# Davidson, Tyler

From:	Werner, Pam
Sent:	Friday, June 14, 2024 2:23 PM
То:	john.gay@casella.com
Cc:	Davidson, Tyler; Colby, Jaime; Daun, Mary
Subject:	NCES LF_LOD SWMB 24-006 for Leachate Deficiencies.pdf
Attachments:	NCES LF_LOD SWMB 24-006 for Leachate Deficiencies.pdf

Good afternoon,

Please find the attached letter from Ms. Leah McKenna regarding the Leachate deficiencies for 581 Trudeau road. If you have any questions or cannot open the above attachment please feel free to call. Thank you,

Pamela Werner

Administrative Supervisor NH Department of Environmental Services Iel. (603)271-2905



**Robert R. Scott, Commissioner** 



June 14, 2024

CERTIFIED MAIL #7018 0680 0000 7433 2951 RETURN RECEIPT REQUESTED

North Country Environmental Services, Inc. John Gay, Engineer 1855 Vermont Route 100 Hyde Park, VT 05655 *Email: john.qay@casella.com*  LETTER OF DEFICIENCY No. SWMB 24-006

## Subject: North Country Environmental Services, Inc. Landfill, 581 Trudeau Road, Bethlehem, NH Permit No. DES-SW-SP-03-002

Dear John Gay:

The records of the New Hampshire Department of Environmental Services, Waste Management Division, (NHDES) show that North Country Environmental Services, Inc. has been issued a solid waste permit for the subject facility (the Facility). As such, North Country Environmental Services, Inc. (the Permittee) is required to comply with RSA 149-M, NH Admin. Rules Env-Sw 100 – 2000, and the Facility's permit. The purpose of this letter is to notify North Country Environmental Services (NCES) of violations identified by NHDES and request that NCES take specific actions to address the non-compliance. The violations were identified through a review of the Facility's 2023 Third and Fourth Quarter Facility Reports, 2024 First Quarter Facility Report, and leachate management system records from April 1, 2024 through June 12, 2024, which were obtained from NCES during site visits on June 4 and June 12, 2024.

Based on NHDES' review of the above-referenced reports and documentation, violations related to leachate management, and leachate data collection and reporting have been identified. More specifically, violations relate to storage of leachate on the liner system in excess of 12 inches of head on the liner; failure to collect data as required when head exceeds 12 inches; flow rates in the secondary leachate system exceeding 25 gallons per acre per day (G/A/D) and, in some locations, exceeding 100 G/A/D; failure to control to the greatest extent practical the generation of leachate; and failure to report data, investigations, and incidents as required. Further details are provided below.

Please be aware that leachate storage on the liner in the depths and at the frequency suggested by the currently available data is a significant issue. When this occurs, it is NCES's responsibility to identify and resolve the issue as quickly as possible.

#### #1: Storage of Leachate on Liner System

Env-Sw 806.05(b) requires that, as part of a facility's operating plan, a leachate management plan is to be developed and implemented based on the criteria outlined in Env-Sw 806.05(b)(1) through (7). In accordance with Env-Sw 1105.04(a), a facility is to operate in compliance with RSA 149-M, all requirements in the solid waste rules, and the terms and conditions of the permit. In the permit modification issued October 9, 2020, Condition (16)(c) requires the Facility to be operated in accordance with the Facility's approved Operating Plan of record, and Condition (18)(a) identifies the approved Operating Plan of record, and Condition 5.7 of the Operating Plan specifies that, "Leachate is removed from the sump area to keep head on the liner less than 12-inches during routine operations, including up to the 25-year, 24-hour storm events."

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According to the Facility's 2023 Third and Fourth Quarter Facility Reports (Q3-2023 and Q4-2023 Facility Reports) and 2024 First Quarter Report (Q1-2024 Facility Report), the Facility experienced a hydraulic head elevation on the primary liner greater than 12 inches at variable dates throughout the reporting periods as identified using leachate level measurements at Pump Stations #1, #2 and #3. Through a review of the Facility's leachate management system records from April 1, 2024 through June 4, 2024, provided to NHDES on June 4, 2024, NHDES identified hydraulic head elevations greater than 12 inches at variable dates throughout April and May as well as on June 3 and 4, 2024 using leachate level measurements at Pump Stations #1, #2, and #3. On June 7, 2024, NHDES received an email from John "Joe" Gay of NCES providing the April and May 2024 sump levels taken from the NCES' telemetry system at a more consistent time than those provided on June 4, 2024. NHDES observed differences in the data sets that averaged 1.58 to 2.79 inches more head on the liner system in the June 7, 2024, except for:

(a) June 3 through 12, 2024, for which it used the data obtained on June 4 and June 12, 2024; and (b) for Pump Station No. 3, December 4 through December 21, 2024, for which it used the handwritten logs provided by Bruce Grover, NCES, on June 12, 2024.

