

Report to the Joint Minerals, Business, and Economic Development Interim Committee

Municipal Solid Waste Landfill Cease and Transfer Program Landfill Prioritization and Cost Estimates

October 2015



Table of Contents

1.0 Introduction 2

2.0 Background.....2

3.0 Prioritized List.....2

4.0 Changes Made to Prioritized List.....4

5.0 Program Update.....5

1.0 Introduction

Section 2 of the Engrossed House Bill (HB) No. 066/Enrolled Act No. 114 appropriates funds to the municipal solid waste facility cease and transfer account. The account provides funding assistance to local governments seeking to transfer waste to regional landfills and close their local landfills. In the 2015 session, the Legislature approved a prioritized list of projects that qualify for grants and loans. This 2015 report includes a program update and an update of the prioritized list of cease and transfer projects.

2.0 Background Information

Due in large part to the groundwater contamination caused by unlined landfills, landfill operating costs have risen beyond the financial capabilities of many local governments in Wyoming. Integrated Solid Waste Planning completed in 2009 indicates that shared waste management strategies, especially shared landfills, can help control rising costs. As a result, many small landfill operators plan to transfer waste to more cost effective regional landfills, and then close their local landfills.

In 2013, the Legislature passed HB No. 0066, Enrolled Act No. 114, which created the Municipal Solid Waste Cease and Transfer Program (Program). Under this Program, the Department would work in cooperation with the Office of State Lands and Investments (OSLI) to provide funding assistance of up to 75% of eligible project costs for landfill operators who wish to cease receipt of municipal solid waste and transfer it to regional landfills. In October of 2013, OSLI promulgated rules for the Program and developed an application process.

In December 2013, the Department prepared a prioritized list of qualified projects for the Program which the Legislature approved in Senate File No. 0043 in the 2014 Session. That list included 52 potentially eligible projects with a total estimated cost of \$96,246,800. The Legislature has provided a total of \$26,904,000 in funding for the program implementation; \$21,009,000 for grants and \$5,895,000 for loans.

As of October 1, 2015, thirteen (13) projects have been funded under the Program; eight (8) transfer stations and five (5) landfill closures. The amount of funds granted and/or loaned by the State Lands Investment Board for projects totals \$20,233,950; with \$17,409,650 being allocated in grants and \$2,824,300 in loans. This 2015 report provides an update of the prioritized list of cease and transfer projects, as well as an update on the status of the Program.

3.0 Prioritized List

The Department was asked to prepare a prioritized list (Table 1) for the Program. In order to merge the needs for waste transfer and landfill closure into a single prioritized list, the Department considered the following factors:

- a. Date transfer is needed (when the landfill will be full or the operator will need to cease disposal due to the need for an engineered containment system (liner) or a performance based design).
- b. Ranking on the remediation prioritization list. This is primarily a factor for closure. This was prioritized first based on a facility's remediation priority score and, when applicable, in consideration of the date the site is expected to cease receipt of waste and need to be closed.
- c. Relative need for transfer. In order of community need:
 - i. There is no existing transfer capability.
 - ii. Improvements to existing infrastructure are needed.
- d. Is the project consistent with integrated solid waste management (ISWM) practices and the local ISWM plan?
- e. Does the operator already have a transfer or closure permit or are they close to having one?

Based on these criteria and in consideration of additional information provided by applicants, the Department revised the following priority list (Table 1):

| Table 1 | | | |
|--|---|----------------------------|-----------------------|
| Prioritized List for Transfer Facilities and Landfill Closure | | | |
| October 2015 | | | |
| Priority | Facility | Transfer or Closure | Estimated Cost |
| 1 | Upper Platte River SWDD - Saratoga | Transfer | \$1,500,000 |
| 2 | Upton, Town of | Transfer | \$1,300,000 |
| 3 | Newcastle, City of | Transfer | \$1,200,000 |
| 4 | Moorcroft, Town of - Moorcroft #3 | Transfer | \$1,500,000 |
| 5 | Eden Valley SWDD | Closure | \$1,581,000 |
| 6 | Rock River, Town of - Rock River #2 | Closure | \$465,000 |
| 7 | Glenrock | Closure | \$1,600,000 |
| 8 | Uinta County Solid Waste - Bridger Valley | Transfer | \$1,437,000 |
| 9 | Lincoln Co - Thayne | Closure | \$2,600,000 |
| 10 | Sundance, City of | Closure | \$3,333,000 |

