depth to bedrock varies throughout the site from zero feet (0 ft - exposed) to approximately 30 feet. Eighty percent (80%) of the Proposed Southern Expansion area is comprised of soils that have less than ten percent

(10%) slopes, meaning that the topography of the proposed project area can be described as moderately rolling with a gentle slope towards the northwest. The total topographic relief on the SWMF site is approximately 300 feet; ranging from approximately 850 feet above mean sea level (msl) in the northwest corner of the property to 1,150 feet above msl in the eastern-most section.

A hydrogeologic field investigation has been completed to determine the geologic characteristics of subsurface layers located beneath portions of the Proposed Southern Expansion area. This information, along with additional investigations that will be conducted in the future, will be used to complete a conceptual design of the expansion project. Soils information for this site will also be obtained from the Natural Resource Conservation Service's (NRCS) Soil Survey Geographic (SSURGO) Database for Jefferson County. A soil balance analysis, including soil availability at the on-site permitted borrow areas and options to acquire additional soil, if needed, will be completed for this project and included in the Draft EIS.

4.2 Aquatic Resources

The aquatic resources mapped on the SWMF property include approximately 48,000 linear feet of first, second, and third order² streams and approximately 117 acres of palustrine forested, palustrine emergent, palustrine scrub-shrub, and open water wetlands. A wetland field delineation was completed for approximately 1090 acres of Authority-owned property located west of CR 95. Approximately 12.26 acres of federal wetlands were delineated within the Proposed Southern Expansion boundary. A preliminary jurisdictional determination has been received from the U.S. Army Corps of Engineers (USACE); this determination establishes that these wetlands meet the criteria for federal regulation. These delineated wetlands do not appear on maps

² Stream order is a method of classifying the relative location of a stream reach within its larger river system.

maintained by NYSDEC of wetlands subject to state jurisdiction, and therefore, the Authority will not seek a permit under the NYS Freshwater Wetlands Act (Article 24 of the Environmental Conservation Law [ECL]) for the wetland disturbance that will occur in connection with the Proposed Southern Expansion. Details regarding the vegetative composition and abundance, hydrological characteristics, and soils information of the on-site delineated wetlands will be included in the Draft EIS.

In order to allay the unavoidable impacts to on-site wetland and water resources, a mitigation strategy was proposed that incorporates both on-site and off-site mitigation activities. The proposed on-site mitigation activities include preserving in perpetuity approximately 105 acres of wetlands, 272 acres of wetland buffer and 198 acres of stream buffer (some of which overlap), and approximately 45,844 linear feet of stream. Approximately 8,102 linear feet of these stream resources will also be enhanced (Figure 1). Further details describing the wetland resources and the proposed mitigation strategy for the project will be included in the Draft EIS; additional information about the off-site mitigation area is provided in Section 5.0 of this document.

Approximately 2,143 linear feet of unmapped intermittent first and second order streams are located within the limits of the Proposed Southern Expansion. Further details describing these stream resources, the surrounding watershed characteristics, and the stream order hierarchy and flow paths will be included in the Draft EIS. In addition, the Draft EIS will also assess the extent of potential impacts to stream resources within the Proposed Southern Expansion and will detail the associated stream mitigation strategy. Previously detailed impacts to Stream Segment 4 and potential indirect impacts to the Southern and Northern Tributaries have been avoided or minimized by altering the landfill footprint. No wetland or water resources are located within the limits of Borrow Area No. 3. The proposed haul road will include the installation of a main bridge structure to

completely span Stream Segment 4 and one additional smaller structure to completely span the outlet drainage of Wetlands I, O, and M. The proposed construction methods of using clear span structures on the proposed haul road have been established to eliminate any temporary or permanent impacts to Wetlands I, O, M, or Stream Segment 4, while providing feasible access to Borrow Area No. 3.

Potential impacts that the Proposed Southern Expansion may have on groundwater resources will also be identified and reasonable mitigation measures proposed, as needed. A dual composite liner system and leachate collection system will be used in the design of the expansion area to minimize the potential for impacts to groundwater resources. Current efforts to protect the quality of groundwater in the area will be detailed in the Draft EIS, including information on the existing monitoring well network and sampling procedures at the SWMF and how these elements will be revised in the future to incorporate the Proposed Southern Expansion area.

4.3 Stormwater Management

The Proposed Southern Expansion will result in additional disturbed and impervious area at the SWMF. At full build out of the expansion, approximately 76 additional acres of impervious area will be created at the site due to the eventual landfill capping system. Aside from the change in covertype and permeability within the expansion limits, construction of the Proposed Southern Expansion will also result in changes in the direction of stormwater flow across the site. Stormwater conveyance swales, detention basins, and controlled outlet structures will be designed and incorporated into a stormwater management plan for the SWMF, which will be used to control the stormwater at the site. This plan is necessary to meet the requirements of NYSDEC's regulations at 6 NYCRR Part 360, the State Pollutant Discharge Elimination System (SPDES) Multi-

Sector General Permit for Stormwater Discharges Associated with Industrial Activity, and the NYS Stormwater Management Design Manual. Further details on the stormwater management design and the associated flow calculations for the site will be included in the Draft EIS. A comprehensive list of best management practices (BMPs) associated with erosion and sediment control and the Stormwater Pollution Prevention Plan (SWPPP) for the project will be included in the Draft EIS.

