

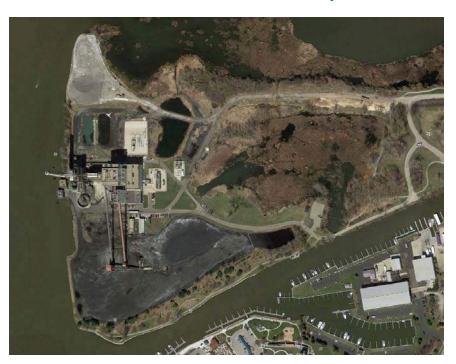
GRAND HAVEN BOARD OF LIGHT AND POWER

J.B. SIMS GENERATING STATION

Documentation of Liner Construction

Pursuant to 40 CFR 257.71

Units 1 and 2 Inactive Ash Ponds, and Unit 3 Active East and West Ash Pond Surface Impoundments



Submitted To: Grand Haven Board of Light and Power

17000 Eaton Drive

Grand Haven, Michigan 49417

Prepared By: Golder Associates Inc.

15851 South US 27, Suite 50 Lansing, Michigan 48906

Original Revision April 2017 Updated January 2018

Project No. 1775416/1789024





CERTIFICATION

Professional Engineer Certification Statement [40 CFR 257.71(b)]

I hereby certify that, having reviewed the attached documentation and being familiar with the provisions of Title 40 of the Code of Federal Regulations Section 257.71 (40 CFR Part 257.71), I attest that this Documentation of Liner Construction report is accurate and has been prepared in accordance with good engineering practices, including the consideration of applicable industry standards, and with the requirements of 40 CFR Part 257.71.

Golder Associates Inc.	184444444444A
Signature Panyary 24, 2018 Date of Report Certification	TIFFANY D. JOHNSON ENGINEER NO. 49160
Tiffany D. Johnson, P.E.	
Name	
6201049160	
Michigan P.E. #	





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1.0 INTRODUCTION

On April 17, 2015, the United States Environmental Protection Agency (EPA) issued the Coal Combustion Residual (CCR) Resource Conservation and Recovery Act (RCRA) Rule (40 CFR 257 Subpart D) ("CCR RCRA Rule") to regulate the beneficial use and disposal of CCR materials generated at coal-fired electrical power generating complexes. Section 257.71 of the CCR RCRA Rule requires the owner or operator of an existing CCR surface impoundment to document whether or not the unit was constructed with a liner system meeting criteria outlined in Section 257.71(a)(1). According to 257.71(b), the documentation must be certified accurate by a qualified professional engineer in the State of Michigan.

1

Golder Associates Inc. (Golder) is submitting this report to describe the liner systems, where present, with regard to the requirements of 40 CFR 257.71, beneath the Units 1 and 2 Inactive Ash Ponds and beneath the Unit 3 Active East and West Bottom Ash Pond surface impoundments at the Grand Haven Board of Light and Power (GHBLP) J.B. Sims Generating Station (JBSGS, Site) located on Harbor Island, Grand Haven, Michigan.

The regulatory requirements are included below:

40 CFR 257.71(a)(1) - No later than October 17, 2016, the owner or operator of an existing CCR surface impoundment must document whether or not such unit was constructed with any one of the following:

- A liner consisting of a minimum of two feet of compacted soil with a hydraulic conductivity of no more than 1 \times 10⁻⁷ centimeters per second (cm/sec);
- A composite liner that meets the requirements of § 257.70(b); or
- An alternative composite liner that meets the requirements of § 257.70(c).
- 257.71(a)(2) The hydraulic conductivity of the compacted soil must be determined using recognized and generally accepted methods.
- 257.71(a)(3) An existing CCR surface impoundment is considered to be an existing unlined CCR surface impoundment if either:
 - The owner or operator of the CCR unit determines that the CCR unit is not constructed with a liner that meets the requirements of paragraphs (a)(1)(i), (ii), or (iii) of this section;
 - The owner or operator of the CCR unit fails to document whether the CCR unit was constructed with a liner that meets the requirements of paragraphs (a)(1)(i), (ii), or (iii) of this section.
- 257.71(a)(4) All existing unlined CCR surface impoundments are subject to the requirements of §257.101(a).
- 257.71(b) The owner or operator of the CCR unit must obtain a certification from a qualified professional engineer attesting that the documentation as to whether a CCR unit meets the requirements of paragraph (a) of this section is accurate.
- 257.71(c) The owner or operator of the CCR unit must comply with the recordkeeping requirements specified in § 257.105(f), the notification requirements specified in § 257.106(f), and the Internet requirements specified in § 257.107(f).



2.0 HISTORICAL DOCUMENTATION

Golder performed a review of the following historic documentation relative to the Units 1, 2 and 3 surface impoundments:

 City of Grand Haven, Michigan Board of Light and Power J.B. Sims Station, Unit 3 Ash Pond Construction Report (Black & Veatch, 1983)

2

- DRAFT Coal Combustion Residue Impoundment, Round 12 Dam Assessment Report, JB Sims Power Plant (Site 04), East and West Bottom Ash Ponds, Grand Haven Board of Power and Light, Grand Haven, Michigan, Prepared for: United States Environmental Protection Agency Office of Resource Conservation and Recovery, Prepared by: Dewberry & Davis, LLC Fairfax, Virginia, Dated October 2012 (EPA, 2012)
- Final Report of Evaluation For Grand Haven Power Plant Ash Impoundment Grand Haven, Michigan (Soils & Structures, 2014)
- Annual Ash Impoundment Inspection Report (Soils & Structures, 2016)
- Coal Ash Delineation Sampling Results, Grand Haven Board of Light and Power, Grand Haven, Michigan (ERM, 2016)

The liner design criteria for existing CCR surface impoundments as described in 40 CFR 257.71 is as follows:

- A liner consisting of a minimum of two feet of compacted soil with a hydraulic conductivity of no more than 1×10^{-7} cm/sec as required in Section 257.71(a)(1)(i);
- A composite liner that meets the requirements of Section 257.70(b); or
- An alternative composite liner that meets the requirements of Section 257.70(c).

2.1 Units 1 and 2 Inactive Ash Ponds

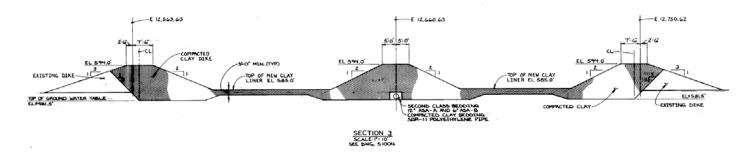
In the 2016 subsurface investigation conducted by ERM (ERM, 2016, see Appendix C), two soil borings were advanced with the current bounds of Pond 1 and three within Pond 2, each to a depth of 10 feet below ground surface (bgs). One boring was advanced within the small projection of Pond 2 to the northwest, but encountered impenetrable material at 1 foot bgs. Clay was not encountered in any of borings. Soil types encountered included predominantly ash, sands, and silts. No hydraulic conductivity analysis was conducted, but none of the materials underlying Unit 1 or 2 ponds are likely to demonstrate a hydraulic conductivity of less than 1×10^{-7} cm/sec as required in Section 257.71(a)(1)(i) given the granular nature of the subsurface soils.