Based on email from Samuel Nicolai of NCES, received on June 6, 2024, leachate level measurements taken on June 5 and June 6, 2024 for Pump Stations #1 and #2 indicated less than 12 inches of head on the primary liner, and for Pump Station #3 indicated greater than 12 inches of head on the primary liner. A follow-up email from Samuel Nicolai on June 7, 2024 stated that NCES' replaced the transducer in the Stage III sump (Pump Station #3), and reported head on the liner to be less than 12 inches at this location. Based on data provided by NCES during a follow-up site visit on June 12, 2024, head on the liner was less than 12 inches on June 10 through June 12, 2024.

Table 1 – Instances of Hydraulic Head Elevation >12 inches			
Sump Associated with Pump Station #1 (Stage IV, Phase II)			
Date / Date Range	Hydraulic Head on Liner (inches)	# of Instances	
11/11/2023 – 11/15/2023	15.84 - 23.45	5	
12/24/2023 - 12/25/2023	13.39 – 19.73	2	
12/30/2023 – 2/2/2024	12.63 - 74.78	35	
2/25/2024 – 2/27/2024	12.33 - 18.13	3	
3/11/2024 – 3/26/2024	16.58 – 71.82	16	
3/29/2024 – 3/31/2024	12.76 – 27.00	3	
4/1/2024 – 5/1/2024	12.80 - 116.42	31	
TOTAL		95	

Specific instances of hydraulic head elevation on the primary liner greater than 12 inches between July 1, 2023 and June 12, 2024 for the sump associated with Pump Station #1 are provided in Table 1 below.

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*Specific instances of hydraulic head elevation on the primary liner greater than 12 inches between July 1, 2023 and June 12, 2024 for the sump associated with Pump Station #2 are provided in Table 2 below.* 

Table 2 – Instances of Hydraulic Head Elevation >12 inches Sump Associated with Pump Station #2 (Stage IV, Phase I)				
Date / Date RangeHydraulic Head on Liner <sup>(1)</sup> (inches)# of Instances				
7/21/2023	45.16	1		
8/19/2023 - 8/21/2023	49.07 – 66.71	3		
10/23/2023	56.42	1		
11/2/2023 – 11/17/2023	34.78 – 74.16	16		
11/25/2024 – 11/28/2024	46.62 – 66.62	4		
12/10/2023 – 12/12/2023	54.5 - 67.53	3		
12/18/2023 – 12/21/2023	33.77 – 61.31	4		
12/23/2023 – 12/30/2023	65.61 – 76.6	8		
1/1/2024 – 1/4/2024	65.00 – 76.6	4		
1/7/2024 – 1/10/2024	62.93 – 76.6	4		
1/12/2024 – 1/18/2024	56.00 – 76.6	7		
1/21/2024 – 2/1/2024	15.83 – 76.6	12		
2/5/2024 – 2/8/2024	51.66 - 66.01	4		
2/11/2024 – 2/14/2024	54.56 - 66.5	4		
2/17/2024 – 2/28/2024	17.14 – 74.34	12		
3/9/2024 – 3/23/2024	53.83 – 76.6	15		
4/1/2024 - 4/2/2024	76.6, both dates	2		
4/6/2024	76.6	1		
4/8/2024 – 5/8/2024	31.39 – 76.6	31		
5/15/2024	23.85	1		
5/17/2024 – 5/22/2024	19.43 – 29.07	6		
5/25/2024 – 5/31/2024	36.64 - 51.54	7		
6/3/2024	32.86	1		
<b>TOTAL</b> 151				
(1) The transducer in the sump associated with Pump Station #2 appears to have a maximum reading of 100 inches, which				

equates to a maximum measurement of 76.6 inches of head on the liner system. Hydraulic head may exceed the maximum measurement of which the transducer is capable.