4.4 Ecology

The majority of the Authority's approximately 1,500-acre property is rural (undeveloped) and acts as buffer for the existing landfill facility. The Proposed Southern Expansion area represents approximately 76.80 acres of rural (undeveloped) land consisting primarily of deciduous and coniferous forests and scrub-shrub and emergent wetlands and approximately 33.55 acres of disturbed areas including Dona Road, existing stormwater infrastructure, and operational soil Borrow Area No. 1. Rural, conservation lands, and residential properties are the most common land uses that border the main SWMF parcel.

There are approximately 65.54 acres of upland vegetative communities and 12.26 acres of wetland communities included within the limits of the Proposed Southern Expansion. The upland vegetative communities and their approximate acreages include deciduous forest – 50.17 acres, coniferous forest – 8.30 acres, mixed forest – 4.58 acres, and open field – 1.49 acres. The wetland communities located within the limits of the Proposed Southern Expansion include palustrine forested (deciduous) – 0.79 acres, palustrine emergent (wet meadow) – 4.80 acres, palustrine emergent (submerged beaver complex) – 1.71 acres, and palustrine scrub-shrub – 4.96 acres.

The SWMF is located within the Tug Hill Transition Ecozone. This Ecozone is characterized by lands that slowly transition to the higher elevations and steeper topography associated with the Tug Hill Plateau. Coordination with the NYSDEC and the U.S. Fish and Wildlife Service's (USFWS) New York Field Office is ongoing regarding the use of the project site by state and/or federally protected species. This coordination, and the on-site studies that have been completed related to this topic, will be detailed in the Draft EIS.

The SWMF has recently completed a Natural Resources Management Plan that includes specific goals, objectives and strategies to conserve and manage SWMF property for the benefit of the watershed, wildlife and people. This plan includes a Deer Management Plan that is annually reviewed and updated. Compliance with this plan is a condition of the SWMF operating permit. The Natural Resources Management Plan and other environmental stewardship initiatives will be described in detail in the Draft EIS.

The potential impacts of the construction and long-term operation of the Proposed Southern Expansion on unprotected plant and animal species and their associated habitats, especially native populations, will also be addressed in the Draft EIS. Potential impacts and mitigation measures related to invasive species will also be discussed in the Draft EIS. A plan for controlling the introduction of invasive species, and for managing populations of invasive vegetation if they do occur, will be proposed.

4.5 Land Use and Community Character

There are various land uses associated with the SWMF property, including industrial (included under property class code 800 Public Services), agricultural (property class code 100), rural (included under property class code 300 Vacant Land), recreation (included under property class code 600 Community Service),

and utilities (also included under 600 Community Service). Property class codes were developed by the NYS Office of Real Property Services (NYSORPS) to describe the primary use associated with parcels of land.

Prior to human settlement around 1801, this area was completely forested and predominantly included upland forests, riparian areas, and forested wetland systems. Post-settlement, the SWMF site and surrounding areas were logged and cleared for agriculture purposes, primarily as croplands and hayfields. In 1990, a portion of the SWMF site was developed to support construction and operation of the existing landfill facility. Industrial development at the SWMF includes the 78-acre landfill disposal area footprint, as well as access roads, maintenance and storage facilities, a landfill gas to energy plant, electrical transmission lines, soil borrow and storage areas, stormwater detention ponds, monitoring wells, and other associated grass and gravel areas. Information about the location, design, and functioning of existing and proposed site infrastructure will be included in the Draft EIS.

Development of the Proposed Southern Expansion will transform an existing buffer area into an active area of landfill operations. The potential impacts of this change in land use and community character will be assessed and potential mitigation measures will be described in the Draft EIS. Open space and recreational activity opportunities that would be lost, limited, or enhanced by the landfill expansion project will be detailed in the Draft EIS. The significance of impacts to these areas will be determined and addressed. An increased demand for community services is not expected as a result of the proposed project, since it involves the expansion of an existing solid waste facility. However, other potential impacts and needs that the landfill expansion may have on community facilities, such as hospitals, churches, schools, day care centers, museums, libraries, nursing homes, homeless shelters, medical offices, etc. will be included in the Draft EIS.

The Draft EIS will also assess potential impacts on existing and future recreational opportunities on the project site and surrounding lands.

4.6 Visual Resources

The proposed expansion area is surrounded by forestlands and rolling topography that will help buffer the views of the site from many surrounding areas. The Proposed Southern Expansion will have minimal adverse effects on the aesthetic quality of the site from the perspective of the general public and the host community, which use State Route 177, as it will be located beside and behind the existing landfill disposal area. This will have the effect of significantly shielding the proposed expansion area from view, and it will also provide a substantial buffer area that will limit potential odor and noise impacts. It is possible that at certain vantage points, surrounding properties may experience changes in views during and after construction of the expansion area. Potential visual impacts will be assessed through a viewshed analysis and the development of computer-assisted visual simulations using a Geographic Information System (GIS). These simulations will be developed from key vantage points to illustrate changes to the visual setting that would result from the proposed landfill expansion. If views of important resources are impacted by the expansion project, or identified sensitive receptors are visually impacted, appropriate mitigative measures will be implemented to eliminate or reduce these visual impairments.