2.2 Unit 3 Active East and West Ponds

Evidence was found from review of the historic documentation that indicates the Unit 3 East and West Bottom Ash Pond surface impoundments were constructed with a 3-foot thick compacted clay liner system, see Figure 1-1, below.



Figure 1-1: Unit 3 East and West Bottom Ash Pond Liner Construction (From Black and Veatch, 1981)



According to the Black & Veatch construction report (Black & Veatch, 1983, see Appendix A), the Unit 3 East and West Bottom Ash Pond surface impoundments were constructed with clay dikes and a 3-foot thick compacted clay bottom.

In the 2014 Soils & Structures subsurface investigation (Soils & Structures, 2014), a seven foot thick clay layer was encountered below the Unit 3 East and West Bottom Ash Pond surface impoundments. Of the seven feet of clay soil, 3 feet or more consists of compacted clay with a hydraulic conductivity of no more than 1×10^{-8} feet per second (3 x 10^{-7} cm/sec) (Soils & Structures, 2014).





3.0 UNIT 3 ACTIVE EAST AND WEST BOTTOM ASH POND LINER CONSTRUCTION

4

The Unit 3 East and West Bottom Ash Pond surface impoundments were designed in 1983 by Black & Veatch of Michigan. In 2014 a structural stability analysis of the impoundments was conducted by Soils & Structures Inc. of Muskegon, Michigan. The following sections summarize the impoundment construction.

3.1 J.B. Sims Station Unit 3 East and West Bottom Ash Pond Construction (Black & Veatch, 1983)

The Unit 3 East and West Bottom Ash Ponds were designed for temporary storage of bottom ash, pulverizer rejects, and various wastewaters generated from the generating facility.

According to the Black & Veatch Ash Pond Construction Report (Black & Veatch, 1983), the pond basin was designed and constructed with a clay liner 3 feet thick. The ponds were designed having a maximum depth of 9 feet, with clay perimeter dikes having a crest elevation of 594 feet and the pond bottoms recorded at 585 feet. Operating at a maximum suggested water surface elevation of 592 feet provided the ponds with 2 feet of freeboard. The storage volume of the ponds with the minimum 2 feet of freeboard were suggested to be 68,000 cubic feet and 77,000 cubic feet, for the eastern and western ponds respectively.

The interior dike separating the ponds into East and West was constructed with 2 horizontal to 1 vertical (2H: 1V) side slopes on both sides, and a 10 foot crest width. The exterior dikes to the west, east, and north were constructed with 2H: 1V interior slopes and 3H: 1V exterior slopes with a 10 foot wide crest. The interior of the northern dike was designed with a 3H: 1V slope and a 20 foot wide crest to facilitate ash hauling from the ponds.

3.2 Ash Impoundment Evaluation (Soils & Structures Inc., 2014)

At the time of investigation (Soils & Structures Inc., 2014), the Unit 3 East and West Bottom Ash Pond surface impoundments ranged from 4 feet to 6 feet in depth, and contained 1 foot to 2 feet of CCR. The exterior berms were reported to have a maximum slope 3H: 1V. A field investigation including soils borings and cone penetration tests was performed in the "corners" of the two impoundments. Testing was conducted to a depth of 25 feet below the ground surface.

Average clay permeability was approximated to be 1 x 10⁻⁸ feet per second based on the cone penetration testing results. The clay thickness at the bottom of the impoundment was approximated to be 3 feet or more.

3.3 Supplemental Field Investigation - Unit 3 West Bottom Ash Pond

Subsequent to the original submittal of this documentation report, on June 22, 2017, Golder performed a small scale field investigation of the soils at the bottom of the Unit 3 West Bottom Ash Pond. The west





pond was dewatered and cleaned out at that time as per GHBLP's usual cleaning and maintenance scheduled for the west pond. Golder advanced two Shelby tubes into the bottom of the west pond, using a dozer blade to slowly push the tubes perpendicular to the ground surface. Once the tubes were removed, the holes were backfilled and compacted with granular bentonite. The two Shelby tube samples were tested in Golder's Lansing, Michigan geotechnical soils laboratory for hydraulic conductivity per ASTM Method D5084. The Shelby tube sampling method is a standard method used to determine the in-situ permeability of soils, and this method is accepted for use in the State of Michigan. The results of the testing are shown is Table 1, below, also see Appendix B.

Table 1: Unit 3 West Pond Shelby Tube Permeability Results

Shelby Tube #	Northing	Easting	Elevation	Laboratory Permeability Results (per ASTM D 5084) cm/sec
ST-1	578,055	12,624,268	582.33	2.4x10 ⁻⁸
ST-2	578,189	12,624,264	582.42	2.6x10 ⁻⁸



4.0 DOCUMENTATION OF LINER SYSTEM CONSTRUCTION

The liner design criteria for existing CCR surface impoundments as described in 40 CFR 257.71 is as follows:

6

- A liner consisting of a minimum of two feet of compacted soil with a hydraulic conductivity of no more than 1×10^{-7} cm/sec as required in Section 257.71(a)(1)(i);
- A composite liner that meets the requirements of Section 257.70(b); or
- An alternative composite liner that meets the requirements of Section 257.70(c).

4.1 Unit 1 and 2 Ponds

The currently available liner information indicates that the Units 1 and 2 inactive Ash Ponds were not constructed with a clay or synthetic liner that meets the liner design criteria in 40 CFR 257.71.

The GHBLP plans to close these impoundments in place.

4.2 Unit 3 East and West Ponds

Evidence was found from review of the historic documentation that indicates the Unit 3 East and West Bottom Ash Pond surface impoundments were constructed with a minimum 3-foot thick compacted clay liner system and a permeability of 1 x 10⁻⁸ feet per second (or 3 x 10⁻⁷ cm/sec). However, the supplemental field investigation resulted in an in-situ permeability result of less than 1 x 10⁻⁷ cm/sec (see Table 1) in two location at the bottom of the Unit 3 West Bottom Ash Pond. The permeability of the compacted clay liner is generally greater than 1 x 10⁻⁷ cm/sec and the site cannot demonstrate that there is a composite liner present (i.e. a geomembrane liner in addition to a compacted clay liner). The site can demonstrate that the Unit 3 West Bottom Ash pond meets the permeability requirement but cannot demonstrate that for the Unit 3 East Bottom Ash Pond CCR units, therefore the units do not meet the liner design criteria in 40 CFR 257.71.

The GHBLP plans to construct a new liner system for the Unit 3 East and West Bottom Ash Ponds in 2017 that will meet the requirements of 40 CFR 257.71.





5.0 **CONCLUSIONS AND SUMMARY**

Based on available historic documentation, Golder has determined that the Unit 1 and 2 ponds were constructed without a liner system, and therefore do not comply with 40 CFR 257.71(a)(1)(i). Based on the review of available historic documentation, Golder has determined a liner system exists beneath the Unit 3 East and West Bottom Ash Pond surface impoundments at the JB Sims Generation Station. The liner system does not currently meet the requirements set forth in 40 CFR 257.71(a)(1)(i) - (iii) for both East and West Ponds. This report must be placed in the facility's operating record in accordance with Section 257.105(f) and must be made available on the facility's publicly accessible internet site in accordance with Section 257.107(f).