*Specific instances of hydraulic head elevation on the primary liner greater than 12 inches between July 1, 2023 and June 12, 2024 for the sump associated with Pump Station #3 are provided in Table 3 below.* 

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Table 3 – Instances of Hydraulic Head Elevation >12 inches				
Sump Associated with Pump Station #3 (Stage III)				
Date / Date Range <sup>(1)</sup>	# of Instances			
7/10/2023	19.86	1		
7/21/2023	76	1		
7/25/2023	17.12	1		
7/27/2023	17.27	1		
7/30/2023	12.87	1		
8/1/2023	13.24	1		
8/3/2023	15.32	1		
8/9/2023	17.67	1		
8/18/2023 - 8/21/2023	17.91 - 76	4		
8/28/2023 - 9/1/2023	76, all dates	5		
9/5/2023	76	1		
9/8/2023	76	1		
9/12/2023 - 9/14/2023	76, all dates	3		
9/18/2023	76	1		
9/20/2023	76	1		
9/25/2023	76	1		
9/28/2023	76	1		
10/2/2023 – 10/4/2023	15.26 – 30.76	3		
10/9/2023	65.96	1		
12/4/2023 – 12/6/2023	111.8 – 113.5	3		
12/11/2023 – 12/14/2023	113.5 – 113.7	4		
12/19/2023 – 12/21/2023	115.0 – 115.1	3		
12/22/2023 – 1/13/2024	48.22 - 76	23		
1/16/2024 – 3/31/2024	28.72 - 76	76		
4/1/2024 - 5/31/2024	59.15 - 76	61		
6/3/2024 – 6/6/2024	45.62 - 62.44	4		
	TOTAL	204		

(1) Measurements were not reported in the Q4-2023 report from October 11 through December 21, 2023. Data from December 4 through 21, 2023 were taken from handwritten logs provided by NCES on June 12, 2024.

(2) The transducer in the sump associated with Pump Station #3 appears to have a maximum reading of 100 inches, which equates to a maximum measurement of 76 inches of head on the liner system. Hydraulic head may exceed the maximum measurement of which the transducer is capable.

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Based on the data presented in Tables 1 - 3 above, NHDES concludes there were 95 recorded instances where head on the liner exceeded 12 inches proximate to the sump in Stage IV Phase II; 151 recorded instances where head on the liner exceeded 12 inches proximate to the sump in Stage IV Phase I; and 204 recorded instances where head on the liner exceeded 12 inches proximate to the sump in Stage III, for a total of 450 total instances of head on the primary liner exceeding 12 inches. Precipitation data included in the quarterly reports indicate that there were no storm events that exceeded the 25-year/24-hour storm.

## #2: Primary Liner - Leachate Data Collection and Reporting

Env-Sw 806.08 establishes requirements for inspecting, maintaining, and monitoring landfills which have not undergone closure, and further specifies the requirements for reporting this information to NHDES. Env-Sw 806.08(d) identifies the requirements for monitoring leachate management systems and recording the data in the facility operating records. Relative to leachate management systems, Env-Sw 806.08(d)(1)(a) requires the hydraulic head elevation on the liner to be measured at the low point of a cell, phase, or stage where leachate is collected and be recorded at least once per month. Further, Env-Sw 806.08(d)(1)(c) requires hydraulic head elevation on the liner to be measured daily when the hydraulic head is found to be greater than or equal to 12 inches, where daily means on each operating day. Additionally, Env-Sw 806.08(h)(2) requires that this data be included in the quarterly reports provided to NHDES pursuant to Env-Sw 806.08(g)(1).

The Q4-2023 Facility Report did not include any hydraulic head elevations for the primary sump in Stage III of the landfill for the month of November 2023. The report specified that, "The Stage III sump was temporarily disconnected from the leachate management system for construction of a new cell during the month of November; therefore, no data is available." Further, in the Q3-2023 and Q4-2023 Facility Reports, head on the liner exceeded 12 inches and was not recorded on the following operating day, as follows:

- At the sump associated with Pump Station #2, located in Stage IV Phase I:
  - On July 21, 2023 and was not recorded again until July 26, 2023, totaling 2 missed daily measurements; and
- At the sump associated with Pump Station #3, located in Stage III:
  - On September 5, 2023 and was not recorded again until September 7, 2023, totaling 1 missed daily measurement;
  - On September 14, 2023 and was not recorded again until September 18, 2023, totaling 1 missed daily measurement; and
  - On October 4, 2023 and was not recorded again until October 9, 2023, totaling 2 missed daily measurements.

