

# Materials Management Plan Jackson County

July 1, 2026  
Project No. 241615



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***Draft***

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**List of Abbreviations/Acronyms**

ACS	American Community Survey
BRS	Benchmark Recycling Standards
C&D	construction and demolition
CAA	County Approval Agency
DPA	Designated Planning Agency
ECDPW	Emmet County Department of Public Works
ECR	Emmet County Recycling
EGLE	Michigan Department of Environment, Great Lakes, and Energy
HHW	household hazardous waste
KCDPW	Kent County Department of Public Works
MMP	Materials Management Plan
MMPC	Materials Management Planning Committee
MMWA	Mid-Michigan Waste Authority
MRFs	Materials recovery facilities
MSW	Mixed municipal solid waste
NREPA	Natural Resources and Environmental Protection Act
PAYT	Pay-As-You-Throw
RAA	Recycle Ann Arbor
USEPA	U.S. Environmental Protection Agency
WTE	Waste-to-Energy

## 1.0 Planning Area Profile

### 1.1 Planning Area Priorities

The following reflects the Jackson County Planning Area Materials Management Plan (MMP) priorities:

- Acquire high-quality, accurate, and reliable data
- Establish baseline year – 2023
- Improve the participation rates, volumes, quantities, and quality of curbside recycling
- Identify the key stakeholders and community groups
- Encourage and facilitate participation in the MMP process across both urban and rural sectors
- Develop and implement shared operational definitions
- Identify economies of scale opportunities for the region to optimize costs

### 1.2 Jackson County Population

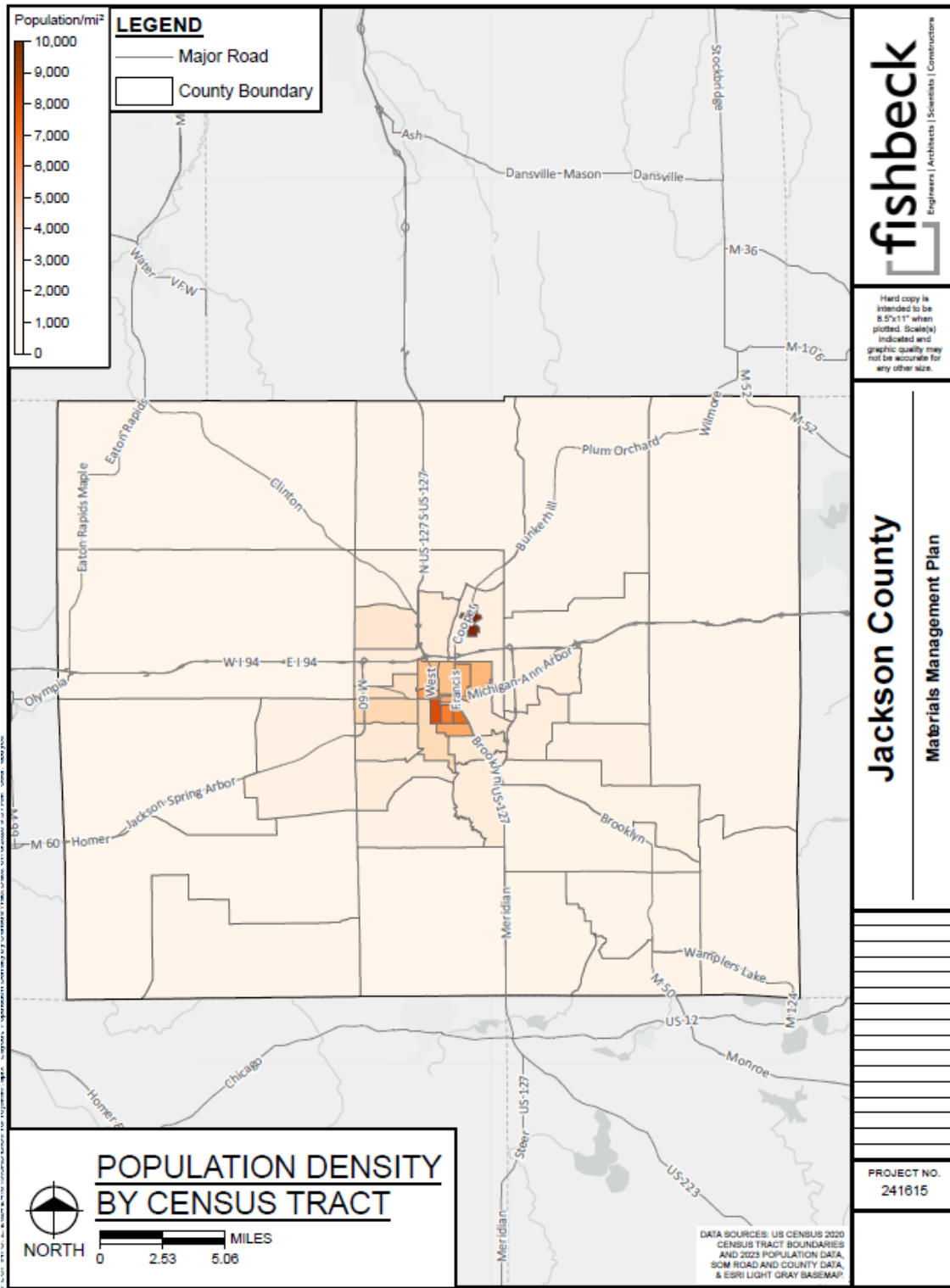
Using estimated populations per county provided from the [United States Census Bureau](#) for 2020-2024 on July 1 of each year, Fishbeck projected population growth in Jackson County to 2030. These estimations are based off the rate of population growth that took place in the county from 2020-2024 and are included in the table below. Note: Jackson County faced a decrease in population from 2021-2023, so the rate of increase between 2020 and 2024 is gradual.

Table 1 – Jackson County Population Estimates and Projections

US Census Bureau Population Estimates		Fishbeck Population Projections	
2020	2024	2026	2030
160,223	160,233	160,238	160,248

The following heat map depicts population density in Jackson County using data from the [United States Census Bureau](#) for 2023. Per this source, Jackson County had an estimated population of 159,835 people, primarily located in the central part of the county.

Figure 1 – Heat Map Showing Jackson County Population Density



## **1.3 Materials Management Infrastructure**

### **1.3.1 Materials Management Programs**

Jackson County, its municipalities, as well as privately owned haulers and facilities, offer various programs to assist residents with materials management which are summarized below. Source: Michigan Department of Environment, Great Lakes, and Energy (EGLE) Profile.

#### **1.3.1.1 Trash**

Currently, one community, Parma Village, provides residents with access to contracted curbside trash service. Trash drop-off and curbside services are available in the county through private haulers. Rives Township Transfer Station also accepts trash from residents. Granger Waste Services Recycling & Disposal Center of Jackson accepts waste from residents.

#### **1.3.1.2 Recycling**

Similar to curbside trash service, Parma Village, Jackson, Blackmon Township, and Summit Township are the only municipalities contracted with local haulers to provide their residents with access to curbside recycling services. Other recycling drop-off and curbside services are available in the county through private haulers. Recycling Jackson provides the county with access to recycling drop-off service for materials such as cardboard, paper, glass, mixed plastics, styrofoam and metal cans. Rives Township Transfer Station also accepts these recyclables from its residents. Granger Waste Services Recycling & Disposal Center of Jackson recyclables from commercial haulers.

#### **1.3.1.3 Yard Waste**

Three communities provide curbside organics collection of materials such as leaves and brush through municipal haulers. The county can access drop-off yard waste service through the privately owned Granger Waste Services Recycling & Disposal Center of Jackson.

#### **1.3.1.4 Household Hazardous Waste**

In Jackson County, residents can access household hazardous waste collection through events run by the Jackson County Conservation District. These events collect materials such as automotive fluids, motor oil, anti-freeze, mercury, batteries, paint, lawn chemicals, household cleaners, electronics, tube televisions, pharmaceuticals, fluorescent bulbs, sharps, fuel tanks, and aerosol cans. Recycling Jackson accepts electronics, batteries, paint, bulbs and other hard to recycle items on a monthly basis

#### **1.3.1.5 Other**

Several townships offer periodic clean-up days for their residents to dispose of furniture, mattresses, construction scrap, and other miscellaneous trash. Some townships organize scrap tire collection days with the township covering the cost when grant money is not available.

#### **1.3.1.6 List of Waste Haulers**

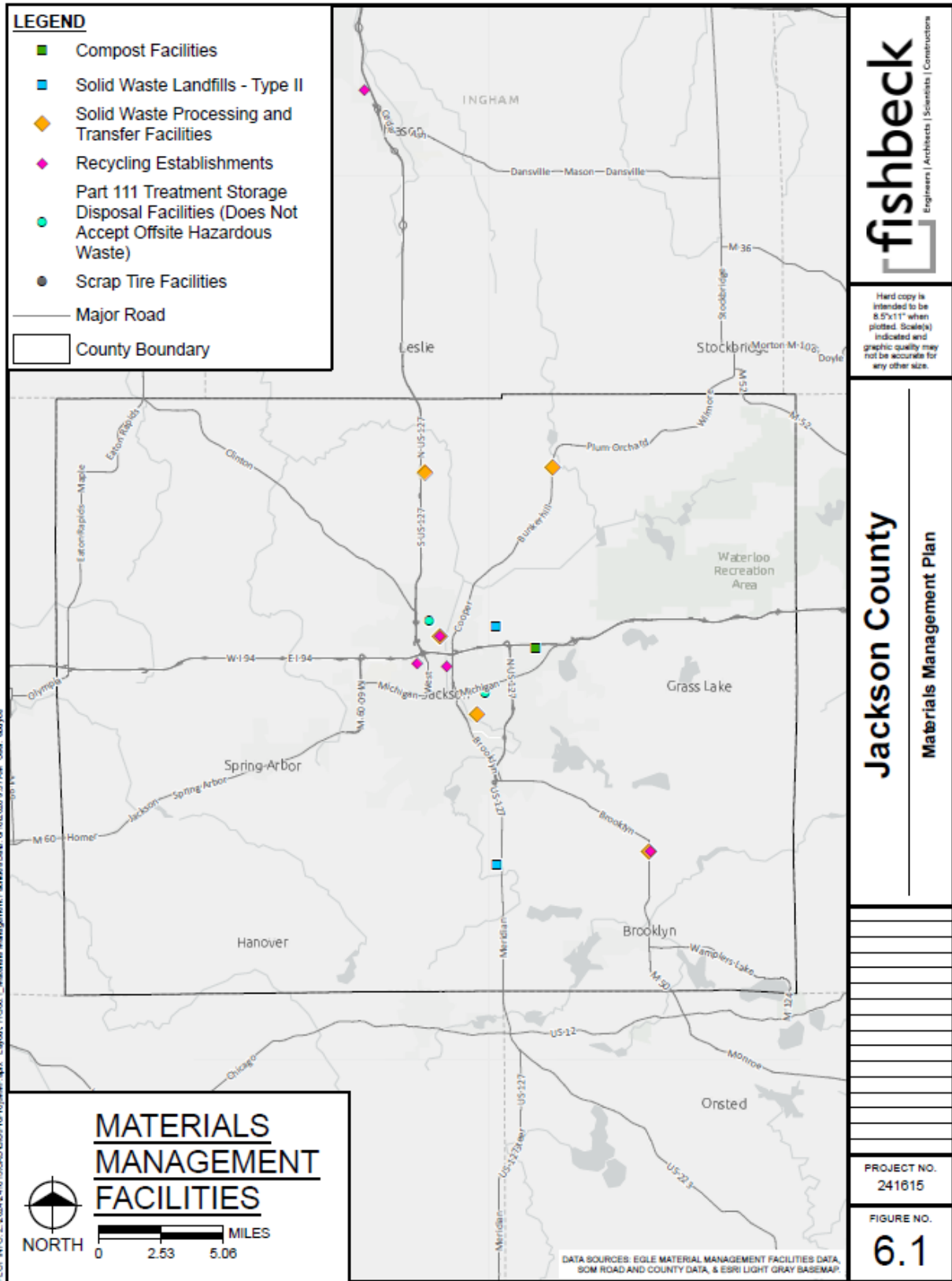
- Republic Services
- Emmons Service, Inc.
- Granger Waste Services
- A1 Waste Removal
- MOHAWK Refuse
- Recycling Jackson
- Subscription
- Municipal

**1.3.2 Materials Management Facilities**

The following map, which references EGLE’s Michigan Materials Management Facilities Web Map, lists the materials management facilities that are regulated under multiple laws including Part 115, Part 169, Part 173, Part 175, and Part 111.