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6.0 AMENDMENTS

A record of all amendments to the plan will be tracked in the log below.

Amendments Log

8

Date	Name and Title of Reviewer(s)	Amendment(s) Made
April 2017	Paul Cederquist, Environmental Compliance Specialist	Documentation of Liner Issued
January 2018	Paul Cederquist, Environmental Compliance Specialist	Revision to include liner documentation for Units 1 and 2 Inactive Ash Ponds and additional information regarding permeability of the Unit 3 Bottom Ash Ponds.



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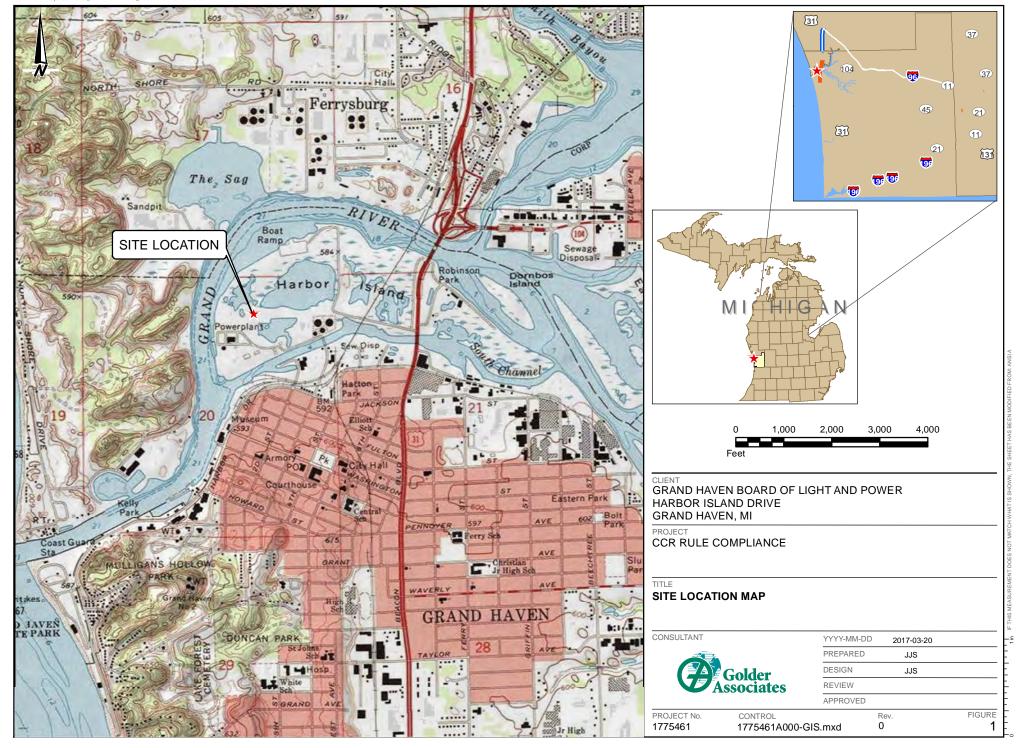


7.0 REFERENCES

- Black & Veatch. 1983. City of Grand Haven, Michigan Board of Light and Power J.B. Sims Station, Unit 3 Ash Pond Construction Report.
- Environmental Resources Management Michigan, Inc. 2016, Coal Ash Delineation Sampling Results, Grand Haven Board of Light and Power, Grand Haven, Michigan.
- Soils & Structures. 2014. Final Report of Evaluation for Grand Haven Power Plant Ash Impoundment Grand Haven, Michigan.
- Soils & Structures. 2016. Annual Ash Impoundment Inspection Report.
- USEPA. 2012. DRAFT Coal Combustion Residue Impoundment, Round 12 Dam Assessment Report, JB Sims Power Plant (Site 04), East and West Bottom Ash Ponds, Grand Haven Board of Power and Light, Grand Haven, Michigan, Prepared for: United States Environmental Protection Agency Office of Resource Conservation and Recovery, Prepared by: Dewberry & Davis, LLC Fairfax, Virginia, Dated October 2012.
- USEPA (Environmental Protection Agency). 2015. Disposal of Coal Combustion Residuals from Electric Utilities; Final Rule. 40 CFR Part 257. Effective Date October 19, 2015.









REFERENCE(S

Service Layer Credits: Source: ESRI, DigitalGlobe, GeoEye, i-cubed, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community.