Based on the data, NHDES concludes the Permittee failed to record 6 required measurements of head on the liner.

## #3: Secondary Liner – Leachate Data Collection and Reporting

Env-Sw 806.08(d)(3)(a) requires the flow in the secondary leachate collection system(s) to be measured and recorded at least once per week.

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The Q4-2023 Facility Report did not include secondary flow rates for Pump Station #3 from October 31, 2023 through December 22, 2023, equating to 6 weeks without secondary flow rate measurements.

Env-Sw 806.08(d)(4) requires the average flow in the secondary leachate collection system(s) occurring during the 30-day period preceding the last measurement to be calculated, recorded, and reported to NHDES in accordance with reporting thresholds identified in Env-Sw 806.08(k). Env-Sw 806.08(k)(1) requires average secondary leachate collection system flow rates less than or equal to 25 gallons per tributary acre per day to be reported to NHDES in the quarterly reports provided pursuant to 806.08(g).

The Q3-2023 and Q4-2023 Facility Reports and the Q1-2024 Facility Report did not include the 30-day averages for secondary leachate flow rates for any of the Facility's secondary leachate collection system pumps, as required by Env-Sw 806.08(d)(4). As a result, average secondary leachate collection system flow rates less than or equal to 25 gallons per tributary acre per day (G/A/D) were not provided in the quarterly reports, as required by Env-Sw 806.08(k)(1).

Env-Sw 806.08(k)(2) requires the average secondary leachate collection system flow rates occurring over a 30-day period which exceed 25 G/A/D to be reported to NHDES within one week of identifying the rate. Additionally, Env-Sw 806.08(k)(3) requires the permittee to file an investigation report with NHDES for average secondary leachate collection system flow rates occurring over a 30-day period which exceed 100 G/A/D. For both requirements, no notification or report is required for flows above these thresholds which NHDES agrees is the result of the dewatering of the drainage layer following construction.

Though NCES did not provide the 30-day average for secondary leachate flows at any of the Facility's pump stations in the Q3-2023, Q4-2023, and Q1-2024 Facility Reports, NHDES reviewed the flow rate data in the reports and the Facility's leachate management system records from April 1, 2024 through June 12, 2024, as provided by NCES on June 4 and June 12, 2024, and identified 30-day average secondary leachate collection system flow rates that exceeded 25 G/A/D at Pump Stations #1, #2, #3 and #4. More specifically, 30-day average flow rates in the secondary leachate collection system exceeded 25 G/A/D between July 30, 2023 and June 12, 2024, as detailed in Table 4 below.

Table 4 – Instances of 30-day Average Secondary Leachate Flow Rates > 25 G/A/D			
Pump Station	Date / Date Range	30-day Average Secondary Leachate Flow Rate(s) <sup>(1)</sup> (G/A/D)	# of Instances
1	1/24/2024 – 1/26/2024	25.4 - 27	3
	1/29/2024 – 2/22/2024	25.1 - 28	25
	3/26/2024 – 3/29/2024	26 - 28	4
	3/31/2024	26	1
	4/9/2024 – 6/12/2024 <sup>(2)</sup>	26 - 43	69
2	8/31/2023 - 9/30/2023	25.3 - 30	41

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Table 4 – Instances of 30-day Average Secondary Leachate Flow Rates > 25 G/A/D (continued)			
Pump Station	Date / Date Range	30-day Average Secondary Leachate Flow Rate(s) <sup>(1)</sup> (G/A/D)	# of Instances
	10/1/2023 - 12/31/2023	25.3 - 141	92
2	1/1/2024 - 3/31/2024	86 - 234	91
	4/1/2024 - 6/4/2024	109 - 362	65
	12/26/2023 - 12/31/2023	30 - 50	6
3 <sup>(3)</sup>	1/1/2024 - 2/15/2024	28 - 54	46
	3/12/2024 - 3/31/2024	26 - 54	20
	4/1/2024 – 5/27/2024 <sup>(4)</sup>	26 - 80	57
4	4/14/2024 - 5/14/2024	28 - 45	30
TOTAL			550

(1) As calculated by NHDES SWMB using data from the Facility's Q3-2023 and Q4-2023 Facility Reports, Q1-2024 Facility Report, and leachate management system records from April 1, 2024 through June 4, 2024, provided to NHDES on June 7, 2024.