Figure 2 – Materials Management Facilities in Jackson County



A list of existing disposal areas, material utilization facilities, waste diversion centers, and other material management facilities can be found in the table below. The quantity of waste processed at each facility is not currently available but will be included once the data is obtained.

**Table 2 – Material Management Facilities in Jackson County**

Facility Type	Facility Name	Facility Address	City	Permanent or Temporary?
Compost (Yard Waste)	Lester Brothers Excavating – Hawkins	5405 East Michigan Ave	Jackson	Temporary
Drop-off (T)	Emmons Service Inc.	913 Water Street	Jackson	Permanent Drop-off
Drop-off (C&D, O)	Granger Disposal Center of Jackson	555 Woodworth Rd	Jackson	Permanent Drop-off
Drop-off (WDC, B, T, NT, C&D, O)	Henrietta Township Recycling Center and Transfer Station	11732 Bunkerhill Road	Pleasant Lake	Permanent Drop-off
Drop-off (B, NT, C&D, O)	Liberty Environmentalist Transfer Station	7900 South Meridian	Clark Lake	Permanent Drop-off
Drop-off (T, NT)	Recycling Jackson	1401 North Brown Street	Jackson	Permanent Drop-off
Drop-off (WDC, B, T, NT)	Rives Township Transfer Station	10123 State Road	Rives Junction	Permanent Drop-off
Transfer Station – Type A	Recycling & Disposal Center of Jackson	555 Woodworth Rd	Jackson	
Transfer Station – Type A	Modern Waste Systems Transfer Station	7245 S Brooklyn Rd	Jackson	
Transfer Station – Type A	Liberty Environmentalist Transfer Station	7900 South Meridian	Clark Lake	
Landfill	McGill Road C & D Landfill	3895 McGill Rd	Jackson	
Landfill	Liberty Landfill	7900 S Meridian Rd	Clark Lake	
End Market	Gerdau – Jackson	5591 Morrill Rd	Jackson	
End Market	SDI OmniSource – Jackson	711 Lewis St	Jackson	
End Market	American Textile Recycling Service	209 W. Monroe St.	Jackson	

Drop-off Facility Types: B = Transfer Station Type B; C&D = Construction & Demolition; NT = Source-Separated Recycling Drop-off Non-Traditional; T = Source-Separated Recycling Traditional; O = Organics; WDC = Waste Diversion Center

## 2.0 Materials Management Goals

### 2.1 EGLE Benchmark Goals

Materials management goals are measurable, objective, and specific goals chosen by a planning authority to increase recycling and reduce waste generation. This section will set relevant materials management goals and consider EGLE's Benchmark Recycling Standards.

EGLE's Benchmark Recycling Standards and Service Requirements will be referenced in the County's MMP. They include the following Service Standards:

- **2022:** 90% of the single-family dwellings in urbanized areas have access to curbside recycling.
- **2025:** 90% of the single-family dwellings in areas with more than 5,000 residents have access to curbside recycling.
- **2028:** Communities with less than 100,000 residents have at least one recycling drop-off location for every 10,000 residents without curbside recycling at their dwelling.
- **2028:** Communities with more than 100,000 residents have at least one recycling drop-off location for every 50,000 residents without curbside recycling at their dwelling.

EGLE's Benchmark Recycling Standards and Service Requirements also include the following service standards:

**Curbside:** For communities that fall within the curbside benchmark thresholds above, recycling must be collected at least once every 14 days. The materials collection service provider(s) will either collect materials separately, collect and deliver materials to a processing facility to be separated from commingled solid waste or collect and deliver materials to a compliant materials recovery facility for sorting.

**Drop-off:** For communities that fall within the drop-off benchmark thresholds above, drop-off locations must be available at least 24 hours per month.

### 2.2 Jackson County Goals

The Jackson County Materials Management Plan establishes the following goals to guide implementation of the County's materials management system through 2040. These goals support the priorities of Part 115, EGLE's Benchmark Recycling Standards (BRS), and the County's vision of reducing disposal while expanding opportunities for recycling, reuse, composting, and responsible materials management.

#### 2.2.1 Goal 1 – Increase Recycling and Diversion

Increase Jackson County's municipal solid waste recycling rate from current levels to **20 percent by 2030** and **30 percent by 2040** by expanding access to recycling opportunities, improving participation, and supporting market development for recyclable materials.

#### Implementation Strategies

- Expand convenient residential and commercial recycling opportunities.
- Support municipalities in meeting EGLE Benchmark Recycling Standards.
- Encourage improvements in collection, processing, and end-market development.
- Promote waste reduction, reuse, and source separation.
- Track recycling performance annually.

### **2.2.2 Goal 2 – Expand Organics Management**

Reduce the amount of food waste, yard waste, and other organic materials disposed of in landfills by expanding opportunities for composting, organics collection, food recovery, and public education.

#### **Implementation Strategies**

- Support development of composting and organics processing infrastructure.
- Encourage backyard composting and food waste reduction programs.
- Promote food donation and food recovery initiatives.
- Evaluate opportunities for future organics collection programs.

### **2.2.3 Goal 3 – Improve Access to Materials Management Services**

Increase convenient, equitable access to recycling, household hazardous waste (HHW), electronics recycling, and other diversion programs for residents, businesses, and institutions throughout Jackson County.

#### **Implementation Strategies**

- Expand HHW collection opportunities.
- Evaluate additional recycling drop-off locations where needed.
- Improve access for underserved and rural communities.
- Encourage public-private partnerships to expand available services.

### **2.2.4 Goal 4 – Enhance Education and Outreach**

Develop and maintain an effective, user-friendly public education and outreach program that increases awareness of available materials management services, improves recycling participation, and reduces contamination in recyclable materials.

#### **Implementation Strategies**

- Maintain current recycling information through County and partner websites.
- Develop consistent educational materials across municipalities.
- Utilize social media, schools, community organizations, and local events to promote recycling and waste reduction.
- Encourage businesses and institutions to participate in education initiatives.

### **2.2.5 Goal 5 – Protect Public Health and the Environment**

Protect public health, groundwater, surface water, air quality, and other natural resources by ensuring that materials are collected, transported, processed, recycled, and disposed of in accordance with applicable federal, state, and local requirements.

#### **Implementation Strategies**

- Support environmentally responsible facility development.
- Encourage compliance with applicable environmental regulations.
- Promote proper management of household hazardous waste and special wastes.
- Reduce illegal dumping and improper disposal practices.

### **2.2.6 Goal 6 – Ensure Long-Term Materials Management Capacity**

Maintain access to environmentally sound, economically sustainable, and legally compliant materials management facilities that provide sufficient capacity to meet the current and future needs of Jackson County residents and businesses.

#### **Implementation Strategies**

- Maintain adequate disposal and processing capacity.
- Encourage investment in recycling and diversion infrastructure.
- Support facility development consistent with the Jackson County MMP siting process.
- Coordinate with public and private stakeholders to address future infrastructure needs.

### **2.2.7 Goal 7 – Improve Data Collection and Performance Monitoring**

Develop a reliable materials management data collection and performance monitoring program to measure progress toward County goals, evaluate program effectiveness, and support future planning decisions.

#### **Implementation Strategies**

- Improve collection of recycling and diversion data.
- Monitor progress toward County performance goals and EGLE Benchmark Recycling Standards.
- Prepare periodic implementation and performance reports.
- Use data to identify gaps and prioritize future investments.

### **2.2.8 Goal 8 – Promote Collaboration and Sustainable Materials Management**

Strengthen partnerships among Jackson County, municipalities, private haulers, facility operators, businesses, institutions, nonprofit organizations, and residents to support sustainable materials management and maximize recovery of valuable resources from the waste stream.

#### **Implementation Strategies**

- Encourage regional cooperation where appropriate.
- Support public-private partnerships.
- Promote source reduction, reuse, recycling, composting, and beneficial reuse.
- Pursue grant opportunities and innovative materials management programs.

### 3.0 Mechanisms

This section includes enforceable mechanisms and enforcement parties for the County’s implementation of the new MMP. Enforceable mechanisms could include ordinances, agreements, partnerships, and contracts.

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## **3.1 Funding Mechanisms**

### **3.1.1 Purpose**

The purpose of this section is to identify funding mechanisms that may be used to support the implementation of the Jackson County MMP, including the development and operation of recycling, composting, materials recovery, and disposal infrastructure.

Consistent with Michigan's Materials Management Planning requirements under Part 115 of the Natural Resources and Environmental Protection Act (PA 451), counties must identify how materials management services and facilities will be funded within the planning area.

Funding mechanisms described in this section are intended to support:

- Recycling collection programs
- Recycling processing facilities
- Composting and organics management programs
- Household hazardous waste programs
- Public education and outreach
- Materials management planning and program administration
- Development of materials management infrastructure

The funding mechanisms described below represent potential options available to Jackson County and its municipalities and may be implemented individually or in combination.

### **3.1.2 Existing Funding Sources**

Materials management activities in Jackson County are currently funded through a combination of public and private sources.

These may include:

- Municipal solid waste service fees
- Local government general funds
- County program funding
- Private sector investment in waste and recycling infrastructure
- State grants and financial assistance programs
- Non-profit organizations

Private waste haulers and facility operators provide waste collection and disposal services throughout Jackson County.

Jackson County also supports materials management activities through county programs and partnerships that provide services such as recycling drop-off opportunities, household hazardous waste events, and public education initiatives.

### **3.1.3 State and Federal Funding Programs**

Jackson County and its municipalities may pursue funding opportunities available through EGLE.

### **Materials Management Planning Grants**

EGLE provides grant funding to counties and regions to support the development and implementation of Materials Management Plans.

These grants may support:

- planning activities
- program implementation
- data collection
- public education

### **Recycling Infrastructure Grants**

EGLE periodically provides grants for the development or expansion of recycling infrastructure, including:

- recycling drop-off sites
- materials recovery facilities
- composting facilities
- equipment for recycling collection

### **Household Hazardous Waste Grants**

State grants may also support household hazardous waste collection programs and events. These programs help reduce improper disposal of hazardous materials and protect environmental quality.

### **Grants and External Funding**

Additional funding opportunities may be available through:

- federal environmental grants
- state infrastructure programs
- nonprofit or foundation grants
- regional economic development programs

Jackson County and participating municipalities may pursue these opportunities to support materials management initiatives.

#### **3.1.4 Local Funding Mechanisms**

Local governments may implement funding mechanisms to support materials management programs. Potential mechanisms include:

##### **Solid Waste Service Fees**

Municipalities may charge service fees to support solid waste and recycling services, if necessary.

These fees may be collected through:

- municipal utility bills
- property tax assessments
- material collection contracts
- tipping fee surcharges

Such fees can be used to fund waste collection services, recycling programs, or materials management infrastructure.