4.7 Air Quality

The Authority purchased additional property (known as the Tyo Property) adjacent to the SWMF main parcel in 2003 to provide a location for possible future development of a wind turbine farm and to provide for an electrical interconnection with National Grid's 115 kV electric transmission lines for the

Authority's landfill gas utilization project. The development of a wind farm at this location is no longer being pursued. However, in 2007 the Authority contracted with a private developer to construct a landfill gas to energy (LFGTE) plant on site to burn the methane gas produced by the landfill to generate electricity. This LFGTE facility was recognized by the Climate Action Reserve as the first carbon reduction project located outside of California to earn carbon credits. Additional engines may need to be added to the existing LFGTE plant to handle any additional methane gas produced by the Proposed Southern Expansion. This need will be analyzed during conceptual design, along with possible air quality mitigation measures to reduce off-site odor impacts. Greenhouse gas emissions will be analyzed, both at current emission rates and after completion of the Proposed Southern Expansion. Potential mitigation measures to reduce greenhouse gas emissions and off-site odors will be examined in the Draft EIS. Vehicle emissions associated with the transportation of solid waste to the landfill and leachate hauling from the site will also be reviewed and included in the Draft EIS.

4.8 Traffic

Wastes are currently transported to the landfill directly from municipally-owned transfer stations or private haulers. The SWMF's projected landfill disposal rate is 220,000 tons per year; the site is permitted to accept a maximum of 346,320 tons per year. The potential impacts that this maximum tonnage amount would have on the surrounding community, environment, and transportation infrastructure were previously analyzed when the Authority obtained approval to accept this waste tonnage. The Authority is not seeking to change the annual waste acceptance rate as part of this project. Also, the existing landfill access road will remain the only access point to the landfill from NYS Route 177. No other access locations will be added from other surrounding roadways. The currently permitted hours and days of operation will not change

as part of this project. Transportation changes related to a potential increase in leachate production at the landfill site and the slight increase in traffic anticipated during site construction will be reviewed in the Draft EIS. A transportation analysis will be completed for the existing site, the results of which will be provided in the Draft EIS.

4.9 Noise

Existing noises generated at the current landfill site consists of truck traffic, heavy equipment operation, and operating noises from the LFGTE plant. The Draft EIS will summarize operational noise data collected along adjacent State and County roadways and at adjacent residential property lines. Off-site impacts from operation and construction noises associated with the Proposed Southern Expansion are anticipated to be limited because of the location of the expansion behind the existing landfill footprint.

During project construction and normal landfill operation post-construction, the production of noise levels exceeding the local ambient noise levels for noise outside of structures may occur. A noise analysis will be conducted to determine potential impacts to residential properties adjacent to the proposed expansion area and other sensitive receptors, if any. A Type II noise meter that complies with the American National Standards Institute (ANSI) will be used to measure noise levels. The meter will be set to the A-weighting and slow response measuring option in accordance with NYSDEC's Part 360 regulations (360.1.14(p)) for noise measurements. Operational noise monitoring data will be collected during peak landfill operating hours and background levels during non-operating hours as part of the noise analysis. Mitigation measures will be detailed in the Draft EIS, if required, to limit off-site noise impacts.

4.10 Historic and Cultural Resources

A Phase 1A Cultural Resource Investigation was completed in 2007 for the Authority's approximately 1222-acre main parcel. A Phase 1B Cultural Resource Investigation was subsequently completed in 2007 and 2008 for the 2011 Southern Expansion, which represented the proposed Area of Potential Effect (APE) at the time. The western limits of the 2011 Southern Expansion and the southern and eastern limits of the Proposed Southern Expansion overlap in some disturbance limits. Regardless, a supplemental Phase 1B investigation will be completed for the remaining areas within the Proposed Southern Expansion limits that were not previously investigated using soil test pit excavations and associated analyses.

The New York State Office of Parks, Recreation and Historic Preservation (NYSOPRHP) reviewed the results of the 2007/2008 cultural resource (historic and archaeological resources) investigations and advised the Authority that the "Project will have No Effect upon cultural resources in or eligible for inclusion in the National Registers of Historic Places with the condition that the *Herman Eastman/Cole Site* is avoided". The *Herman Eastman/Cole Site* is not included within the Proposed Southern Expansion limits; no work is proposed within 100 feet of this existing structure. The Authority's proposed development plan will avoid this cultural resource site to ensure that the project has no impacts on historic properties listed or eligible for listing on the National or State Registers of Historic Places. Additional details and results from the on-site investigations and locations of identified historic sites will be included in the Draft EIS. Results from the supplemental Phase 1B investigation and related NYSOPRHP coordination efforts associated with the altered expansion footprint will also be included in the Draft EIS.

5.0 Potentially Significant Off-site Impacts, Existing and New Information, and Mitigation Measures

A mitigation strategy has been developed to compensate for the unavoidable impacts to aquatic resources within the proposed expansion area. These impacts include approximately 12.26 acres of wetlands and 2,143 linear feet of unmapped intermittent first and second order streams. In addition to the proposed on-site mitigation activities described in Section 4.0, above, off-site mitigation activities are also proposed along Skinner Road in the Town of Ellisburg, Jefferson County, New York, as shown on Figure 2. The proposed off-site mitigation activities include a minimum of 28.6 acres of wetland restoration and approximately 650 feet of stream bank and stream channel restoration and enhancement along Sandy Creek. The off-site mitigation site is owned and managed by NYSDEC as part of the Lakeview Wildlife Management Area (WMA) and is currently used for row crops and exhibits little or no riparian buffer along Sandy Creek. Restoration of this site will provide significant benefits to water quality and wildlife by restoring buffer and creating forest blocks and wetland habitat. Further details regarding the on-site and off-site mitigation areas and mitigation plans will be included in the Draft EIS. Field analyses undertaken for the off-site mitigation location, including a siting study that was conducted to find an appropriate mitigation site, will also be detailed in the Draft EIS.