CLIENT

GRAND HAVEN BOARD OF LIGHT AND POWER HARBOR ISLAND DRIVE GRAND HAVEN, MI

CONSULTANT



YYYY-MM-DD	2017-03-20
DESIGNED	JJS
PREPARED	JJS
REVIEWED	
APPROVED	

PROJECT

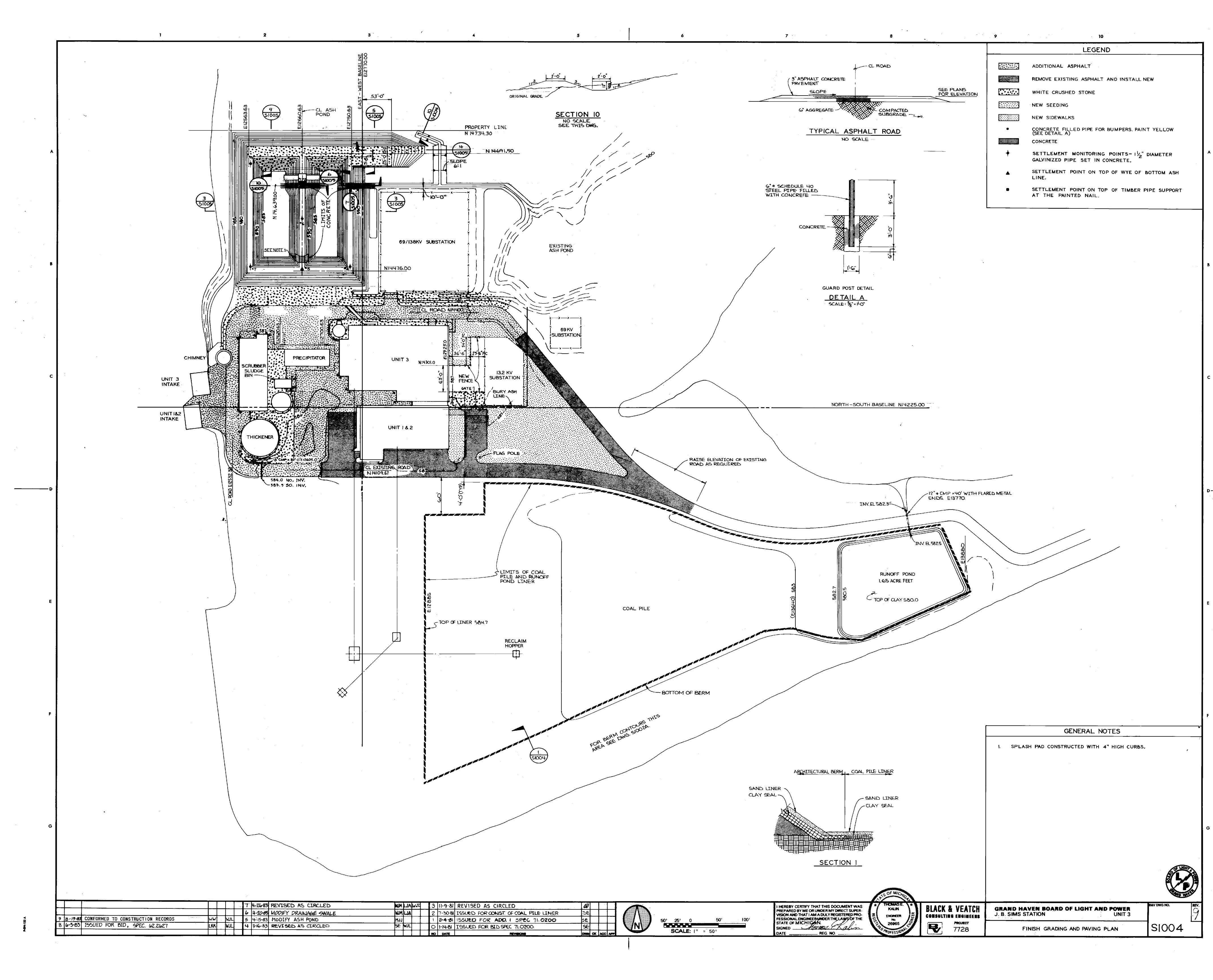
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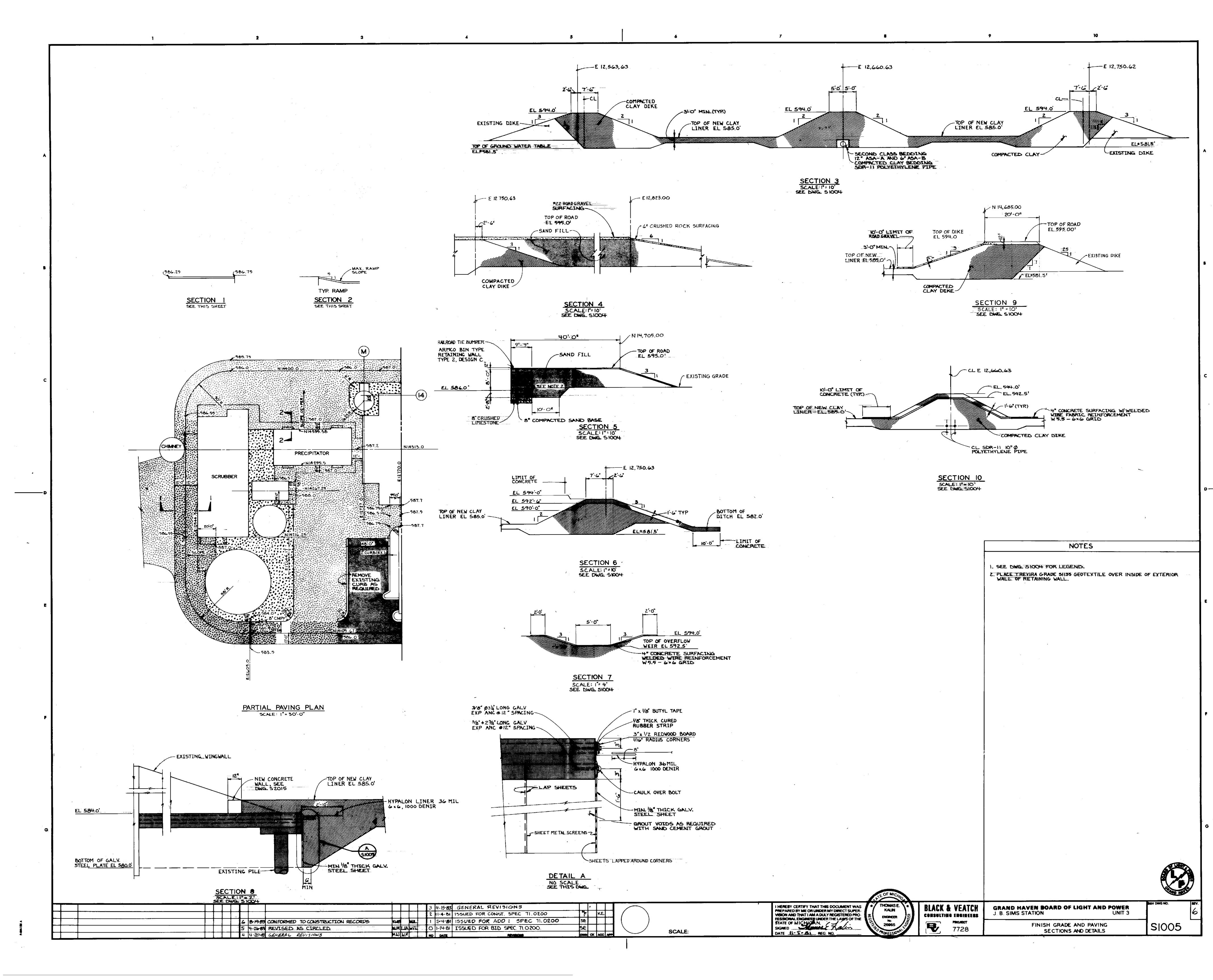
ITLE

OVERALL SITE PLAN

PROJECT NO. 1775461	CONTROL	REV.	FIGURE
1775461			2

APPENDIX A COPY OF BLACK & VEATCH - CITY OF GRAND HAVEN, MICHIGAN BOARD OF LIGHT AND POWER J.B. SIMS STATION, UNIT 3 ASH POND CONSTRUCTION REPORT, 1983





APPENDIX B
ADDITIONAL PERMEABILITY TESTING FOR UNIT 3 ACTIVE EAST AND WEST BOTTOM
ASH PONDS

 PROJECT NAME:
 GHBLP CCR Compliance

 PROJECT NUMBEI
 177-5416

 SAMPLE ID:
 ST-1

Cell Pressure = 55 psi Sample Pressure = 50 psi Run Number = 1

cm/sec

Sample Data Initial Final Height, cm 9.857 9.952 Diameter, cm 7.173 7.277 Area, cm² 40.41 41.59 Volume, cm3 398.37 413.92 Wet Mass, g 896.18 902.98 Moisture Content, % 16.05% 17.35% Dry Density, pcf 121.0 116.0 Specific Gravity 2.65 2.65 (Assumed) Void Ratio 0.37 0.43 108 Saturation, % 116 Effective stress, psi 5 5 **Initial Manometer Readings** Pipette = 16.50 cm

16.05% MC Manometer Constants: M1 =0.03 cm² M2 =1.04 Sample Constants: S =0.24 cm-t Specific Gravity Constant: Gs =12.57 Test Constant: C =0.0006 Trial Constant: T =0.07