## Pay-As-You-Throw (PAYT)

Pay-As-You-Throw (PAYT) is a waste management pricing model in which residents pay for solid waste collection based on the amount of waste they dispose of rather than through a flat fee. PAYT can be implemented by a municipality or through private solid waste service providers using systems such as designated bags, tags, stickers, or variable-sized collection carts.

PAYT programs are intended to encourage:

- Waste reduction
- Increased recycling
- Increased composting and organics diversion

While PAYT has been shown to reduce disposal volumes and increase diversion, many collection and disposal system costs remain fixed or semi-fixed. As a result, reduced waste volumes do not necessarily translate into lower overall system costs and may require adjustments to collection rates or service pricing to maintain financially sustainable operations.

Municipalities may evaluate PAYT as one of several available waste management strategies where it is compatible with local collection systems, service provider agreements, community objectives, and financial considerations. The structure, administration, and revenue associated with any PAYT program will depend on the entity implementing the program, whether a local unit of government or a private service provider, and should be established through the applicable local policies or contractual arrangements.

## Special Assessments

Municipalities may establish special assessments to support recycling programs or waste management services within defined service areas.

These assessments may be used to fund:

- recycling drop-off centers
- curbside recycling programs
- materials management infrastructure

## Intergovernmental Cost Sharing

Jackson County municipalities may collaborate through intergovernmental agreements to share the cost of materials management services or facilities.

Regional partnerships can reduce costs and improve efficiency for services such as:

- recycling collection
- composting programs
- household hazardous waste events
- regional recycling facilities.

## Single Hauler Systems

Municipalities within Jackson County may choose to establish a single hauler system for residential waste and recycling collection where authorized under applicable law and local policy.

Under a single hauler system:

- One waste hauler is selected by the municipality through a competitive procurement process.
- The selected hauler provides collection services to residential customers within the designated service area in accordance with the terms of the municipal contract.

A single hauler system may offer potential advantages, including:

- Standardized collection and recycling services across the service area.
- Opportunities to incorporate recycling, organics collection, or other diversion programs into collection contracts.
- Reduced collection vehicle traffic and associated roadway impacts resulting from fewer collection vehicles operating in residential neighborhoods.
- Potential cost efficiencies through coordinated service delivery and economies of scale.

Municipalities should also consider potential challenges associated with single hauler systems, including:

- Reduced competition during the term of an exclusive service contract.
- The need for municipal oversight and contract administration.
- Potential service disruptions if the contracted hauler experiences operational or financial difficulties.
- The possibility that long-term pricing may vary depending on market conditions, contract structure, and future procurement cycles.

The decision to implement a single hauler system should be based on local conditions, community priorities, service needs, and an evaluation of anticipated costs, benefits, and operational considerations.

### **Franchised Hauler Systems**

Municipalities may establish franchised hauling systems in which one or more haulers are granted the right to provide collection services within a defined service area.

Under a franchised hauling system:

- Municipalities establish franchise requirements through contracts, ordinances, or other local agreements.
- Haulers must meet specified service standards and performance requirements.
- Recycling and other materials management services may be incorporated into the franchise agreement.

Depending on the structure of the franchise, municipalities may receive revenue through:

- Franchise fees
- Administrative fees
- Other contractually established service fees

Where authorized by local ordinance or agreement, these revenues may be used to support recycling programs, public education and outreach, materials management planning, or related infrastructure. However, municipalities should recognize that franchise and administrative fees are typically incorporated into the service provider's operating costs and may ultimately be reflected in customer collection rates.

Franchised hauling systems may also provide opportunities to:

- Standardize service levels and performance expectations.
- Expand access to recycling and other diversion programs.
- Reduce the number of collection vehicles operating within the service area.
- Improve accountability through contractual performance standards and reporting requirements.

The decision to implement a franchised hauling system should be based on local service needs, community priorities, and an evaluation of anticipated costs, benefits, administrative responsibilities, and potential impacts on customers.

### **3.1.5 Private Sector Investment**

Private companies play an important role in funding and operating materials management infrastructure.

Private sector investment may include:

- development of recycling processing facilities
- operation of transfer stations
- construction and operation of composting facilities
- operation of materials facilities.

Private investment reduces the need for public funding while supporting materials management goals.

Private materials management infrastructure is financed and operated on a market-based basis, with capital recovery dependent on stable regulatory frameworks, predictable access to facilities, and economically viable service models. Policies and recommendations should be implemented in a manner that supports continued private investment while maintaining consistency with materials management goals.

### **3.1.6 User Fees and Tipping Fees**

Facilities within or serving Jackson County may charge tipping fees or user fees for waste disposal and recycling services.

These fees may support:

- facility construction and maintenance
- operational costs
- environmental monitoring and regulatory compliance.

Tipping fees may also help support recycling programs when revenues are allocated toward waste diversion initiatives.

### **3.1.7 Public–Private Partnerships**

Jackson County and its municipalities may explore partnerships with private companies to support development of recycling or materials management infrastructure.

Public–private partnerships may include:

- development of regional recycling facilities
- shared infrastructure investments
- long-term service agreements.

These partnerships can help leverage private investment and reduce public costs.

### **3.1.8 Implementation of Funding Mechanisms**

The funding mechanisms identified in this Plan represent potential tools that may be considered to support implementation of the Jackson County Materials Management Plan. Implementation of any funding mechanism is subject to the legal authority of the responsible entity and any required approvals under applicable federal, state, and local laws.

Jackson County, acting through its County Approval Agency (CAA) and Designated Planning Agency (DPA), may evaluate and recommend funding strategies authorized under Part 115 and this Plan. Individual municipalities, regional authorities, private service providers, and other organizations may independently implement funding mechanisms that are within their respective legal authority.

The funding mechanisms used to support materials management programs may evolve over time based on program needs, available funding opportunities, market conditions, and future policy decisions made by the entities with the authority to implement them.

### **3.1.9 Future Funding Considerations**

As materials management programs expand, Jackson County may evaluate additional funding strategies to support implementation of the Materials Management Plan, subject to available authority and funding opportunities.

Potential future funding options include:

- Recycling service fees, where authorized.
- Regional funding partnerships or authorities.
- State and federal infrastructure development grants.
- Public-private partnerships to support recycling and materials management infrastructure.
- Franchise or administrative fees associated with municipally authorized collection systems, where permitted by local ordinance or contract.

These funding mechanisms may provide financial resources to support implementation of recycling, composting, education and outreach, infrastructure improvements, and other materials management initiatives identified in this Plan. The availability and use of these funding mechanisms will depend on applicable legal authority, local policy decisions, and future program needs.

## **3.2 Siting Process**

### **3.2.1 Purpose**

This siting process establishes the procedures and criteria for determining whether proposed materials management facilities are consistent with the Jackson County MMP.

The siting process is designed to:

- Protect public health, safety, and welfare
- Protect natural resources and environmental quality
- Ensure compatibility with local zoning and land use regulations
- Ensure compliance with Part 115 of the Natural Resources and Environmental Protection Act (NREPA), PA 451

Michigan law requires counties to maintain a materials management planning system ensuring that solid waste generated in the county is collected and disposed of at facilities that comply with state law and environmental regulations.

### **3.2.2 Relationship to the Jackson County Solid Waste Management Plan**

The Jackson County Solid Waste Management Plan identifies facilities available to manage waste generated in the county.

The current plan allows disposal of solid waste at both in-county and out-of-county landfills, including:

- McGill Road Landfill (Type II)
- Liberty Environmental Landfill (Type III)
- Granger Wood Street Landfill (Type II) (Clinton County)
- Granger Grand River Landfill (Type II) (Clinton County)

These facilities are included in the county's approved disposal system.

The plan also indicates that:

- Private haulers select disposal facilities.
- No countywide flow-control ordinance directs waste to specific facilities.

This MMP establishes a siting process to guide the development of new materials management facilities consistent with state law.

### **3.2.3 Applicability**

This siting process applies to facilities requiring a Determination of Consistency with the Jackson County MMP pursuant to Part 115 of the NREPA, as amended. Applicable facility types include, but are not limited to, the following:

#### **A. Solid Waste Disposal Areas**

- Municipal solid waste landfills
- Construction and demolition landfills
- Landfill expansions
- Transfer facilities
- Solid waste processing facilities, where applicable

**B. Materials Utilization Facilities**

- Composting facilities
- Anaerobic digestion facilities
- Materials recovery facilities (MRFs)
- Innovative technology facilities
- Waste diversion facilities
- Other materials utilization facilities authorized under Part 115

**C. Waste Diversion Centers**

- Waste diversion centers accepting source-separated recyclable materials
- Reuse and salvage facilities
- Drop-off recycling centers
- Other waste diversion facilities authorized under Part 115

Solid Waste Disposal Areas, Materials Utilization Facilities, and Waste Diversion Centers are regulated under Part 115 of the Natural Resources and Environmental Protection Act and applicable administrative rules. Facilities requiring a Determination of Consistency with the Jackson County MMP must comply with the applicable requirements of Part 115 and any associated EGLE permitting, registration, notification, or approval requirements.

**3.2.4 Relationship to Jackson County and Local Zoning Ordinances**

The Jackson County Materials Management Plan recognizes the role of local zoning in regulating land use for certain materials management facilities. Compliance with applicable local zoning ordinances may be used as one method of demonstrating consistency with this Plan for facility types that are not subject to EGLE permitting or licensing under Part 115.

Facilities requiring an EGLE permit or license, including Solid Waste Disposal Areas such as municipal solid waste landfills, construction and demolition landfills, transfer facilities, and processing facilities, are evaluated for consistency with the Jackson County MMP using the siting criteria established in this Plan. Compliance with local zoning is not required as a condition for obtaining a Determination of Consistency for these facilities.

For Materials Utilization Facilities, Waste Diversion Centers, or other facilities not requiring an EGLE permit or license, applicants should comply with applicable county, township, city, or village zoning ordinances where required by the local unit of government. Documentation of applicable local approvals may be submitted as evidence that the proposed facility is consistent with local land use requirements and the objectives of this Plan.

Local zoning and development review procedures may include:

- Special land use approval.
- Conditional use permits.
- Site plan review.
- Zoning Board of Appeals review.

Applicable local zoning ordinances may address matters such as:

- Setbacks and buffering.
- Access management and traffic circulation.
- Stormwater and environmental protection measures.
- Site design and compatibility with surrounding land uses.

Nothing in this Plan shall be interpreted as requiring local zoning approval for facilities that are regulated under Part 115 and subject to EGLE permitting or licensing. Rather, local zoning serves as a pathway for demonstrating plan consistency where authorized under applicable law for facility types that remain subject to local land use regulation.

### **3.2.5 Siting Pathways and Determination of Consistency**

A proposed facility may demonstrate consistency with the Jackson County MMP through either of the following pathways.

#### **Pathway A – Meet Local Zoning**

A Disposal Area that does not require a license or permit from EGLE and Materials Utilization Facilities will be determined consistent if the proposed facility complies with applicable local zoning ordinances included in the MMP and provides supporting documentation to the entity identified in the MMP as part of their authorization program review and application.

#### **Pathway B – Host Community Approval**

A facility will be considered consistent with the MMP if the applicant obtains:

1. Approval from the host municipality where the facility will be located.
2. Required approvals such as:
  - a. Special land use permit
  - b. Conditional use permit
  - c. Site plan approval.
3. All required EGLE permits or registrations.

Host community approval may include a Host Community Agreement or other formal resolution adopted by the municipality. Facilities must also meet the minimum siting requirements listed below.

#### **Pathway C – Supplemental Siting Criteria**

If host community approval is not obtained, an applicant may demonstrate consistency with the MMP by meeting the minimum and supplemental siting criteria established in this section.