6.0 Reasonable Project Alternatives

The alternatives analysis section of the Draft EIS will discuss a reasonable range of alternatives to the Proposed Southern Expansion that would achieve the same objective as the proposed project. This analysis will include different expansion designs and site development alternatives, the use of alternative waste management technologies, a “no action” alternative, and the siting of a new landfill location within the region. A relative cost comparison of the alternatives, including the 2011 Southern Expansion, will be provided in the Draft EIS. This alternatives analysis will include an evaluation of the need for the proposed landfill expansion, including an analysis of its economic feasibility in comparison to other potentially appropriate long-term disposal options. Consideration of both the adverse and beneficial consequences for each alternative listed below will be discussed in the Draft EIS. The following alternatives and their benefits and disadvantages will be considered and discussed.

6.1 No-Action Alternative

The option of not expanding the current landfill will be deemed the no-action alternative. There are no other Part 360 municipal solid waste landfills operating in Jefferson, Lewis, St. Lawrence, or Hamilton Counties. Therefore, the no-action alternative would require the long-distance hauling of waste to another disposal location. The discussion of this alternative in the Draft EIS will include an examination of potential economic effects that would result from the closure of the SWMF once the current designed disposal capacity is exhausted. Potential impacts of this alternative related to the exportation of waste to other existing disposal locations, include increased fuel consumption, an increase in truck exhaust emissions, and an increase in greenhouse gas emissions.

6.2 Alternative Landfill Sites

Another alternative to the proposed landfill expansion would be to obtain the necessary permits and approvals to build a new landfill at a new location. Off-site alternatives were examined by the Authority during a landfill siting process that began in 1986; this process will be summarized in the Draft EIS. The extreme difficulties and potential impacts that would be associated with developing a landfill site at another location will also be described.

6.3 Alternative Waste Disposal Technologies

The development of alternative waste management technologies will also be included in the Draft EIS as a project alternative. Waste management alternatives such as Refuse Derived Fuel technologies, pyrolysis, hydrolysis, biogasification, mixed waste composting, and waste-to-energy technologies will be described and their effectiveness and ease of implementation will be discussed in the Draft EIS. Alternative waste disposal technologies, such as mass burn waste-to-energy technologies, would not eliminate the need for solid waste disposal capacity. A portion of the waste stream would remain to be landfilled as bypass wastes or process residues. Many of these alternative technologies are still in the development stages; regardless, the feasibility and concerns associated with each technology will be examined in the Draft EIS.

6.4 Alternative Expansion Scenarios

An on-site expansion of the Authority's landfill is another alternative that will be considered, which would consolidate the Authority's 30-year landfill post-closure maintenance and monitoring obligations to one site and contain impacts to one location. The continued use of the existing landfill facility will allow efficient use of the investment already made in the existing infrastructure.

Several on-site layouts were developed and evaluated in the early stages of the expansion project. Environmental, socio-economic, and logistical considerations were analyzed for each alternative to determine the practicability and feasibility of implementing each option. In addition to the Proposed Southern Expansion, the other expansion alternatives that will be discussed in the Draft EIS include the 2011 Southern Expansion, Southern Footprint – No Stream Impact Alternative, Eastern Footprint, Zero Wetland Footprint, Northwestern Footprint Alternative A, Northwestern Footprint Alternative B, Western Footprint, and Southwestern Footprint.

7.0 Additional Draft EIS Contents

The SEQRA regulations (6 NYCRR § 617.9) establish the elements that must be contained in a Draft EIS. In addition to those discussed above, the following elements will be included in the Draft EIS.

7.1 Summary of Proposed Action

The purpose of the action and the public need for the action will be described, including environmental, social, and economic considerations. A site location map and site plan will be included to supplement this description. This section will include a brief description of the site history and the current project, a summary of project benefit, potentially significant adverse impacts, mitigation measures, and project alternatives that were considered.

7.2 Cumulative Impacts

This section will include an evaluation of impacts associated with the development of the entire Proposed Southern Expansion, in addition to the existing landfill footprint and proposed acreage overlay, and future closure plans and long-term uses of both areas and the entire site as a whole.

7.3 Unavoidable Adverse Impacts

Potentially significant adverse environmental impacts for which mitigation measures are either not available or are not feasible will be described in this section of the Draft EIS. The extent and significance of any unavoidable adverse impacts will be discussed.

7.4 Growth-Inducing Impacts

This section will examine potential effects that the Proposed Southern Expansion may have on community growth, both residential and commercial. This section will include economic benefits that a long-term landfill expansion may have on the surrounding community and on Jefferson, St. Lawrence, Lewis, and Hamilton Counties.

7.5 Commitment of Resources

This section will examine the effects that the proposed project may have on finite resources, such as land, that cannot be replaced or easily restored. The quality and availability of these resources that surround the landfill site, the SWMF property, and the County and region will be addressed.