Temperature (°C)=

21.8

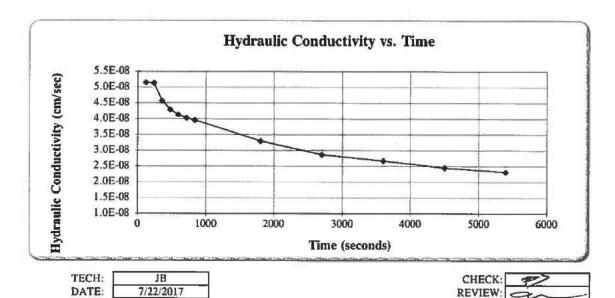
Gradient = 20.00

1.40

Annulus =

Minutes	Seconds	Δt, cum.	Tail (cm)	Delta Zo (cm)	C/t	(1-delta Zo* T)	Hydraulic Conductivity (cm/sec)	Hydraulic Conductivity (cm/sec) @ 20°C
2	0	120	16.35	0.15258	4.9E-06	0.989	5.2E-08	4.9E-08
4	0	240	16.20	0.30258	2.4E-06	0.979	5.1E-08	4.9E-08
6	0	360	16.10	0.40258	1.6E-06	0.972	4.6E-08	4.4E-08
8	0	480	16.00	0.50258	1.2E-06	0.965	4.3E-08	4.1E-08
10	0	600	15.90	0.60258	9.8E-07	0.958	4.1E-08	4.0E-08
12	0	720	15.80	0.70258	8.1E-07	0.952	4.0E-08	3.9E-08
14	0	840	15.70	0.80258	7.0E-07	0.945	4.0E-08	3.8E-08
30	0	1800	15.10	1.40258	3.3E-07	0.903	3.3E-08	3.2E-08
45	0	2700	14.70	1.80258	2.2E-07	0.876	2.9E-08	2.8E-08
60	0	3600	14.30	2.20258	1.6E-07	0.848	2.7E-08	2.6E-08
75	0	4500	14.00	2.50258	1.3E-07	0.827	2.5E-08	2.4E-08
90	0	5400	13.70	2.80258	1.1E-07	0.807	2.3E-08	2.2E-08
				HYDR	AULIC C	ONDUCTIVITY	RÉPORTED AS	2.4E-08

NOTE: Specimen was intact; Permeant was water/CaSO,



GOLDER ASSOCIATES INC. LANSING, MICHIGAN
 PROJECT NAME:
 GHBLP CCR Compliance

 PROJECT NUMBEI
 177-5416

 SAMPLE ID:
 ST-2

Cell Pressure = 55 psi Sample Pressure = 50 psi Run Number = 1

Sample Data	Initial	<u>Final</u>	
Height, cm	8.614	8.691	
Diameter, cm	7.328	7.283	
Area, cm2	42.18	41.66	
Volume, cm3	363.29	362.03	
Wet Mass, g	743.70	752.35	
Moisture Content, %	24.11%	22.52%	
Dry Density, pcf	102.9	105.8	
Specific Gravity	2.65	2.65	(As
Void Ratio	0.61	0.56	
Saturation, %	105	106	
Effective stress, psi	5	5	
Initial Manometer R	teadings		
Pipette = 14.67	cm		

cm

24.11% MC Manometer Constants: 0.03 cm² MI =M2 =1.04 Sample Constants: cm-1 0.20 Specific Gravity Constant: Gs =12.57 Test Constant: C =0.0005 Trial Constant: T =0.08

1.50

Temperature (°C) = 21.6

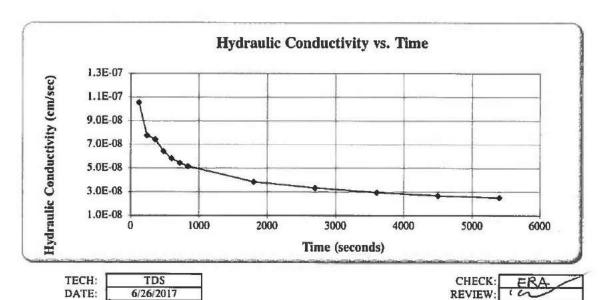
Gradient: 20.00

Annulus =

Minutes	Seconds	Δt, cum.	Tail (cm)	Delta Zo (cm)	C/t	(1-delta Zo* T)	Hydraulic Conductivity (cm/sec)	Hydraulic Conductivity (cm/sec) @ 20°(
2	0	120	14.35	0.32284	4.1E-06	0.974	1.1E-07	1.0E-07
4	0	240	14.20	0.47284	2.0E-06	0.963	7.8E-08	7.5E-08
6	0	360	14.00	0.67284	1.4E-06	0.947	7.4E-08	7.2E-08
8	0	480	13.90	0.77284	1.0E-06	0.939	6.4E-08	6.2E-08
10	0	600	13.80	0.87284	8.2E-07	0.931	5.8E-08	5.6E-08
12	0	720	13.70	0.97284	6.8E-07	0.923	5.4E-08	5.2E-08
14	0	840	13.60	1.07284	5.8E-07	0.915	5.2E-08	5.0E-08
30	0	1800	13.00	1.67284	2.7E-07	0.868	3.9E-08	3.7E-08
45	0	2700	12.55	2.12284	1.8E-07	0.832	3.3E-08	3.2E-08
60	0	3600	12.20	2.47284	1.4E-07	0.805	3.0E-08	2.9E-08
75	0	4500	11.90	2.77284	1.1E-07	0.781	2.7E-08	2.6E-08
90	0	5400	11.60	3.07284	9.1E-08	0.757	2.5E-08	2.4E-08
	-		THE REAL PROPERTY.	HYDR	AULIC C	ONDUCTIVITY	REPORTED AS	2.6E-08

cm/sec

NOTE: Specimen was intact; Permeant was water/CaSO₄



GOLDER ASSOCIATES INC. LANSING, MICHIGAN APPENDIX C
EXCERPTS FROM ENVIRONMENTAL RESOURCE MANAGEMENT MICHIGAN INC.,
COAL ASH DELINEATION SAMPLING RESULTS, GRAND HAVEN BOARD OF LIGHT AND
POWER, GRAND HAVEN, MICHIGAN, 2016

08 February 2016 Reference: 0297876

Ms. Christine Veldkamp Michigan Department of Environmental Quality Grand Rapids District Office State Office Building, 5th Floor 350 Ottawa Avenue NW, Unit 10 Grand Rapids, Michigan 49503-2341

Re: Coal Ash Delineation Sampling Results
Grand Haven Board of Light & Power, Grand Haven, Michigan

Dear Ms. Veldkamp:

On behalf of the Grand Haven Board of Light & Power (GHBLP), Environmental Resources Management Michigan, Inc. (ERM) completed an investigation to delineate the vertical and horizontal extent of coal ash residuals at the J.B. Sims Generating Station in Grand Haven, Michigan. The investigation was conducted in accordance with the 8 June 2015 *Work Plan for Ash Delineation Sampling* (Work Plan) which was approved by the Michigan Department of Environmental Quality (MDEQ) in a letter dated 12 August 2015.