(2) Data for June 1 through June 12, 2024 is from data provided to NHDES on June 4 and June 12, 2024 by NCES.

(3) Measurements were not reported from October 11 through December 21, 2023.

(4) Flow rates are based on data submitted by NCES on June 7, 2024. Data provided to NHDES on June 4 and June 12, 2024 indicate that secondary flow rates in Pump Station No. 3 exceeded 25 G/A/D from March 28 through June 11, 2024.

Additionally, NHDES identified 30-day average secondary leachate collection system flow rates that exceeded 100 G/A/D at Pump Station #2 between July 30, 2023 and June 12, 2024, as detailed in Table 5.

Table 5 – Instances of 30-day Average Secondary Leachate Flow Rates > 100 G/A/D			
Pump Station	Date / Date Range	30-day Average Secondary Leachate Flow Rate(s) <sup>(1)</sup> (G/A/D)	# of Instances
2	11/14/2023 – 11/20/2023	102 - 110	7
	12/20/2023 - 12/31/2023	116 - 141	12
	1/4/2024 – 3/31/2024	113 - 234	88
	4/1/2024 - 6/12/2024 <sup>(2)</sup>	109 – 362	69
TOTAL			176

(1) As calculated by NHDES SWMB using data from the Facility's Q3-2023 and Q4-2023 Facility Reports, Q1-2024 Facility Report, and leachate management system records from April 1, 2024 through June 4, 2024, provided to NHDES on June 4, 2024.

(2) Flow rates for June 1 through June 12, 2024 are from data provided to NHDES on June 4 and June 12, 2024 by NCES.

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As of the date of this letter, NHDES has not received the notifications required by Env-Sw 806.08(k)(2), nor the investigation report required by Env-Sw 806.08(k)(3), for the 726 exceedances detailed above. NHDES acknowledges that NCES provided written notifications of secondary leachate collection system flow rates which exceeded 25 G/A/D on a weekly average basis, as discussed further in #5 below.

### #4: Failure to Control the Production of Leachate to the Greatest Extent Practicable

Env-Sw 1005.01(d)(7) requires the Permittee to operate and maintain the Facility in a manner that controls the production of leachate to the greatest extent practicable.

Based on a review of the Q3-2023 and Q4-2023 Facility Reports and the Q1-2024 Facility Report, leachate removed by pump from the liner systems totaled:

- 4,940,850 gallons in Q3-2023;
- 4,083,367 gallons in Q4-2023; and
- 5,184,026 gallons in Q1-2024.

Prior to Q3-2023, between the third quarter in 2021 and the second quarter in 2023, leachate removal rates have ranged between 1,978,348 gallons and 2,829,879 gallons. Paired with the preceding information regarding head exceedances on the liner system and 30-day average secondary flow rates, the Permittee has not controlled to the greatest extent practical the generation of leachate as required by Env-Sw 1005.01(d)(7).

#### #5: Incident Reporting

Env-Sw 1005.09(a) requires the permittee to report all incidents at the facility which involve an imminent and substantial risk to human health, safety, or the environment, or which constitute a violation of the solid waste rules or the facility permit. In accordance with Env-Sw 1005.09(b), the permittee is required to verbally notify NHDES of an incident as soon as practicable, and Env-Sw 1005.09(c) requires the permittee to submit a written report of the incident to NHDES within 5 working days of becoming aware of the incident.

On 450 occasions, as detailed in Violation #1 above, the Facility experienced hydraulic head elevations on the primary liner that were greater than 12 inches at Pump Stations #1 through #3. The hydraulic head elevations are in violation of Section 5.7 of the Operating Plan, and thus the Facility's permit and the Solid Waste Rules. NCES did not provide the required verbal or written notification of the incidents.