These criteria are designed to be objective and measurable, consistent with EGLE siting guidance.

### **3.2.6 Minimum Siting Criteria**

Unless the facility meets the requirements of Pathway A, all proposed Material Management Facilities must meet the following minimum requirements to be determined consistent with the plan.

#### **A. Compliance with State Regulations**

The facility must comply with:

- Michigan Part 115 statutes and administrative rules
- EGLE permitting or registration requirements
- Applicable federal environmental regulations.

**B. Infrastructure and Transportation**

The proposed facility must demonstrate:

- Access sufficient to support projected traffic volumes, such as proximity to primary county roads or state highways.
- Roadways capable of supporting projected truck traffic.
- Safe ingress and egress for facility operations. A demonstration of meeting applicable design and safety standards shall meet this requirement.

Applicants may be required to provide a traffic impact study.

**C. Environmental Protection**

Applicants shall demonstrate that the proposed facility is designed and will be operated in compliance with applicable federal and state environmental laws, regulations, and permit requirements intended to protect natural resources and public health.

As applicable to the proposed facility, the applicant shall provide documentation demonstrating compliance with, or the ability to obtain, applicable approvals under:

- Part 31, Water Resources Protection, of the Natural Resources and Environmental Protection Act (NREPA), including National Pollutant Discharge Elimination System (NPDES) permit requirements, where applicable.
- Part 91, Soil Erosion and Sedimentation Control.
- Part 301, Inland Lakes and Streams.
- Part 303, Wetlands Protection.
- Part 315, Dam Safety, where applicable.
- Part 353, Sand Dunes Protection, where applicable.
- Part 115, Solid Waste Management, including applicable EGLE permitting or licensing requirements.
- Any other applicable federal, state, or local environmental permits required for the proposed facility.

Documentation may include copies of applicable permits, permit applications, agency correspondence, environmental studies, engineering plans, or other information demonstrating that the facility can be developed and operated in compliance with applicable environmental requirements.

Compliance with applicable environmental permitting requirements shall be considered evidence that the facility has adequately addressed protection of groundwater, surface waters, wetlands, floodplains, and other natural resources within the jurisdiction of the permitting agencies.

**3.2.7 Supplemental Protective Siting Criteria**

The following criteria provide additional protection for surrounding communities and environmental resources.

**A. Setbacks and Buffers**

Unless more stringent setbacks are required for EGLE permit, minimum recommended setbacks include:

**Table 3 – Minimum Recommended Setbacks**

Feature	Minimum Distance
Existing residence	500 feet
Schools, hospitals, or licensed childcare centers	1,000 feet
Surface waters	400 feet
Wetlands	200 feet

Feature	Minimum Distance
Property boundaries	200 feet (or other setbacks as established by applicable Part 115 requirements for the specific facility type).

Vegetative buffers or berms may be required where residential uses are adjacent.

**B. Traffic Impact**

Applicants must provide a traffic impact assessment demonstrating:

- Projected truck volumes
- Transportation routes
- Road capacity
- Intersection safety.

Truck routes should minimize impacts to residential neighborhoods.

**C. Nuisance Control**

Facilities must demonstrate measures to minimize:

- Odor
- Dust
- Noise
- Litter
- Light pollution.

Township zoning standards may require fencing and operational controls to prevent debris and nuisance impacts.

**D. Environmental Justice**

The County encourages applicants to consider environmental justice principles and meaningful public engagement during facility planning and development, particularly for facilities requiring state or federal environmental review.

Where applicable, applicants should identify any environmental justice analyses, public involvement activities, or community outreach conducted as part of federal, state, or local permitting processes.

Documentation may include:

- Public meeting notices or summaries.
- Community outreach activities conducted by the applicant.
- Environmental justice analyses or screening completed to satisfy applicable state or federal requirements.
- Documentation submitted in support of applicable environmental permits.

This section does not establish an independent environmental justice standard or approval criterion for a Determination of Consistency. Rather, it recognizes the importance of equitable public participation and relies on applicable state and federal environmental review processes where environmental justice considerations are required.

## E. Public Health and Safety

Applicants must demonstrate adequate measures including:

- Fire prevention and emergency response planning
- Site security
- Litter and vector control
- Adequate water supply for fire suppression
- Stormwater management systems.

## F. Application Requirements

Applicants requesting a determination of consistency must submit:

- Facility description and operations plan
- Site location maps
- Documentation of zoning compliance
- Environmental and engineering documentation
- Traffic impact study (if required)
- Evidence of host community approval if applicable.

## G. Public Participation

Jackson County will provide opportunities for public participation through:

- Public notice of proposed facilities
- Public comment periods
- Public meetings when appropriate.

### 3.2.8 *Determination of Consistency*

The **Jackson County Approval Agency (CAA)** shall review each application for a Determination of Consistency to determine whether the proposed facility:

1. Meets the minimum siting criteria established in this Plan.
2. Meets any applicable supplemental siting criteria.
3. Satisfies any applicable requirements of Part 115 and this Plan.
4. It is consistent with the Jackson County MMP.

Based on its review of the application and supporting documentation, the Jackson County CAA may issue a Determination of Consistency if it finds that the proposed facility is consistent with the requirements of this Plan. The Determination of Consistency shall be issued in accordance with the procedures and timelines established by Part 115 and applicable EGLE guidance.

### 3.2.9 *Interim Siting Mechanism*

If Jackson County's annual disposal capacity certification demonstrates less than 66 months of disposal capacity, the county may activate an interim siting mechanism as required by Part 115.

Under this mechanism:

- Applications for additional disposal capacity may be accepted.
- Facilities meeting siting criteria must be considered consistent with the MMP.

### **3.2.10 Relationship to EGLE Permitting**

A determination of consistency with the Jackson County MMP does not replace state permitting requirements.

Facilities must obtain all required:

- EGLE permits,
- registrations,
- construction approvals, and
- operating licenses

prior to construction or operation.

### **3.2.11 Siting Procedure**

#### **1. Step 1 – Pre-Application Consultation**

- Applicant should request a pre-application meeting with the Jackson County CAA at least **30 days** before submitting an application.
- The CAA should schedule the meeting within **15 business days** of the request.

#### **2. Step 2 – Submission of Application**

- Applicant submits a Determination of Consistency application and supporting documentation.

#### **3. Step 3 – Completeness Review**

- Within **30 calendar days** of receipt, the Jackson County CAA shall determine whether the application is complete.
- If incomplete, the CAA shall provide the applicant with a written list of deficiencies.
- The applicant shall submit the requested information within **60 calendar days**, unless an extension is approved by the CAA.
- The review period resumes upon receipt of a complete application.

#### **4. Step 4 – Technical Review**

- Within **60 calendar days** after an application is determined to be complete, the Jackson County CAA shall evaluate the proposal for consistency with the minimum siting criteria and any applicable supplemental criteria established in the MMP.
- During the review, the CAA may request additional information reasonably necessary to evaluate the application.
- The applicant shall provide the requested information within **30 calendar days**, unless an extension is approved by the CAA.

#### **5. Step 5 – Public Participation**

- Following completion of the technical review, the Jackson County CAA shall provide a **30-day public comment period**.
- Public notice shall be provided in accordance with the procedures established by the MMP.
- A public meeting may be held if determined appropriate by the CAA.

*(I recommend 30 days rather than 60 days unless the MMPC specifically wants a longer period. Thirty days is more consistent with most public review processes and keeps projects moving.)*

## 6. Step 6 – Determination of Consistency

- Within **30 calendar days** after the close of the public comment period, the Jackson County CAA shall issue a written Determination of Consistency or identify the reasons the application is inconsistent with the MMP.

## 7. Step 7 – EGLE Permit or Registration

- After receiving a Determination of Consistency, the applicant may submit any required applications for EGLE permits, licenses, registrations, or notifications, as applicable.
- A Determination of Consistency does not replace any state or federal approval requirements.

### 3.2.11.1 Additional Administrative Provision

I also recommend adding:

**Failure to Respond.** If the applicant fails to provide requested information within the specified timeframes, and no extension has been granted by the Jackson County CAA, the application may be considered withdrawn without prejudice. A new application may be submitted at any time.

This prevents applications from remaining open indefinitely.

Overall, this creates a process of approximately:

- **30 days** – Completeness review
- **60 days** – Technical review
- **30 days** – Public comment
- **30 days** – Final determination

for a total of about **150 days** for a complete application, excluding any delays caused by the applicant. This is a reasonable, defensible review schedule for an MMP and provides certainty for both applicants and the County.

### **3.3 Enforcement and Ordinances**

#### **3.3.1 Introduction**

The Jackson County Board of Commissioners finds that effective implementation of the Jackson County MMP requires enforceable mechanisms consistent with:

- Part 115 of the Natural Resources and Environmental Protection Act (PA 451 of 1994, as amended), including:
  - §324.11577 – MMP goals (sustainable materials management, collection, diversion, processing, compliant disposal)
  - §324.11578(1)(j) – Requirement for enforceable mechanisms and responsible parties
  - §324.11578(1)(o) – Authority to specify minimum recycling service for haulers
  - §324.11581 – Funding and mechanism authority for MMP implementation
- EGLE guidance on MMP implementation, reporting, and enforceable mechanisms; and
- Jackson County Solid Waste Plan and local ordinances.

These mechanisms are adopted to:

- Promote sustainable materials management
- Protect public health and the environment
- Ensure adequate processing and diversion capacity
- Support economically feasible recycling and reuse services
- Align with Part 115 preemption and state regulatory authority

Nothing in this ordinance or the Jackson County MMP is intended to expand the regulatory authority of Jackson County over cities, villages, or townships beyond that provided by Part 115 or other applicable law. Except where expressly authorized by statute or voluntary agreement, implementation of local ordinances, zoning decisions, and municipal services remains the responsibility of the applicable local unit of government.

#### **3.3.2 Scope and Application**

This section establishes the enforceable mechanisms adopted by Jackson County to implement the Jackson County MMP. Nothing in this section shall be construed as expanding the County's authority over local units of government beyond that provided by Part 115 or other applicable law.

These mechanisms apply only to the extent permitted under Part 115 and are subordinate to state law and EGLE regulatory authority.

#### **3.3.3 Enforceable Mechanisms**

The following mechanisms ensure implementation of the Jackson County MMP and shall be administered by the County or its designated planning agency consistent with Part 115 (§11577, §11578(1)(j), §11578(1)(o), §11581) and EGLE guidance:

##### **A. Hauler Service Requirements**

1. All solid waste haulers operating in Jackson County shall be registered with the County and provide annual documentation of service activities, including collection data for:
  - a. Mixed municipal solid waste (MSW)
  - b. Recyclable materials
  - c. Organics (where applicable)
  - d. Other diversion categories as required by the County or State law
2. Haulers shall offer or contract for recycling services for residential, commercial, and institutional accounts according to benchmarks and service levels established by Part 115 and reflected in the Jackson County MMP.

3. Haulers shall submit collection and service information, in a format prescribed by the County, to the receiving Materials Utilization Facility or other designated reporting entity, as applicable. Materials Utilization Facilities shall compile and submit required tonnage and materials management data to the Jackson County Designated Planning Agency (DPA) on forms prescribed by the County. The County may require additional information from haulers as necessary to verify service coverage, recycling program participation, or other data needed to evaluate implementation of the Jackson County MMP and compliance with applicable reporting requirements.

**Enforcement:** Failure to register or comply may result in notices of violation, fines, suspension of registration privileges, or referral to EGLE where applicable.