BACKGROUND

The J.B. Sims Generating Station ("Site") is located at 1231 North 3rd Street in Grand Haven, Michigan (Figure 1). On 10 March 2015, the GHBLP met with representatives of the MDEQ to discuss closure alternatives to address the historical use of the former coal ash and secondary settling ponds. In that meeting, it was agreed that the first step in assessment of the ponds was delineation of the extent of the coal ash and residuals.

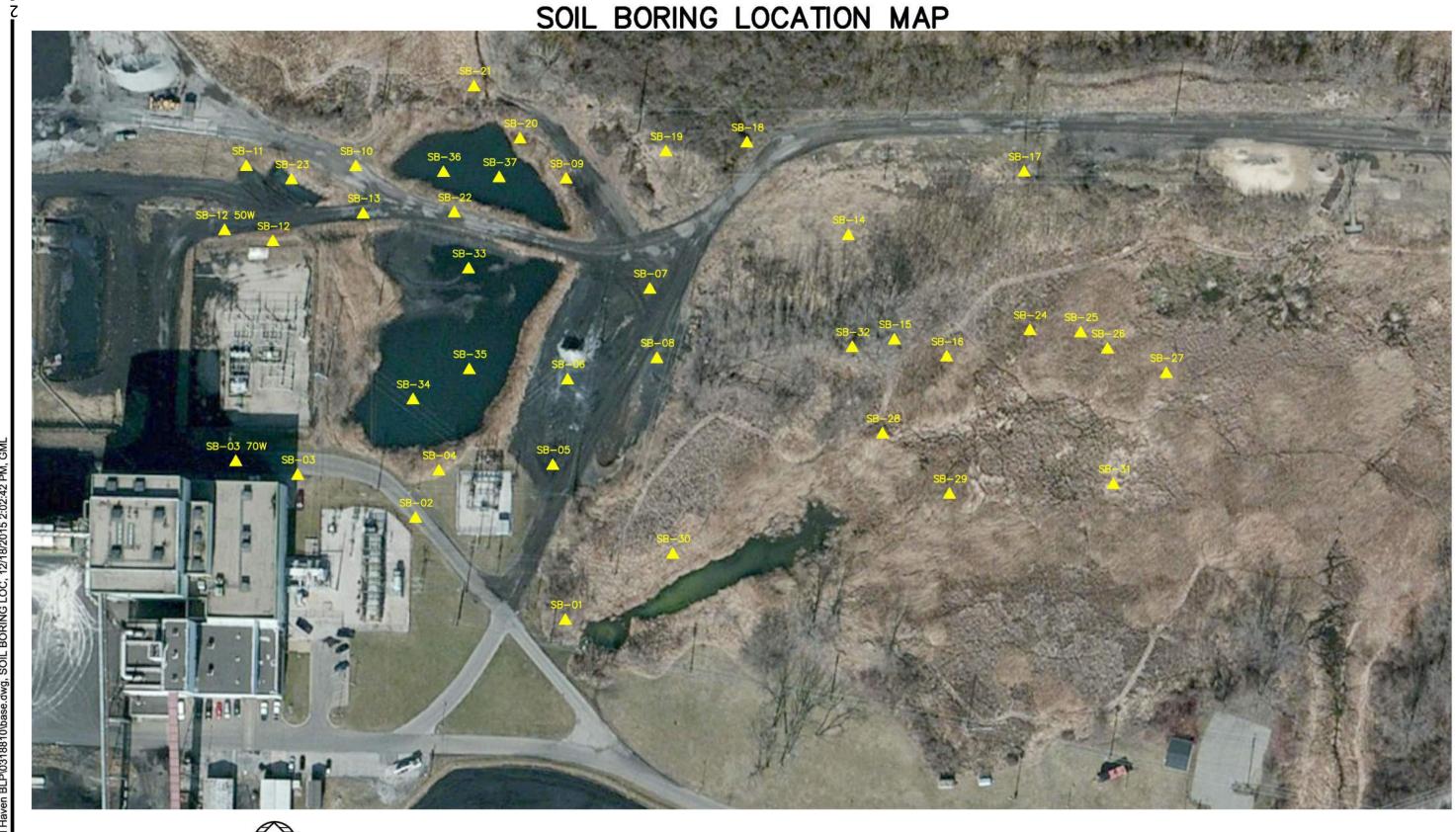
The MDEQ requested a work plan to determine the vertical and horizontal extent of coal ash that needs to be removed, including:

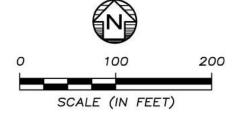
- Historical construction and use of the ponds;
- How coal ash residuals were placed or conveyed to the ponds;
- Aerial photography;
- The number and location of soil borings;
- The basis for the number of soil borings;

Environmental Resources Management Michigan, Inc.

3352 128th Avenue Holland, MI 49424-9263 (616) 399-3500 (616) 399-3777 (fax) http://www.erm.com







Drawn By
GML

CADD Review
RMK

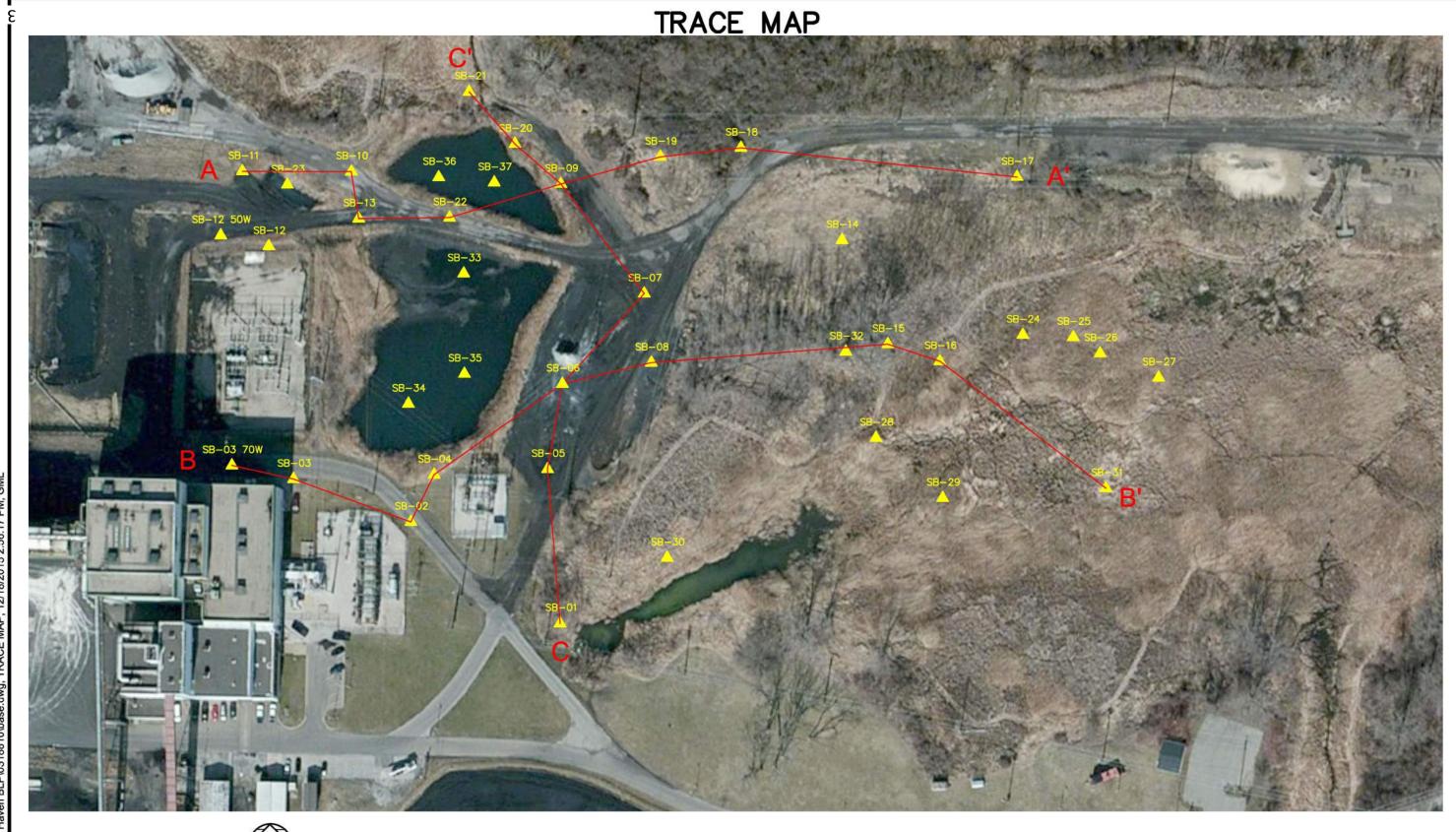
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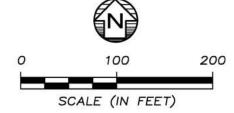