7.6 Energy Use and Conservation

The Proposed Southern Expansion will increase the amount of electricity that can be produced by the landfill gas to energy facility located at the SWMF through the generation and collection of methane-laden landfill gas that results from the natural decomposition of organic materials disposed of in the landfill. The LFGTE plant is a green source of energy that does not utilize fossil fuels to produce electricity. The details regarding this gas collection and energy conversion process will be discussed in the Draft EIS. The usage rates of energy at the SWMF and the energy production rates from the LFTGE plant will also be discussed. This section will also examine greenhouse gas emission rates at the landfill site.

7.7 Landfill Post-Closure Uses

Potential uses of the landfill site after the disposal area is completely closed and capped (such as for recreational purposes) will be evaluated and described in the Draft EIS. Details related to the landfill's closure process and post-closure monitoring plan will be included.

7.8 References

A section of references used to support the analyses presented in the Draft EIS will be included. Preparation dates and summaries of relevant studies and reports previously prepared for the proposed project and/or the initial landfill site will be cited in appropriate sections of the Draft EIS.

7.9 Preliminary List of Draft EIS Appendices

Provided is a list of studies, documents, or investigations that are anticipated to be discussed in the Draft EIS and subsequently included as appendices to the Draft EIS.

- Final Scoping Document
- Relevant Correspondence
- Stormwater Pollution Prevention Plan
- Hydrogeologic Report
- Wetland Delineation Report
- Watershed Assessment
- Visual Impact Assessment and Renderings
- Final Aquatic Resource Mitigation Strategy
- Phase 1A and 1B Cultural Resource Investigation Reports
- Air Quality and Odor Analyses

- Transportation Analysis
- Noise Monitoring Report
- Public Review Drafts of NYSDEC Permit Application Documents, including drawings

8.0 Irrelevant Issues or Impacts and Non-Significant Impacts

- *One commenter asked how revenues in excess of expenses are used:*

In the event that excess funds are available at the end of a fiscal year, those funds are carried over into the subsequent year's budget as a beginning cash balance for operations and kept in reserve for future budget years. As a New York State public benefit corporation, the Authority's annual operating budget and other financial information is available to the public. This information can be accessed and viewed from the Authority's website at www.danc.org/financial-reports.

- *A commenter inquired about alternative income scenarios based on whether Lewis County trash was sent to the Ava Landfill instead of to the Authority's landfill in Rodman and how such a change would affect capacity at the Authority's landfill.*

The Draft EIS will include relative cost comparisons of the project alternatives detailed above in Section 6.0; however, detailed cost breakdowns of each individual county's fiscal impacts are not considered relevant, and therefore, will not be estimated. In addition, State law prohibits the Ava Landfill from accepting waste generated outside of Oneida and Herkimer Counties.

- *A comment was received asking if a long-term contract was in place with Hamilton County and how this affects capacity at the Authority's landfill facility in Rodman.*

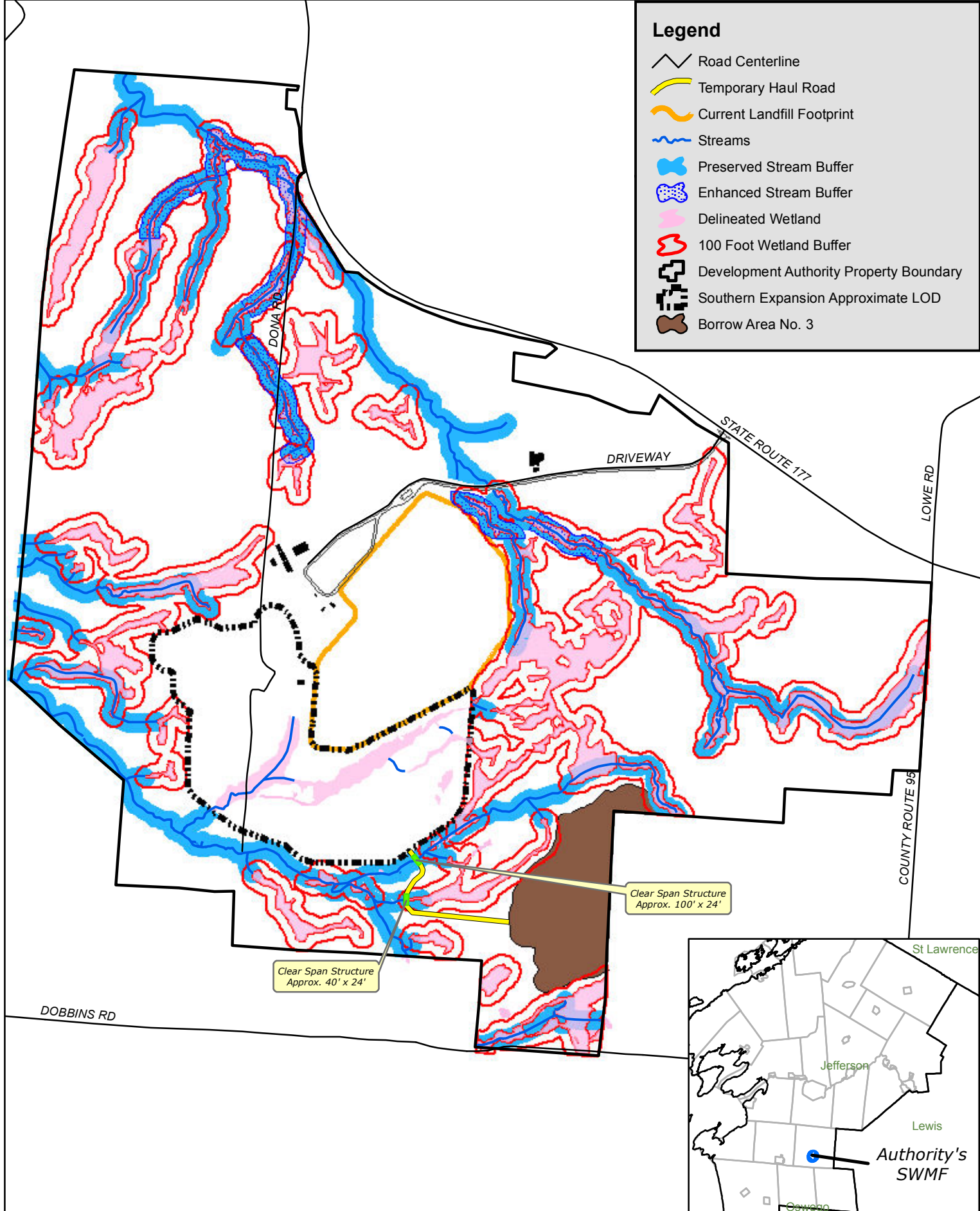
The Authority currently has a 20-year contract with Hamilton County which expires in 2018. At approximately 6,000 tons per year, Hamilton County currently contributes about 2.5% of the total annual waste volume disposed at the Authority's SWMF.