#### **B. Facility Permitting and Operational Conditions**

1. Facilities engaging in transfer, processing, recycling, composting, or beneficial reuse must:
  - a. Demonstrate compliance with applicable state permits and approvals,
  - b. Provide the County with annual reporting of throughput, materials received, materials shipped, and diversion data as required by the MMP. Material types and units shall align with those established and defined in Part 115.
2. The County may require materials management facilities operating within Jackson County to submit information necessary to support implementation of the MMP, to the extent authorized under Part 115 and other applicable law. Such information may include facility contact information, facility type, authorized operations, annual throughput or diversion data, service area information, and other planning or performance data needed to evaluate implementation of the MMP. Any reporting requirements shall not duplicate reporting already required by EGLE unless additional information is necessary to support local planning or implementation activities.

**Enforcement:** Facilities that fail to provide required information may be subject to compliance orders, referral to EGLE, and reporting restrictions.

#### **C. Recordkeeping and Reporting**

1. Entities subject to this ordinance shall maintain records pursuant to this ordinance of collection, processing, diversion, and disposal activities for no less than three (3) years and provide them to the County upon request.
2. Reporting shall include standardized forms or approved alternate as specified by the County and EGLE guidance.

**Enforcement:** Failure to maintain or provide records is a violation and may be subject to enforcement actions.

#### **D. Local Ordinance and Contractual Consistency**

1. Local units of government adopting solid waste, recycling, or composting ordinances are encouraged to align with the Jackson County MMP and Part 115 benchmarks and definitions.
2. County contracts for collection, processing, or diversion services shall incorporate MMP objectives, performance targets, and reporting obligations.

**Enforcement:** Local units of government are encouraged to consider the goals, policies, and implementation strategies of the Jackson County MMP when adopting or amending local solid waste, recycling, or composting ordinances. Nothing in this Plan requires a municipality to adopt specific ordinance provisions or transfers local zoning or police powers to Jackson County. The County may provide technical assistance or recommendations to promote consistency with the MMP but shall not exercise enforcement authority over local ordinances except as expressly authorized by applicable law.

**3.3.4 Enforcement and Penalties**

The County may take the following actions, as authorized by applicable law and any adopted County ordinance, to address non-compliance with this Section:

1. Notice of Violation: Issue written notice describing the nature of the non-compliance and the corrective actions required.
2. Corrective Action: Establish a reasonable timeframe for the responsible party to achieve compliance or submit a corrective action plan.
3. Administrative Action: Suspend or revoke any County-issued registration, approval, or authorization established under this Ordinance, where applicable.
4. Referral to State of Michigan: Refer violations involving Part 115, permit or license conditions, or other matters within the State of Michigan for investigation and enforcement.
5. Civil Remedies: Where authorized by law, the County may seek appropriate equitable or injunctive relief to enforce the provisions of this Ordinance.

Nothing in this Section is intended to duplicate or supersede the enforcement authority of EGLE under Part 115. County enforcement actions shall be limited to authorities granted under applicable law and any County ordinance adopted to implement this Materials Management Plan.

**3.3.5 Appeals**

- Any person or entity subject to an enforcement action under this Ordinance may appeal the action in accordance with the procedures established by the Jackson County Board of Commissioners or other applicable County ordinance or administrative procedures.
- Appeals shall be filed in writing within 21 calendar days of the date of the notice of enforcement action.
- If no County administrative appeal process has been established, enforcement actions shall be subject to judicial review as provided by applicable law.

**3.3.6 Severability**

If any provision or its application is held invalid, the remainder remains in effect.

**3.3.7 Effective Date**

This section shall become effective \_\_\_ days after adoption by the Jackson County Board of Commissioners.

**Table 4 – Hauler and Facility Registration, Reporting, and Compliance**

Entity	Requirement	Frequency	Responsible Party	Enforcement Action
Hauler	Registration with County	Once, updated annually	County DPA	Suspension of registration; fines; Notice of Violation
Hauler	Recycling, diversion, and service reporting	Annual	Facility	Notice of Violation; fines; EGLE referral
Facility	Registration or supplemental registration	Once, updated annually	County DPA	Suspension or denial of registration; fines; compliance orders
Facility	Annual throughput, materials, and diversion reporting	Annual	County DPA	Notice of Violation; referral to EGLE

Entity	Requirement	Frequency	Responsible Party	Enforcement Action
Hauler/Facility	Recordkeeping of collection/processing/diversion	Minimum 3 years	County DPA	Notice of Violation; fines
County/Local Units	Voluntary coordination and technical assistance to promote consistency with the Jackson County MMP.	As adopted or amended	County Board/Local Government	None

DRAFT

## 3.4 Plan Amendment Process

### 3.4.1 Purpose

The Jackson County MMP is intended to be a dynamic planning document that may require modification over time to reflect changes in materials management practices, infrastructure, policies, and regulatory requirements.

This amendment process establishes procedures for modifying the Plan in a manner consistent with Part 115 of the NREPA (PA 451 of 1994, as amended) and guidance issued by EGLE for Materials Management Planning.

Amendments may be necessary to address:

- Development of new materials management facilities or services
- Expansion or closure of existing waste or materials management facilities
- Changes to siting criteria or review procedures
- Changes in county ordinances or policies affecting materials management
- Updates to data, facility inventories, maps, or planning assumptions
- Revisions to materials management goals, programs, or strategies
- Changes required to maintain compliance with Part 115 and implementing rules

The amendment process ensures that any changes to the MMP are reviewed by appropriate stakeholders, approved by local government, and reviewed by EGLE when required.

### 3.4.2 2. Authority

This amendment process is established pursuant to the requirements of Part 115 of the Natural Resources and Environmental Protection Act (PA 451 of 1994, as amended), which requires each county plan to include procedures for updating and amending the Plan. Part 115 includes statutory provisions for plan development, review, and amendment procedures.

Jackson County retains authority to amend the MMP through the processes described in this section, subject to applicable state review and approval requirements.

### 3.4.3 Types of Plan Amendments

Plan amendments may be classified as **Administrative Amendments** or **Substantive Amendments**, depending on the nature and impact of the proposed change.

#### 3.4.3.1 Administrative Amendments

Administrative amendments include minor updates that do not significantly affect the policies, facility capacity, or siting provisions of the Plan.

**Examples include:**

- Updates to facility contact or owner information
- Minor corrections to text, formatting, or typographical errors
- Updates to maps, tables, or figures that do not alter planning conclusions
- Administrative changes to agency or program names
- Updates to baseline data that do not affect system capacity or projections

Administrative amendments may be approved by the DPA identified in the Jackson County plan (currently the Region 2 Planning Commission). Documentation of administrative amendments will be maintained in the official Plan record.

Administrative amendments do not require formal approval by municipalities or EGLE unless otherwise required by state law or EGLE policy.

### **3.4.3.2 Substantive Amendments**

Substantive amendments involve changes that may affect the overall planning framework or capacity assumptions of the MMP.

Examples include:

- Addition of new disposal, processing, or materials management facilities
- Expansion of landfill or processing capacity or service area
- Changes to the facility siting process or criteria
- Modifications to county materials management policies or regulatory controls
- Changes to the planning area or participating jurisdictions
- Adoption of new ordinances that affect solid waste or materials management infrastructure
- Modifications required by EGLE to maintain compliance with Part 115

Substantive amendments must follow the full amendment review and approval process described below.

### **3.4.4 Amendment Initiation**

A proposed amendment to the Jackson County MMP may be initiated by:

- The Jackson County Board of Commissioners
- Jackson County Department of Public Works or equivalent county solid waste oversight body
- The DPA (Region 2 Planning Commission) preparing the Plan
- The Materials Management Planning Committee (MMPC) established for Jackson County planning activities
- EGLE

Requests for plan amendments shall be submitted in writing to the Designated Planning Agency and must include sufficient information to describe the proposed change and its potential impact on the materials management system.

### **3.4.5 Amendment Development and Review**

Upon receipt of a proposed substantive amendment, the DPA shall:

1. Review the proposed amendment for completeness and consistency with the current MMP.
2. Prepare draft amendment text and supporting documentation, including rationale and any data updates.
3. Present the proposed amendment to the MMPC for review and recommendation.

The MMPC serves as the stakeholder advisory body for materials management planning in Jackson County and provides input, including potential revisions, concerns, and recommendations on the proposed amendment.

### **3.4.6 Public Participation**

Public participation will be incorporated into the amendment process in accordance with Part 115 planning requirements and EGLE guidance. The County shall provide opportunities for public input, which may include:

- Public notice of the proposed amendment's availability
- Posting of amendment documents for review (e.g., websites, county office, central repositories)
- Opportunities for written public comments during a designated comment period
- Public meetings or hearings when appropriate or required by statute or local policy

Public comments received during the review period will be considered prior to finalizing the amendment.

### **3.4.7 Local Government Approval**

Following review and recommendation by the MMPC, substantive amendments shall be submitted to the Jackson County Board of Commissioners for consideration.

Depending on the nature of the amendment and applicable state requirements, the amendment may also require approval by participating municipalities within the planning area. Municipal approval procedures shall follow requirements of Part 115 and EGLE guidance for materials management planning.

### **3.4.8 State Review**

After local approval, substantive amendments shall be submitted to EGLE for review when required by Part 115. EGLE will evaluate whether the proposed amendment:

- Complies with statutory and administrative requirements of Part 115
- Maintains adequate materials management capacity
- Is consistent with the approved Materials Management Plan framework

If EGLE determines the amendment meets applicable requirements, it will be approved and incorporated into the Jackson County MMP.

### **3.4.9 Documentation and Recordkeeping**

The Designated Planning Agency shall maintain records of all plan amendments, including:

- Amendment requests and supporting documentation
- Materials Management Planning Committee recommendations
- Public notices and comments
- Approval resolutions or actions from the County and participating municipalities
- EGLE approval documentation, when applicable

Approved amendments will be incorporated into the official MMP and maintained as part of the permanent planning record.

The central repository for Plan documents should include the County Administrator's Office and the Region 2 Planning Commission, consistent with existing solid waste plan repositories.

### **3.4.10 Periodic Plan Review**

Jackson County will periodically review the MMP to ensure continued compliance with Part 115 and evaluate progress toward county materials management goals, including waste reduction, recycling, diversion, and sustainability objectives. Plan amendments may be initiated as needed to address identified changes or emerging materials management needs. As required by law, by the fifth anniversary of the original approval, the County Approval Agency (CAA) must:

- Obtain an MMP review from the planning committee; and
- File either a Notice of Intent to prepare an amendment or a statement that no amendment is needed.

## 4.0 Administration

### 4.1 Purpose

The purpose of this Administration Section is to establish the organizational framework for implementing, administering, monitoring, and maintaining the Jackson County MMP. This section identifies the roles and responsibilities of Jackson County, the CAA, the DPA, municipalities, materials management facilities, haulers, and other stakeholders responsible for implementing this Plan.

Administration of the MMP shall be consistent with Part 115 of the NREPA, PA 451 of 1994, as amended, applicable administrative rules, and guidance issued by EGLE.

The administrative framework is intended to:

- Ensure continued implementation of the MMP.
- Coordinate materials management activities among public and private entities.
- Monitor progress toward County goals.
- Maintain compliance with Part 115.
- Support future updates and amendments to the MMP.
- Promote recycling, waste reduction, and sustainable materials management.

### 4.2 Administrative Structure

Jackson County shall administer this MMP through the following entities:

#### 4.2.1 *Jackson County Board of Commissioners*

The Jackson County Board of Commissioners serves as the County Approval Agency (CAA) unless another entity is designated by the County.

The CAA shall:

- Approve implementation of the MMP.
- Consider Determinations of Consistency as provided in this Plan.
- Review proposed substantive amendments.
- Coordinate with EGLE regarding Plan implementation.
- Authorize contracts or agreements necessary to implement the MMP.
- Support funding requests and grant applications.
- Receive periodic implementation reports.