GRAND	HAVEN		OF LIGH	T AND	POWER	CHK'D BAB
		1231 NORTH GRAND HAVE				0318810
	•				10.00	

Environmental Resources Management

FIGURE ____





Drawn By
GML

CADD Review
RMK

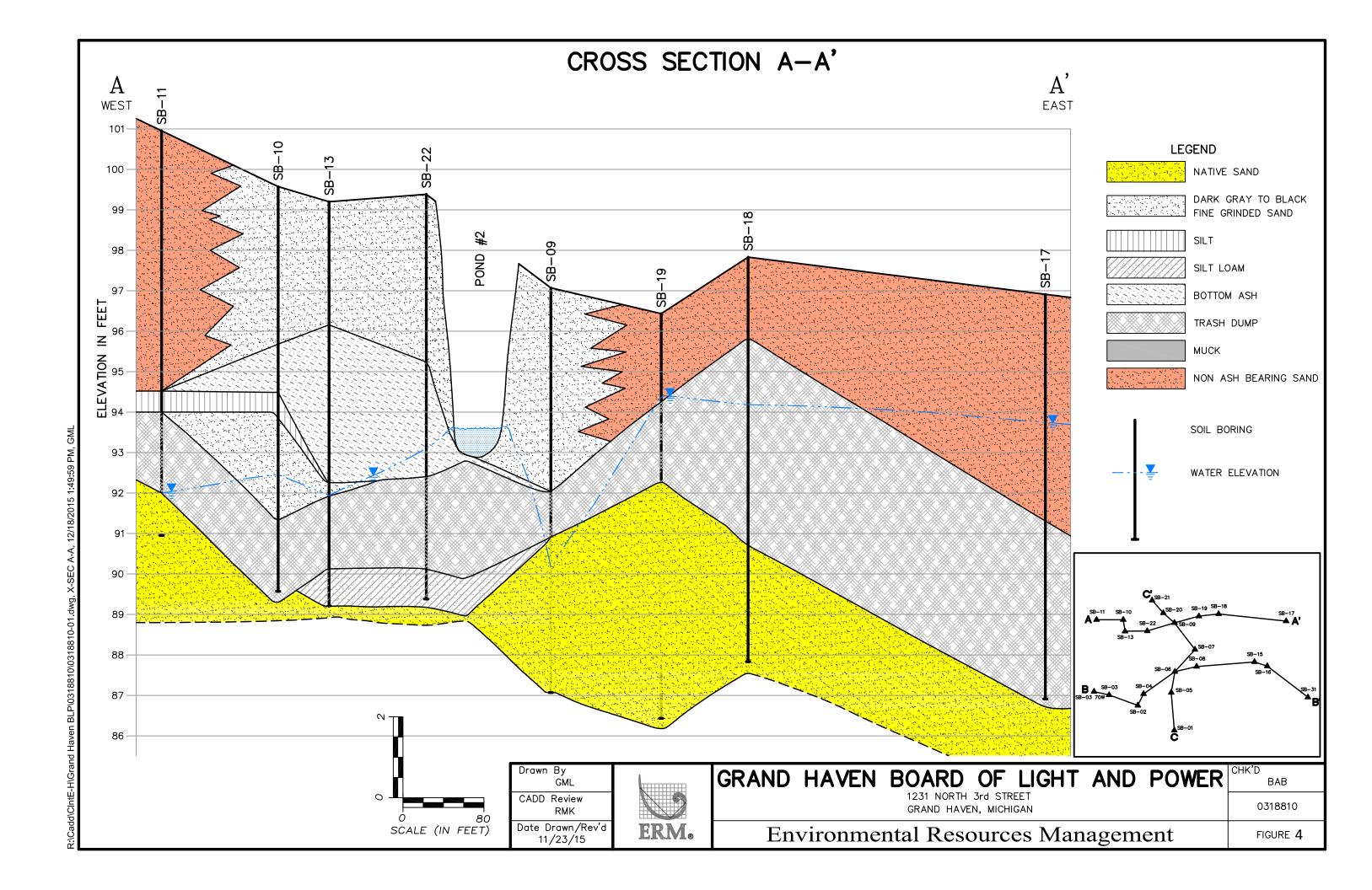
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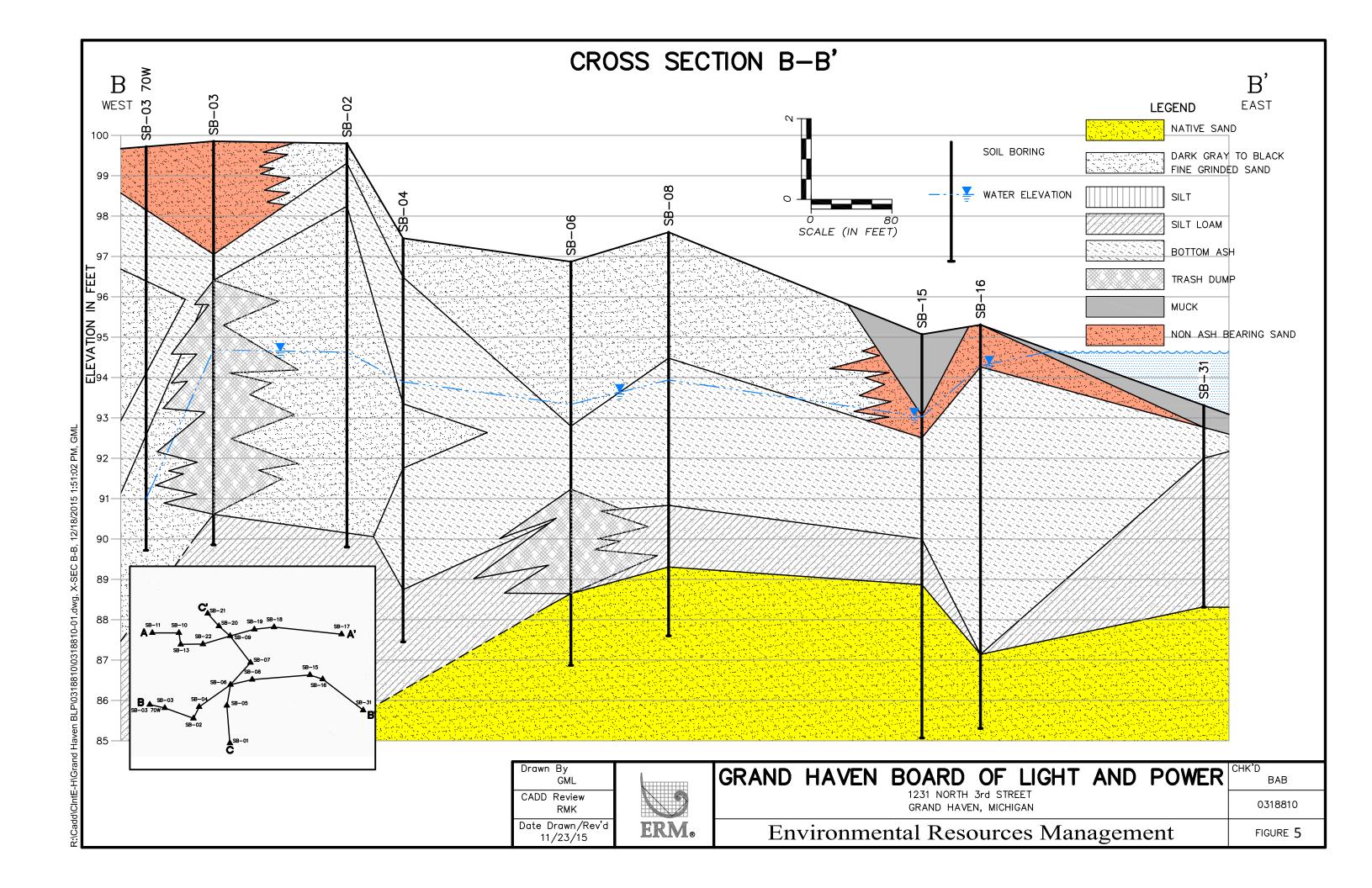