Figures

Figure 1 – On-site Location Map

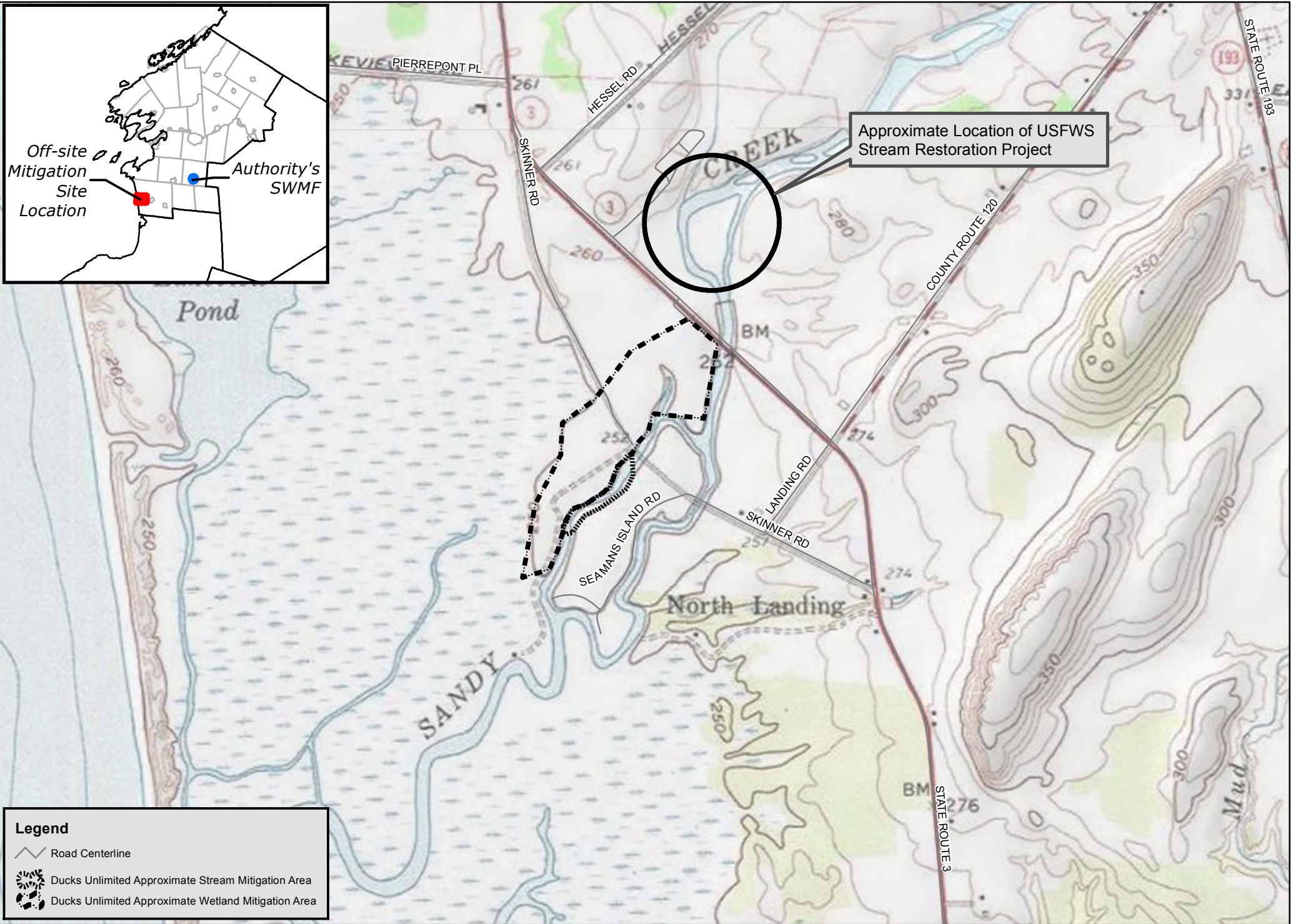
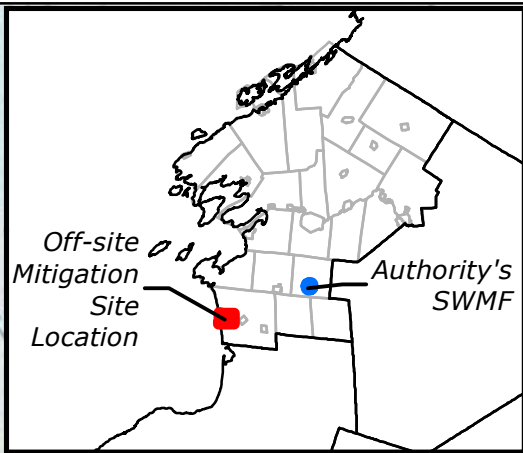
Figure 2 – Off-site Mitigation Plan