#### 4.2.2 *Designated Planning Agency (DPA)*

The Region 2 Planning Commission shall serve as the Designated Planning Agency unless another entity is designated by the County.

The DPA is responsible for day-to-day administration of the Materials Management Plan.

Responsibilities include:

- Coordinating implementation of the MMP.
- Maintaining official Plan records.
- Serving as the primary point of contact for EGLE.
- Coordinating with municipalities.
- Providing technical assistance to local governments.
- Coordinating Determination of Consistency reviews.
- Maintaining facility inventories.
- Maintaining maps and planning data.
- Preparing required reports.
- Monitoring implementation activities.
- Coordinating Plan amendments.
- Supporting future planning efforts.

The DPA may contract with consultants or technical specialists as necessary to assist in Plan administration.

#### **4.2.3 Materials Management Planning Committee (MMPC)**

Although the MMPC is primarily responsible for development of the MMP, the County may reconvene the committee or appoint an advisory committee to provide recommendations regarding:

- Major implementation initiatives.
- Future amendments.
- Facility siting issues.
- Recycling program development.
- Emerging materials management technologies.
- Funding priorities.
- Performance evaluation.

The advisory role of the MMPC shall not supersede the authority of the County Board or the DPA.

### **4.3 Roles of Local Units of Government**

Cities, villages, and townships remain responsible for exercising their local governmental authority consistent with Michigan law.

Municipal responsibilities may include:

- Providing or contracting for waste and recycling services.
- Implementing local recycling initiatives.
- Maintaining local ordinances.
- Reviewing local land use applications where authorized.
- Participating in Plan implementation.
- Supporting public education.
- Cooperating in data collection.
- Participating in future Plan updates.

Nothing in this Plan transfers local zoning authority or municipal police powers to Jackson County.

#### **4.4 Role of Materials Management Facilities**

Facilities operating within Jackson County remain responsible for complying with all applicable federal, state, and local requirements.

Facilities may be requested to provide information necessary to support implementation of this MMP, including:

- Facility contact information.
- Facility operational status.
- Accepted materials.
- Annual throughput.
- Diversion quantities.
- Service area information.
- Capacity information.
- Other planning information authorized under Part 115.

Nothing in this section shall require reporting that duplicates information already submitted to EGLE unless additional information is reasonably necessary for local planning purposes.

#### **4.5 Role of Haulers**

Solid waste haulers remain responsible for complying with applicable provisions of Part 115 and any County registration or reporting requirements adopted pursuant to this Plan.

Haulers may be requested to provide information necessary to evaluate implementation of the MMP, including:

- Service areas.
- Collection services offered.
- Recycling participation.
- Collection quantities.
- Other information necessary to evaluate progress toward County goals.

Reporting shall be submitted in accordance with procedures established by the County.

#### **4.6 Coordination with EGLE**

Jackson County shall coordinate implementation of this MMP with EGLE.

Coordination activities may include:

- Plan implementation.
- Determinations of Consistency.
- Materials management planning grants.
- Recycling program grants.
- Household hazardous waste grants.
- Infrastructure grants.
- Data reporting.
- Technical assistance.
- Plan amendments.
- Regulatory coordination.

EGLE retains all authority granted under Part 115 regarding permitting, licensing, registration, inspection, and enforcement.

## 4.7 Data Collection and Performance Monitoring

The DPA shall monitor implementation of the MMP using available data from:

- EGLE annual reports.
- Facility reporting.
- Hauler reporting.
- Municipal information.
- Publicly available recycling data.
- County programs.
- Other available information sources.

Performance monitoring should include evaluation of:

- Recycling rates.
- Waste disposal quantities.
- Organics diversion.
- Household hazardous waste participation.
- Recycling access.
- Progress toward County goals.
- Progress toward EGLE Benchmark Recycling Standards.

Where practical, performance measures should be evaluated annually and summarized in an implementation report.

## 4.8 Public Education and Outreach

Public education is essential to successful implementation of the MMP.

Jackson County, municipalities, nonprofit organizations, schools, haulers, and recycling organizations are encouraged to cooperate in providing education regarding:

- Recycling opportunities.
- Household hazardous waste programs.
- Composting.
- Food waste reduction.
- Proper waste disposal.
- Illegal dumping prevention.
- Waste reduction practices.
- New materials management programs.

Education methods may include:

- County websites.
- Social media.
- Printed educational materials.
- Public workshops.
- Community events.
- School programs.
- Partnerships with local organizations.

## 4.9 Intergovernmental Cooperation

Jackson County encourages cooperation among:

- Municipalities.
- Counties.
- Regional planning organizations.
- Private haulers.
- Facility operators.
- Economic development organizations.
- Educational institutions.
- Nonprofit organizations.
- State agencies.

Cooperative efforts may include:

- Joint grant applications.
- Regional recycling initiatives.
- Shared household hazardous waste events.
- Public education campaigns.
- Data sharing.
- Technical assistance.
- Shared procurement.
- Regional infrastructure planning.

## 4.10 Funding Administration

Implementation of this MMP will rely upon funding mechanisms identified in Section 3.1.

The County may seek funding through:

- EGLE Materials Management Planning Grants.
- Recycling Infrastructure Grants.
- Household Hazardous Waste Grants.
- Federal grant programs.
- Public-private partnerships.
- Municipal contributions.
- Other legally authorized funding sources.

Availability of funding shall not obligate the County to implement any specific program beyond available financial resources.

## 4.11 Annual Review

The DPA should conduct an annual review of implementation activities to evaluate:

- Progress toward County goals.
- Implementation of recommended programs.
- Infrastructure development.
- Funding opportunities.
- Performance indicators.
- Regulatory changes.

- Emerging technologies.
- Future amendment needs.

Results of the review should be provided to the County Board of Commissioners and made available to participating municipalities.

#### **4.12 Plan Maintenance**

The DPA shall maintain the official Materials Management Plan and all supporting records.

Official records should include:

- Approved Plan documents.
- Amendments.
- County resolutions.
- Municipal approvals.
- EGLE correspondence.
- Determinations of Consistency.
- Annual implementation reports.
- Supporting technical documents.

The official repository shall be maintained by the Region 2 Planning Commission and Jackson County, consistent with the Plan Amendment Process.

## 5.0 Waste Inventory

### 5.1 Local Waste Generation

The table below includes projected residential waste data from the EGLE County Profile for Jackson County in 2023. Fishbeck calculated the recycling rate by summing the projected recyclable diversion and projected organics diversion and dividing this by the projected residential waste generation.

**Table 5 – Residential Waste Projections**

2023 Population	Residential Waste Generation (Tons)	Recyclable Diversion (Tons)	Organics Diversion (Tons)	Total Requiring Disposal (Tons)	Recycling Rate
159,828	71,889	5,336	6,030	60,524	16%

The following table includes projected commercial waste data from the EGLE County Profile for Jackson County in 2023. Fishbeck calculated the recycling rate by dividing the projected total diversion by the projected total waste generation.

**Table 6 – Commercial Waste Projections**

Approximate No. of Employees	Commercial Waste Generation (Tons)	Total Diversion (Tons)	Total Requiring Disposal (Tons)	Recycling Rate
153,021	162,513	19,122	133,899	12%

The following table includes projected total waste data from the EGLE County Profile for Jackson County in 2023. Fishbeck calculated the recycling rate by dividing the projected total diversion by the projected total waste generation.

**Table 7 – Total Waste Generation Projections**

Total Waste Generation (Tons)	Total Diversion (Tons)	Total Requiring Disposal (Tons)	Recycling Rate
234,402	30,488	194,423	13%

According to the data above, the Jackson County municipal recycling rate for 2023 is estimated to be 13%.

### 5.2 Material Specific MSW Generation Projects

In MMP planning, it is important to consider the various types of waste generated in a county to develop a more targeted approach to waste diversion. In 2023, the U.S. Environmental Protection Agency (USEPA) provided municipal solid waste (MSW) generation estimates based on national average waste generation in relation to population, using data collected on a residential and commercial basis.

The following graphs illustrate the projected breakdown of MSW generation based on Jackson County’s 2023 population and actual 2023 MSW generation using the USEPA’s Projected MSW Generation Estimate based on Population tool. “Yard Clippings” includes hard (woody) brush as well as soft yard waste, such as leaves, plants, and grass. “Miscellaneous Inorganic Waste” includes non-carbon materials that do not fit into the primary metal or glass categories, such as inorganic soil and concrete bits. “Other Materials” accounts for materials that do not fall into any of the above categories but are still part of the overall MSW stream such as hazardous household wastes.

Using data collected from the American Community Survey (ACS) conducted by the US Census Bureau in 2023, Fishbeck assumed 80% of residential waste generated came from single family homes, while 20% was from

multi-family homes. Collectively, residential waste accounts for approximately 60% of all waste generated in Jackson County.

Figure 3 – Breakdown of Organic Waste Generation by Residential and Commercial Sources

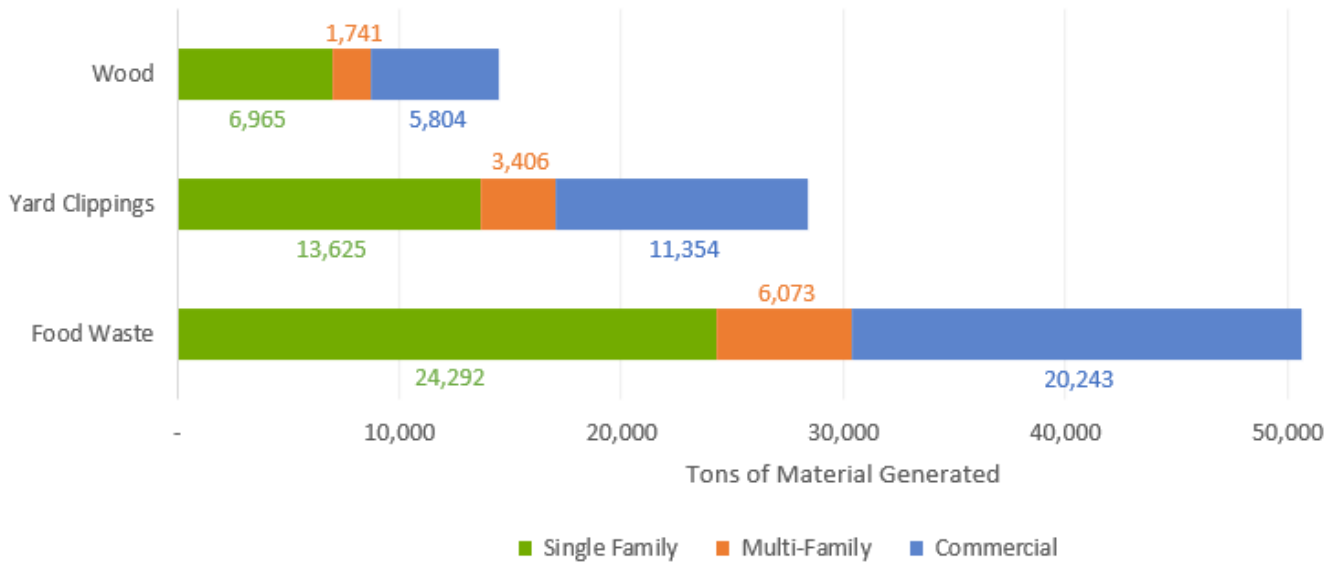
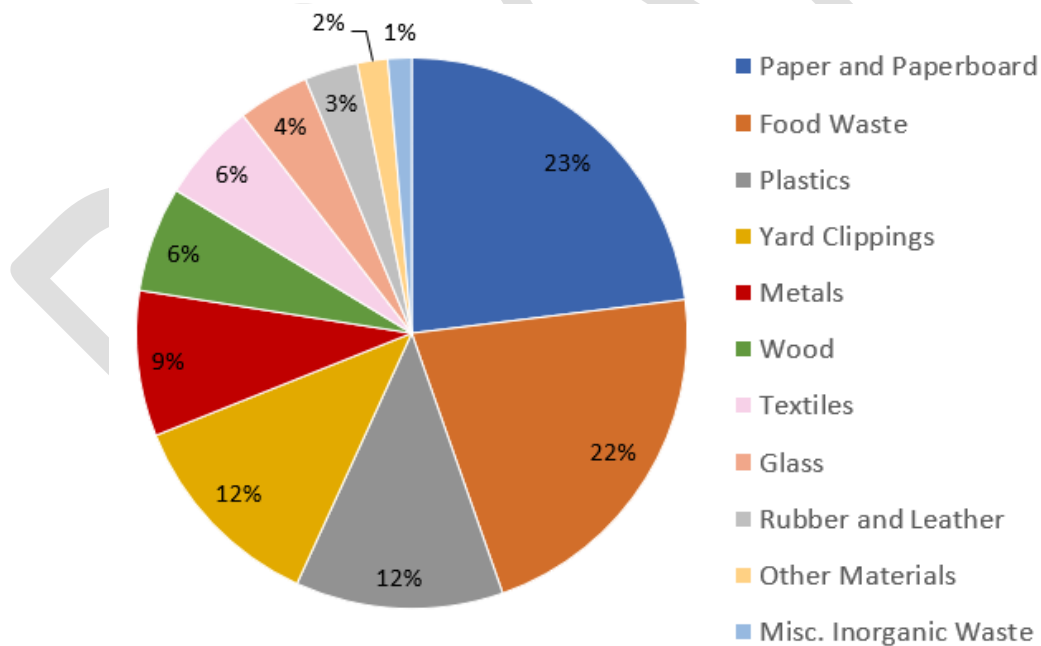