**Table 1
Prioritized List for Transfer Facilities and Landfill Closure
October 2015**

| Priority | Facility | Transfer or Closure | Estimated Cost |
|-----------------|--|----------------------------|-----------------------|
| 11 | Teton County - Horsethief Canyon | Closure | \$10,371,095 |
| 12 | Fremont County SWDD - Shoshoni | Closure | \$1,346,000 |
| 13 | Big Horn County SWDD - North #2 | Transfer | \$1,500,000 |
| 14 | Thermopolis, Town of | Transfer | \$2,000,000 |
| 15 | Ten Sleep SWDD | Closure | \$800,000 |
| 16 | Kaycee, Town of | Closure | \$1,474,000 |
| 17 | Wheatland, Town of | Closure | \$2,500,000 |
| 18 | Hulett, Town of | Closure | \$1,088,000 |
| 19 | Central Weston County SWDD - Osage | Closure | \$700,000 |
| 20 | Fremont County SWDD - Lander | Transfer | \$1,500,000 |
| 21 | Upper Platte River SWDD - Saratoga | Closure | \$2,300,000 |
| 22 | High Country Joint Powers Board - Hanna | Transfer | \$400,000 |
| 23 | Rawlins, City of | Closure | \$780,000 |
| 24 | Thermopolis, Town of | Closure | \$2,500,000 |
| 25 | Baggs SWDD | Closure | \$2,250,000 |
| 26 | Big Horn County SWDD - South | Closure | \$2,400,000 |
| 27 | Big Horn County SWDD - North #2 | Closure | \$1,700,000 |
| 28 | High Country Joint Powers Board - Hanna | Closure | \$1,000,000 |
| 29 | Newcastle, City of | Closure | \$1,100,000 |
| 30 | Uinta County Solid Waste - Bridger Valley | Closure | \$4,000,000 |
| 31 | LaGrange, Town of | Closure | \$1,400,000 |
| 32 | Moorcroft, Town of | Closure | \$500,000 |
| 33 | Upton, Town of | Closure | \$1,500,000 |
| 34 | Fremont County SWDD - Lander | Closure | \$4,692,800 |
| *35 | Clearmont | Closure | \$300,000 |
| 36 | Hulett, Town of | Transfer | \$500,000 |
| 37 | Park County Landfills – TS Rolling Stock | Transfer | \$351,000 |
| | Total Estimated Remaining Project Costs | | \$67,468,895 |

*This facility was added to the priority list at the entity's request. The Town has struggled to secure funding for the project and has asked the Department to be placed on the priority list to assist with the closure of this site.

4.0 Changes Made to Prioritized List

The Department's reevaluation of the priority list resulted in a number of changes. The changes were primarily from projects being removed from the list because the project received funding under the Program. Other modifications were made based on outreach conducted by the Department. Table 2 below describes those projects that were removed from the Priority List:

| Priority | Facility | Transfer or Closure | Reason for Removal |
|-----------------|------------------------------|----------------------------|---------------------------------|
| #2 | Central Weston County, Osage | Transfer | Funded June 2015 |
| #3 | Lusk, Town of | Transfer | Funded June 2015 |
| #5 | Ten Sleep | Transfer | Funded April 2015 |
| #8 | Green River, City of | Transfer | Funded April 2015 |
| #9 | Green River, City of | Closure | Funded April 2015 |
| #12 | Lincoln County, Thayne | Transfer | Funded April 2015 |
| #18 | Manville, Town of | Closure | Funded June 2015 |
| #26 | Douglas, City of | Closure | Funded August 2015 |
| #44 | Torrington, City of | Closure | Withdrew – Facility not closing |
| #46 | La Barge, Town of | Transfer | Ineligible |
| #47 | Torrington, City of | Transfer | Withdrew – Facility not closing |

In addition to facilities being removed due to receiving funding, several modifications were made based on updated cost projections for various projects. Table 3 below summarizes those changes:

| Priority | Facility | Prior Cost Estimate | Revised Cost Estimate |
|-----------------|--|----------------------------|------------------------------|
| #1 | Upper Platte River SWDD - Saratoga | \$750,000 | \$1,500,000 |
| #6 | Rock River, Town of Rock River #2 | \$905,000 | \$465,000 |
| #8 | Uinta County Solid Waste - Bridger Valley | \$920,000 | \$1,437,000 |
| #10 | Sundance, City of | \$2,240,000 | \$3,333,000 |

| | | | |
|------|----------------------------------|-------------|--------------|
| #11 | Teton County – Horsethief Canyon | \$8,300,000 | \$10,371,095 |
| #12 | Fremont County SWDD - Shoshoni | \$1,645,000 | \$1,346,100 |
| *#18 | Rawlins, City of | \$7,300,000 | \$780,000 |
| #27 | Kaycee, Town of | \$1,000,000 | \$1,474,000 |

***This facility received partial funding for its closure in October of 2015. The facility will continue to receive construction and demolition waste at a portion of its facility in order to reach appropriate closure grades and will begin final closure of the rest of the facility.**

5.0 Program Update

It is important to note that the Department has a limited ability to influence which landfill operators will apply for funding first. Some are better prepared than others and the actual schedule will vary somewhat from the prioritized list. In addition, landfill operators who are not on the current list may change their plans and decide to close. The pace of transfer station construction and landfill capping will be largely dependent upon the availability of funds. The Department will continue its efforts to assist landfill operators, because the longer unlined landfills remain open and uncapped, the greater the threats to groundwater.

As of October 1, 2015, thirteen (13) projects have been funded under the Program; eight (8) transfer stations and five (5) landfill closures. The amount of funds granted and/or loaned by the State Lands Investment Board for projects totals \$20,233,950; with \$17,409,650 being allocated in grants and \$2,824,300 in loans. Remaining funds available for projects total \$6,670,050; with \$3,599,350 in grants and \$3,070,700 in loans. Currently, one project is under Department review and will be recommended for funding in December 2015 at the next SLIB meeting.

The current remaining project cost estimates are \$13,188,000 for transfer projects and \$54,280,895 for closure projects for a total remaining program cost of \$67,468,895. The Department expects these costs to be refined annually as engineer estimates are provided during the design phase and other projects receive funding and are removed from the list. It should be noted that leaking landfills capped under the cease and transfer program will not need to be capped under the landfill remediation program.

The Department continues to work with the Wyoming Solid Waste and Recycling Association and the Governor’s Citizens Advisory Committee on Solid Waste to find solutions to these challenges.