Additionally, the Facility experienced 30-day average secondary leachate collection system flow rates that exceeded 25 G/A/D as described above, on 550 instances, that required notification to NHDES in accordance with Env-Sw 806.08(k)(2). NHDES acknowledges that NCES provided written notification of secondary leachate collection system flow rates which exceeded 25 G/A/D on November 6, November 29, and December 19, 2023, as well as June 12, 2024. However, the average flow rates reported in these notifications were weekly (i.e., 7 day) averages, rather than the 30-day averages required by Env-Sw 806.08(d)(4). Therefore, NCES failed to properly notify NHDES of the 550 instances in which 30-day average secondary leachate collection system flow rates exceeded 25 G/A/D at the Facility, as required by Env-Sw 806.08(k)(2). North Country Environmental Services, Inc. North Country Environmental Services, Inc. Landfill, 581 Trudeau Road, Bethlehem, NH Permit No. DES-SW-SP-03-002 Letter of Deficiency No. SWMB 24-006 Page 9 of 10

#### NHDES believes that the deficiencies may be corrected by taking the following actions:

- 1. No later than June 21, 2024, in accordance with Env-Sw 1005.09(c), submit a written incident report for each of the following violations:
  - a. One incident report for hydraulic head elevations on the primary liner greater than 12 inches for the period beginning July 1, 2023 through June 12, 2024 (Violation #1).
  - b. One incident report for average secondary leachate collection system flow rates occurring during the 30-day operating period preceding the last measurement which exceeded 25 G/A/D for the period beginning July 1, 2023 through June 1, 2024. (Violation #3).
- Beginning July 1, 2024 and continuing until the 30-day average secondary leachate collection system flow rates are below 25 G/A/D for all pump stations at the Facility, provide updates to NHDES once every two weeks on the flow and 30-day average flows in the secondary leachate collection system at the Facility, as well as any changes or updates to Facility operations implemented to reduce secondary leachate flow rates.
- 3. **No later than July 15, 2024,** submit an analysis of the cause(s) of the excessive leachate head buildup on the primary liner system, which includes:
  - a. The amount of leachate generated per day from the primary leachate collection system, and the capabilities of the facility to manage, store, and dispose of such leachate;
  - b. Proposed operational and maintenance changes, as well as schedule adjustments, to ensure that the quantity of leachate generated at the Facility is limited by properly planning the sequenced development of the facility, properly managing stormwater infiltration and inflow, and minimizing the active area of the landfill in accordance with Env-Sw 806.05(b)(2).
- 4. No later than July 15, 2024, perform the investigation required by Env-Sw 806.09(e) for secondary leachate collection system flow rates exceeding 100 G/A/D and submit the proposed response action plan required by Env-Sw 806.09(f).
- 5. **No later than July 15, 2024,** identify, implement, and submit a report on improvements in stormwater diversion and other measures taken to control to the greatest extent practical the generation of leachate.

The information requested in this letter should be sent to NHDES and/or addressed as follows:

Tyler J. Davidson, Enforcement Program Coordinator New Hampshire Department of Environmental Services Solid Waste Management Bureau PO Box 95 Concord, NH 03302-0095 <u>swmbenforcement@des.nh.gov</u>

A variety of resources are available to assist in complying with the Solid Waste Rules. An incident reporting form is available on the NHDES <u>website</u>. If any of the actions above require a permit

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modification, forms are available on the NHDES <u>website</u>. For further questions regarding engineering or permitting, contact Mary Daun, P.E., by phone at (603) 271-8573, or by email at <u>mary.f.daun@des.nh.gov</u>.

A copy of the New Hampshire Solid Waste Rules, <u>Env-Sw 100 *et seq*</u>. is available on the NHDES website or by contacting the Public Information Center at (603) 271-2975. Statutes are available via the <u>State of NH</u> website.

Failure to comply with this letter may result in a formal administrative action in accordance with the department's Compliance Assurance Response Policy. Potential enforcement actions include issuance of an administrative order or referral to the New Hampshire Department of Justice (NHDOJ) for enforcement. If you have any questions concerning this matter, please contact Tyler Davidson by phone at (603) 271-0674 or by email at <u>tyler.j.davidson@des.nh.gov</u>.

Sincerely,

Jean McKenna

Leah McKenna, Administrator Solid Waste Management Bureau

ec: NHDES Legal Unit Tyler Davidson, Solid Waste Management Bureau, NHDES Jaime Colby, P.E., Solid Waste Management Bureau, NHDES Mary Daun, P.E., Solid Waste Management Bureau, NHDES