Figure 4 – Breakdown of MSW Generation by Type



These estimates can be used to inform the MMPC of what types of waste should be targeted in the MMP’s goal of waste diversion from landfills.

### 5.3 Waste Sent to Local Landfills

#### 5.3.1 Liberty Environmentalists Landfill

The tables below reflect a breakdown of waste associated with Liberty Environmentalists Landfill in Jackson County. Liberty Environmentalists Landfill is highlighted in this report as it is one of only two landfills located in Jackson County that reported receiving waste to EGLE from 2022-2024.

This data was collected from EGLE’s Annual Reports of Solid Waste Landfilled in Michigan by Fiscal Year for fiscal years 2022-2024. As of 2025, Liberty Environmentalists Landfill has an estimated eleven years of capacity remaining.

The baseline year for the MMP, 2023, is emphasized in each table. It is worth noting that these tables include Industrial Waste, Alternative Daily Cover, and other miscellaneous types of waste, though the MMP is only concerned with Municipal & Commercial Waste and Construction & Demolition waste.

**Table 8 – Total Waste Sent to Liberty Environmentalists Landfill**

Year	Municipal & Commercial Waste (Tons)	Industrial Waste (Tons)	Construction & Demolition (Tons)	Other (Tons)	Alternative Daily Cover (Tons)	Total Waste Collected (Tons)
2022	–	52,960.67	17,647.33	–	–	70,608.00
<b>2023</b>	–	<b>148,714.00</b>	<b>26,015.00</b>	–	–	<b>174,729.00</b>
2024	–	153,944.00	36,744.00	–	–	190,688.00

Based on data reported to EGLE, Liberty Environmentalists Landfill only collects Industrial Waste and Construction & Demolition Waste. Industrial, and consequently total, waste sent to this site significantly increased after 2022.

**Table 9 – Jackson County Waste Sent to Liberty Environmentalists Landfill**

Year	Total Jackson County Waste Sent to Liberty Environmentalists Landfill (Tons)	Total Waste Collected at Liberty Environmentalists Landfill (Tons)	% of Total Waste Sent to Landfill
2022	13,361.33	70,608.00	19%
<b>2023</b>	<b>26,045.00</b>	<b>174,729.00</b>	<b>15%</b>
2024	26,591.00	190,688.00	14%

According to this data, approximately 15% of the waste sent to the Liberty Environmentalists Landfill was generated in Jackson County, while 85% was sent from other counties: Branch, Calhoun, Eaton, Hillsdale, Ingham, Lenawee, and Washtenaw.

#### 5.3.2 McGill Road Landfill

The tables below reflect a breakdown of waste associated with McGill Road Landfill in Jackson County. McGill Road Landfill is highlighted in this report as it is one of only two landfills located in Jackson County that reported receiving waste to EGLE from 2022-2024.

This data was collected from EGLE’s Annual Reports of Solid Waste Landfilled in Michigan by Fiscal Year for fiscal years 2022-2024. As of 2025, McGill Road Landfill has an estimated two years of capacity remaining at the current waste generation rate. However, a vertical expansion project approved by EGLE in October 2025 added 12.2 years of capacity.

The baseline year for the MMP, 2023, is emphasized in each table. It is worth noting that these tables include Industrial Waste, Alternative Daily Cover, and other miscellaneous types of waste, though the MMP is only concerned with Municipal & Commercial Waste and Construction & Demolition waste.

**Table 10 – Total Waste Sent to McGill Road Landfill**

Year	Municipal & Commercial Waste (Tons)	Industrial Waste (Tons)	Construction & Demolition (Tons)	Other (Tons)	Alternative Daily Cover (Tons)	Total Waste Collected (Tons)
2022	47,330.33	3,214.67	2,680.67	–	4,649.67	57,875.33
<b>2023</b>	<b>27,235.91</b>	<b>12,654.80</b>	<b>3,582.29</b>	<b>10,611.75</b>	–	<b>54,084.75</b>
2024	31,980.27	12,559.50	2,133.93	12,213.79	–	58,887.49

While individual categories of waste quantities fluctuate year-to-year, the total quantity of waste received at McGill Road Landfill is steady around 57,000 tons.

**Table 11 – Jackson County Waste Sent to McGill Road Landfill**

Year	Total Jackson County Waste Sent to McGill Road Landfill (Tons)	Total Waste Collected at McGill Road Landfill (Tons)	% of Total Waste Sent to Landfill
2022	39,254.00	57,875.33	68%
<b>2023</b>	<b>44,646.22</b>	<b>54,084.75</b>	<b>83%</b>
2024	47,221.26	58,887.49	80%

According to this data, a majority of the waste being sent to McGill Road Landfill is local (originating in Jackson County). On average, approximately 77% of the waste sent to the McGill Road Landfill was generated in Jackson County, while around 23% was sent from other counties: Allegan, Calhoun, Clinton, Delaware, Eaton, Hillsdale, Kalamazoo, Lenawee, St. Joseph, Van Buren, and Washtenaw.

## 6.0 Public and Stakeholder Engagement

Fishbeck is waiting for additional survey responses and will populate a report using the Resident Survey and LUG Survey data for the next iteration of this MMP draft. There are currently 12 responses to the LUG survey and 36 responses to the Resident Survey.

DRAFT

## 7.0 Case Studies

### 7.1 metroSTOR Containers

#### 7.1.1 Kent County – Local Example of metroSTOR Success

*Kent County recently kicked off their food waste diversion pilot program, partnering with metroSTOR and a local composting company to increase the quantity of food waste diverted from local landfills.*

Kent County partners with Organicycle, a composting company that operates in West Michigan. As of April 2026, Kent County has kicked off a free food waste diversion pilot program. As part of this program, the County has installed eight metroSTOR 95-gallon drop-off bins on Kent County-owned property which are emptied on a weekly basis. Fishbeck has calculated that this effort will result in a total collection of 48-64 tons of compost in Kent County per year. Kent County also has partnerships with local haulers and farms who transport and process the organic material collected in the drop-off bins. The program is expected to see success due to its ease of management for administrators and low barrier to entry for residents, as residents will be able to drop-off at the bin with no cost. The City of Grand Rapids also plans to install metroSTOR bins: eight 65-gallon bins across City-owned property. Operating under the same conditions as the County-operated bins, the City has conservatively estimated that these bins will divert 10 tons of organic waste a year. By following the same assumptions as those for the County-operated bins, Fishbeck estimates that the City-operated bins could divert upwards of 32-43 tons of organic waste per year.

**Table 12 – Kent County metroSTOR Cost Estimation**

Product/Service	Cost Per Container	Total Cost for 8 Containers
95-gallon metroSTOR Container	\$2,424 one-time	\$19,392 one-time
metroKEY App (Optional)	\$180/month	\$1,440/month
Hauling and Processing* (Organicycle)	\$10 /pickup (picked up weekly)	\$320/month + \$256 annual subscription
	<b>Total</b>	One-time Cost: <b>\$19,392</b> Monthly, without annual fee: \$1,440 + \$320 = <b>\$1,760</b> Annual, with annual fee: \$21,120 + \$256 = <b>\$21,376</b>

\* No composting revenue from Organicycle

#### 7.1.2 Hailey, Idaho – Rural Town with Tourist Economy

*Hailey is a small, rural town with seasonal tourists and challenging geography. Despite this, their metroSTOR partnership has diverted a significant quantity of organic material from local landfills.*

Hailey, Idaho, a community of roughly 10,000 residents, faced challenges in managing organic waste due to its remote location and long, severe winters. While curbside organics collection was evaluated early in the planning process, the service was ultimately deemed cost-prohibitive and misaligned with households already composting independently. The City identified the need for a solution that would remain accessible, affordable, and operational throughout Idaho’s five-month winter season.

With grant funding from the Idaho Department of Environmental Quality, Hailey launched a community food scrap drop-off program in late 2023. The City partnered with metroSTOR to install five FX-series enclosures at high-traffic sites including grocery stores, City Hall, a public park, and a community campus. Each enclosure houses a 65-gallon cart and offers either BLE-enabled metroKEY app access or keypad entry. A local hauler

services the units twice weekly, transporting all collected material to a local commercial composting facility. QR codes placed on each enclosure link users directly to up-to-date instructions and access information on the City's website.

The program is widely considered a success due to high resident engagement, driven by visibility and ease of use, as well as a lack of contamination issues. Based on the data provided on metroSTOR's site, Fishbeck estimates that these bins divert an average of 20-27 tons of Hailey's organic waste per year.

Source: [City of Hailey, ID: Food Waste Drop-Off Program Success](#)

## 7.2 Traverse City

*Traverse City's Compost & Food Waste Reduction Project is supported by their in-vessel composter, innovative collection method, and local partnership.*

Traverse City installed a 20 yard "In Vessel" composter system as part of their 2024 project. This composter, depicted in use in Figure 1, is capable of annually processing approximately 100 tons of food waste, the equivalent of two and a half 64 gallon totes per day. To match their new capacity for food waste management, the City sought out new solutions to increase the quantity of food waste collected. After receiving a state grant for an electric pickup van, Traverse City's composting pilot saw food-scrap collection jump from 21,000 to over 125,000 pounds in a year. This pilot demonstrates the potential of public-private partnerships to succeed and be scaled up. See Section 12.1.1.2 for additional information about this pilot.

*Megan from Carter's Compost using the in-vessel composter*



## 7.3 Kent County

*Kent County offers extensive materials management facilities for residential and commercial use.*

Kent County has seen immense success in diverting waste from landfills. The Kent County Department of Public Works (KCDPW) operates the only municipal solid waste incinerator in the state, accepting waste from licensed haulers serving all municipalities within Kent County.

Kent County has also begun a pilot study for managing organic waste, most notably food waste.