Figure 3 – Typical Liner System Cross Section



Legend

- Road Centerline
- Temporary Haul Road
- Current Landfill Footprint
- Streams
- Preserved Stream Buffer
- Enhanced Stream Buffer
- Delineated Wetland
- 100 Foot Wetland Buffer
- Development Authority Property Boundary
- Southern Expansion Approximate LOD
- Borrow Area No. 3

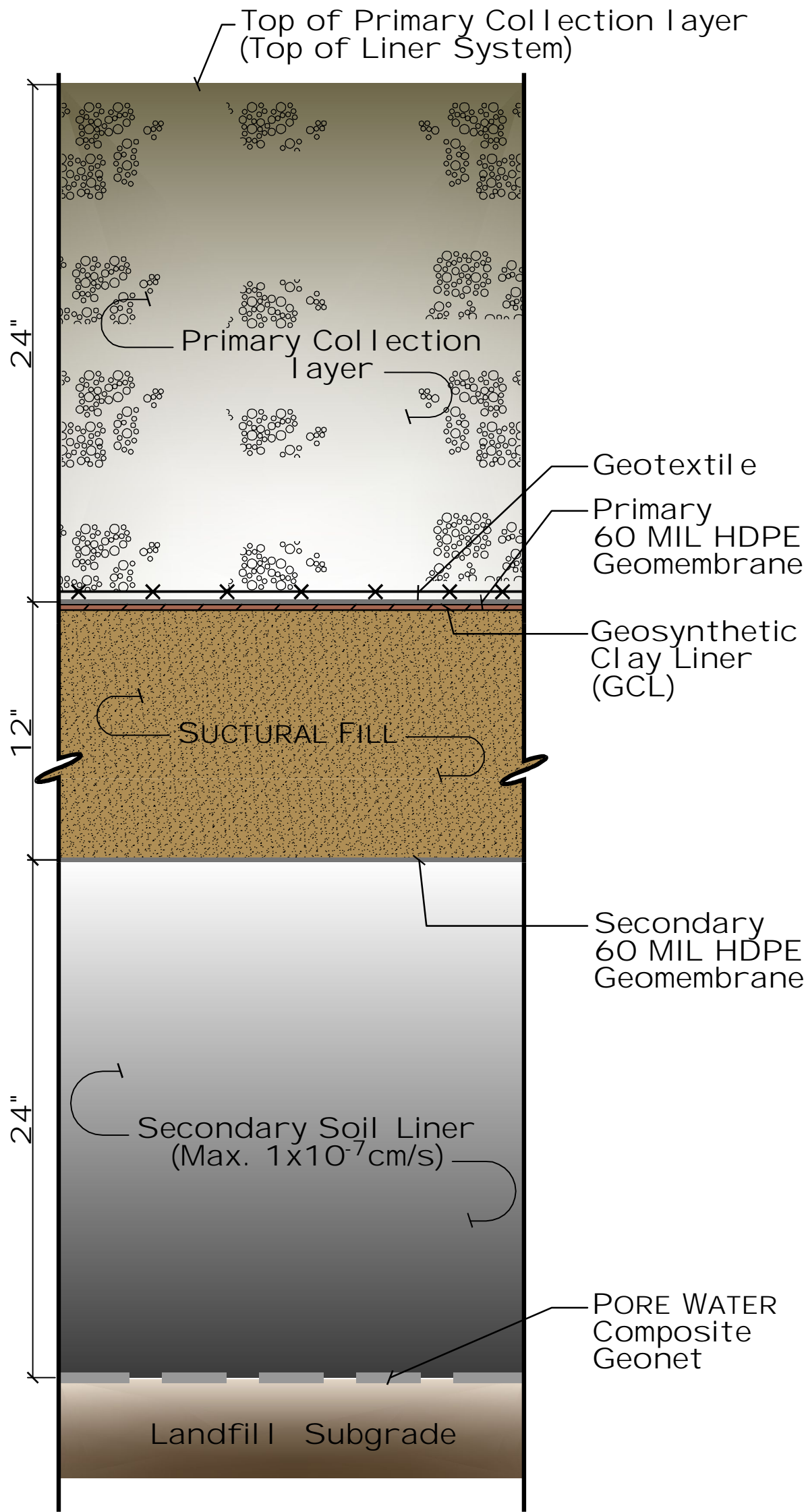


Legend

— Road Centerline

Ducks Unlimited Approximate Stream Mitigation Area

Ducks Unlimited Approximate Wetland Mitigation Area



Barton
& Loguidice, P.C.