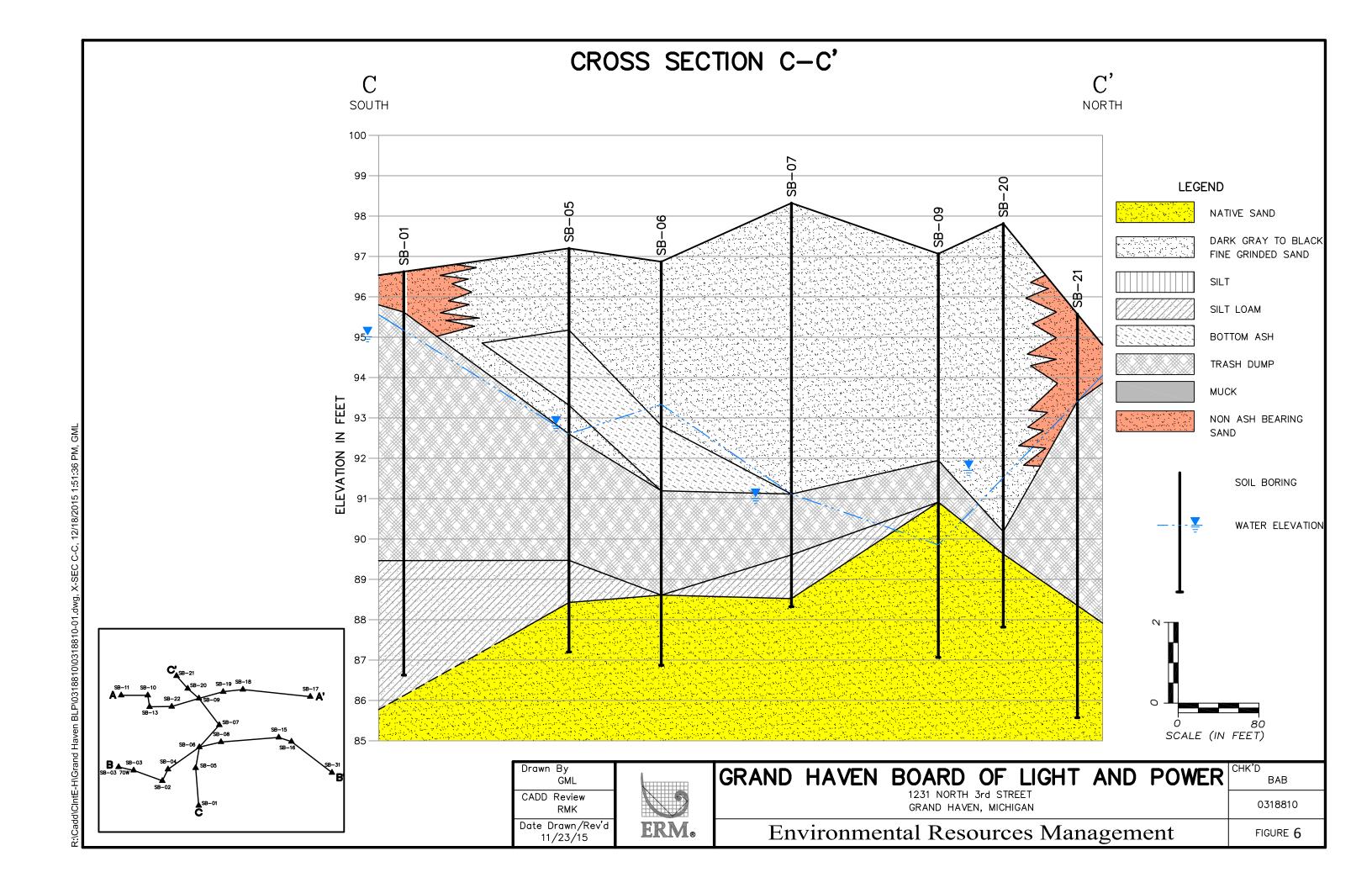
GRAND	HAVEN	BOARD	OF	LIGHT	AND	POWER	CHK'D BAB
		1231 NORTH GRAND HAVE					0318810

Environmental Resources Management

FIGURE ____







Established in 1960, Golder Associates is a global, employee-owned organization that helps clients find sustainable solutions to the challenges of finite resources, energy and water supply and management, waste management, urbanization, and climate change. We provide a wide range of independent consulting, design, and construction services in our specialist areas of earth, environment, and energy. By building strong relationships and meeting the needs of clients, our people have created one of the most trusted professional services organizations in the world.

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