Date
MAY, 2012

Scale
2" = 1'-0"

DEVELOPMENT AUTHORITY OF THE NORTH COUNTRY
FINAL SCOPING DOCUMENT
**PROPOSED LANDFILL EXPANSION
DOUBLE COMPOSITE LINER SYSTEM
CROSS SECTION**

TOWN OF RODMAN

JEFFERSON COUNTY, NEW YORK

Figure Number
3

Project Number
394.041.013

Appendix A

Copy of Public Notice for Scoping Meeting

**NOTICE OF PUBLIC SCOPING MEETING
PURSUANT TO THE STATE ENVIRONMENTAL
QUALITY REVIEW ACT (SEQRA)**

- Lead Agency:** Development Authority of the North Country
- Name of Action:** Proposed Southern Expansion of the Development Authority of the North Country's Solid Waste Management Facility (SWMF) – located in the Town of Rodman, Jefferson County, New York
- Purpose of Meeting:** To provide an opportunity for the public to identify specific issues and environmental impacts that should be addressed in a Draft Environmental Impact Statement (DEIS) for the Proposed Southern Expansion project.
- Meeting Time and Date:** 7:00 P.M. on November 16, 2011.
- Meeting Location:** Conference Room 100, First Floor, Dulles State Office Building, 317 Washington Street, Watertown, Jefferson County, New York
- Conduct of Meeting:** The meeting is being held to receive public comments on specific issues or areas of concern relative to the Proposed Southern Expansion. Sign-up cards will be available at the meeting for any persons wishing to speak, and a stenographic record will be made of the comments presented. The presiding officer will call speakers in turn. The meeting will not be a question and answer session, but is intended to provide as many people as possible with the opportunity to speak. If necessary, the presiding officer will set appropriate time limits. Also, anyone desiring to do so may submit written comments to the Authority before December 16, 2011, when the public comment period regarding the scope of the DEIS for the Proposed Southern Expansion expires.
- Comment Deadline:** Written comments regarding issues to be addressed in the DEIS will be accepted until 5:00 P.M. on December 16, 2011. Written comments will be given the same consideration as any oral comments made at the public scoping meeting on November 16, 2011. Please submit written comments to the Development Authority of the North Country, Dulles State Office Building, 317 Washington Street, Watertown, New York 13601. Electronic comments may be provided by email to INFO@DANC.ORG. Please include your name and address when submitting a comment; no anonymous written or electronic comments will be accepted.
- Draft Scoping Document:** A draft scoping document dated, October 2011, is available for public review and comment at the following web address: www.danc.org. This draft scoping document describes the issues and areas of environmental concern that are proposed to be addressed in the DEIS.

Future Steps:

A final scoping document is expected to be completed in February 2012, based on full consideration of the comments submitted on the draft scoping document. Subsequently, the DEIS will be prepared for the project. The DEIS will contain detailed information regarding the Proposed Southern Expansion project, potential environmental impacts, and measures proposed to mitigate potentially significant impacts, if encountered. The DEIS will be made available for public review and comment following its acceptance by the Board of the Development Authority of the North Country.

Appendix B

Mailing List for Draft Scoping Document

Involved Agencies

Ms. Judy Drabicki, Regional Director
New York State Department of Environmental Conservation
Dulles State Office Building
317 Washington Street
Watertown, NY 13601

Honorable Carolyn Fitzpatrick
Chairperson, Jefferson County Legislature
837 Holcomb Street
Watertown, NY 13601

Interested Agencies

Ms. Ruth Pierpont
New York State Office of Parks, Recreation and Historic Preservation
Peebles Island Resource Center
P.O. Box 189
Waterford, NY 12188-0189

Mr. John Bartow
Tug Hill Commission
Dulles State Office Building
317 Washington Street
Watertown, NY 13601

Honorable Sallie A. Brothers
Chair, St. Lawrence County Board of Legislators
144 River Road
Norfolk, NY 13667

Honorable Jack T. Bush
Chair, Lewis County Board of Legislators
Lewis County Courthouse
Room 310
Lowville, NY 13367

Mr. Jeff Zappieri
New York State Department of State
Division of Coastal Resources and Waterfront Revitalization
One Commerce Plaza
99 Washington Avenue, Suite 1010
Albany, NY 12231-0001

Honorable Gary Stinson
Supervisor, Town of Rodman
P.O. Box 523
Rodman, NY 13682

Mr. John Cantilli
U.S. Environmental Protection Agency, Region 2
290 Broadway
New York, NY 10007

Ms. Margaret Crawford
U.S. Corps of Engineers
Auburn Field Office, Buffalo District
7413 County House Road
Auburn, NY 13021

Ms. Sandie Doran
U.S. Fish and Wildlife Service
New York Field Office (Region 5)
3817 Luker Road
Cortland, NY 13045

Honorable Jeffrey E. Graham
Mayor, City of Watertown
City Hall
245 Washington Street
Room 203A
Watertown, NY 13601

Mr. James W. Corriveau
Director of Public Works
Fort Drum
85 First Street West
Fort Drum, NY 13602-5097

Honorable William H. Fulkerson
Supervisor, Town of Ellisburg
11574 Main Street
P.O. Box 113
Ellisburg, NY 13636

Mr. Jay Matteson
Jefferson County Agricultural Development Corporation
21170 NYS Route 232
P.O. Box 838
Watertown, NY 13601