In addition to the metroSTOR containers described in Section 7.1.1, Kent County's waste diversion efforts, operated by the KCDPW, are summarized below.

- **Recycling & Education Center:** Located in Grand Rapids, this facility receives mixed/single-stream recyclables, sorts them, then bales for shipping to downstream processors in the Great Lakes region.

- **Waste-to-Energy (WTE) Facility:** MSW generated in Kent County, including the “Metro Six” cities (Grand Rapids, East Grand Rapids, Grandville, Kentwood, Walker, Wyoming) is delivered to the WTE facility whereby 185,000 tons are processed generating 100,000 MWh of electricity annually, providing a 90 percent volume reduction, both ferrous and nonferrous metals are recovered post combustion and the inert ash is disposed at the South Kent Landfill – combustion ash monofil.
- **North Kent Transfer Station:** For MSW generated outside the Metro Six, trash may be delivered here and then transferred for landfill disposal. The facility provides for basic separation of shingles, scrap metals, corrugated cardboard, and offers a CHaRM (Center for Hard to Recycle Materials) to recycle vinyl siding, electronics, batteries, appliances, tires, and propane tanks. The facility also provides a residential single stream recycling drop off and transfer facility.
- **South Kent Landfill:** This is Kent County’s last active landfill. The facility also provides corrugated cardboard, electronics, appliances, tires, and scrap metal recycling drop-offs for residents.
- **SafeChem Program:** A HHW facility (or drop-off) allows residents to safely dispose of chemicals, oil-based paints, spray paint, home and garden products, garage and automotive materials, personal care items, and batteries, etc. Five facilities are available weekly in the County including in Grand Rapids, Rockford, Kentwood, Byron Township and Wyoming.
- **Environmental Monitoring:** Kent County actively monitors closed landfills (Sparta, Kentwood, North Kent) and tracks potential PFAS contamination, gas emissions, and water quality.
- **Education & Outreach:** The DPW runs public education, school programs, facility tours, and other initiatives to promote recycling and waste reduction. Kent County also maintains a Recycling & Waste Directory listing locations and services for residents, including drop-offs for recyclables, bulky items, HHW, and more. This supports local access but does not necessarily guarantee universal curbside services.
- **Policy:** In November 2024, Kent County adopted a flow-control ordinance, which gives the county more flexibility to designate locations for treatment, processing, or disposal of solid waste, set disposal rates, and require compliance. Wastewater treatment sludge, industrial process wastes, combustion ash, junk removal or renovation waste, or construction and demolition waste are exempt. The flow-control ordinance will take effect with full compliance required on January 1, 2026. The County’s reliance on processing centers suggests that many material-handling facilities will already be regulated; the new Part 115 regime (permits, registration, financial assurance) may be layered on, but the baseline infrastructure is present.

## 7.4 Emmet County

*Despite being a small rural county, Emmet County has a longstanding and outstanding recycling program with 80% residential participation rate.*

Similar to regions of the Tri-County, Emmet County is largely rural with a population around 35,000. Despite this, the Emmet County Department of Public Works (ECDPW) operates a successful resource recovery program known for being cost-effective, comprehensive, and convenient. As of 2024, Emmet County recovered over 40% of their waste stream, largely due to their long-running recycling program and solid waste ordinance. Emmet County's waste diversion efforts are summarized below.

- **Recycling Program:** ECR recovers 60 different materials through 12 drop-sites and curbside collection. It operates without relying on tax dollars, instead implementing PAYT to encourage residential and commercial participation. The system also gives residents an effective “package deal,” since both recycling and household chemical disposal are supported by County Transfer Station revenues. As a result, more than 80% of County residents take part in the program.
- **Policy – Licensing:** The Emmet County Solid Waste Ordinance requires waste haulers to be licensed by the County. In being licensed, the haulers contractually agree to comply with the Ordinance. A key provision of the Ordinance requires that waste haulers use the County Transfer Station. This serves to preserve competition by leveling the disposal cost “playing field” for the various waste haulers. It also helps provide stable funding for the County's recycling and HHW programs.
- **Policy – Contractors:** The ECDPW contracts with private sector companies to provide services where numerous, viable vendors make competitive bids possible, like hauling and disposal of waste from the transfer station. Contract language features built-in incentives to protect and promote the program's interests and vision and also emphasizes public ownership and control. Waste hauling from Emmet County homes and businesses is provided entirely by private waste haulers contracting directly with the customers.
- **Policy – PAYT:** The ordinance also contains a “Pay-As-You-Throw” provision (PAYT) specifying that waste disposal fees must be based on volume (i.e., per bag, cart, or yard) rather than at a flat rate (i.e., a flat monthly rate covering any amount set out). Under PAYT, each household or business takes responsibility for the amount of waste they generate, which encourages both program participation and a reduction in overall waste generation.
- **Millage:** Emmet County Recycling (ECR) was initially equipped under a millage collecting .25 mills for 2 years. This provided for a truck, drop-off containers, and basic processing equipment. State grants assisted in funding initial construction and equipment.
- **Transfer Station:** The recycling program's primary sources of income are sale of recyclables and contractual services. Notably, the County's Transfer Station rates are consistently among the lowest in the region. Transfer Station revenues help bridge any funding gaps to operate the County's 12 recycling drop sites and the MRF. The ECDPW operates its own dual stream materials recovery facility, markets the recyclables collected, and receives the resulting revenues. Income from the sale of recyclables covers a substantial portion of the operating costs for recycling collection and processing. This not only provides significant benefit to the community by creating jobs and services, but also prevents unnecessary expenditure on landfill disposal.
- **End-Market Sales:** Markets for materials exhibit variability on a monthly and yearly basis. The County's analysis comparing revenues from 2021 to 2023 revealed fluctuations in the percentage contributions from different revenue streams, including the sale of recyclables, processing fees, and contracted curbside services.

Overall, ECR blends the strengths of the public and private sectors to best serve the needs of Emmet County's citizens and businesses.

Source: The Emmet County Model 2024.

## 7.5 Ann Arbor

*Ann Arbor offers free curbside recyclable and compostable collection, as well as several drop-off sites, due to their partnership with a local nonprofit.*

Ann Arbor is leading numerous efforts toward waste diversion from landfills, resulting in an overall diversion rate of approximately 33%. Ann Arbor is unique in offering affordable curbside pickup for recyclable and compostable materials, as well as drop-off locations for a number of different materials. The accessibility of these programs largely contributes to the City's high waste diversion rate.

The City adopted a comprehensive climate action framework in 2020 called A2Zero, which expanded their existing recycling and composting programs. This also entered the City into a 10-year service agreement with Recycle Ann Arbor (RAA), a local 501(c)(3) nonprofit responsible for managing the City's recycling and composting programs. A summary of these programs, as well as supporting funding and policy mechanisms, is included below.

- **Curbside Recycling:** RAA manages residential recycling collection, providing weekly curbside service for single-family and duplex homes. Recycling carts are required for participation, and the city supplies the first cart at no cost for newly annexed or newly constructed properties. Additional carts or exchanges incur fees. The City also manages recycling dumpsters for multi-family buildings, with larger complexes (10+ units) required to use dumpsters rather than carts. The City coordinates closely with Recycle Ann Arbor, which operates the Drop-Off Station and provides additional recycling services, but the curbside program itself is a city-run service.
- **Composting Program:** The RAA-run curbside compost collection program offers weekly pickup during the spring, summer, and fall. Residents receive one free 64- or 96-gallon compost cart, with additional carts available for a fee. The program accepts yard waste, food scraps, and other compostable materials, and is integrated into the City's broader circular-economy initiatives. The City also maintains a compost facility which supports the processing of collected organic materials.
- **Recycling Drop-Off Station:** RAA runs a large public site for recycling and special-material disposal. It accepts a wide range of items that cannot go into curbside carts, including oversized recyclables, scrap metal, electronics, and other hard-to-recycle materials. The facility operates on a fee-based entry system, though City of Ann Arbor residents can apply for a free entry pass that waives the gate fee.
- **Recovery Yard:** Run by RAA, Ann Arbor's Recovery Yard is Michigan's only nonprofit construction and demolition (C&D) recycling facility. It accepts materials such as wood, drywall, concrete, metals, and other debris generated from renovation or building projects. The site also offers roll-off container rentals, allowing contractors and residents to collect and transport large volumes of material for recycling.
- **Zero-Waste MRF:** Responsible for sorting and processing 120-140 tons of recyclable material on a daily basis, this MRF sorts and bales recovered materials which are sold to nearby mills. This facility is run by RAA, and features a network of screens, magnets, ballistic sorters, and optical scanners to separate the materials by type and quality. The MRF is notably slower than comparable facilities, which results in a higher purity rate of recovered materials, meaning a higher waste diversion rate and better funding opportunities for end-market recyclables.
- **Mike Levine EcoPark:** The EcoPark is a community-oriented reuse and recycling hub run by RAA. While not a single physical facility, EcoPark represents a set of programs and services focused on reuse, repair, and zero-waste education. It includes initiatives such as the Boost Reuse program, which hosts community collection drives for items like bicycles, books, gardening tools, and school supplies. These drives divert usable goods from the landfill and distribute them to local organizations that repair or redistribute them to residents in need. EcoPark's programming strengthens community engagement, supports local job creation, and

advances Washtenaw County's broader zero-waste goals by moving materials higher up the waste-reduction hierarchy.

- **Solid Waste Fund:** The Solid Waste Fund covers collection of solid waste, residential and commercial recycling, compost collection, and the waste/recycling transfer station. This fund is primarily made up of the City's millage, service fees, commercial franchise revenues, and operational efficiencies from public-private partnerships.
- **Policy:** The City's solid waste ordinance, as codified in City Code Chapter 26: Solid Waste Management, establishes rules regarding recycling and waste management in the City. Notably, it requires recycling access for multifamily properties and standardizes waste collection practices.

## 7.6 Calhoun County

*Calhoun County's MMP features a siting process that cedes control of siting to the local municipalities.*

Calhoun County's MMP establishes a siting process designed to align new materials management facilities with local zoning, strengthen collaboration with municipalities, and ensure a clear and workable pathway for facility development.

The County's host agreement with its landfill already provides disposal capacity that exceeds the requirements of Michigan Part 115. Because of this, the County does not anticipate landfill expansions and does not plan to include incinerators in the plan.

The County is not identifying any facility types as automatically consistent. Instead, all facilities must go through a siting pathway to demonstrate consistency with the plan and local standards.

The plan outlines two potential siting pathways:

### 7.6.1 **OPTION 1 – Preferred Pathway**

Facilities follow the normal municipal zoning and planning process. Proposed materials management facilities must meet the zoning criteria of the host municipality. Compost facilities must be located within Agricultural zoning districts, while other materials management facilities must meet Industrial zoning standards. This option ensures facilities blend with surrounding land uses and remain consistent with local zoning practices.

### 7.6.2 **OPTION 2 – Host Community Approval Pathway**

If a municipality does not currently have zoning that allows a proposed facility, the host community may still approve the project through documented host community approval. This can be demonstrated through a signed host agreement or official meeting minutes showing approval by the local governing body. The review would go through the MMPC rather than the Planning Commission.

While Option 1 is preferred, Option 2 provides flexibility for municipalities that currently lack appropriate zoning. The County's goal is for facilities to follow the appropriate pathway and not use Option 2 when they could meet zoning requirements under Option 1.

The County intends to intervene only when necessary. The County will also work with municipalities to ensure they notify the County when materials management facilities are proposed.

Overall, the County's goal is to create a practical, easy-to-use plan that supports municipalities, ensures facilities fit within host communities, and strengthens coordination between the County and local governments.

## 7.7 Missaukee County

*Missaukee County is a small, rural county with a stable longstanding funding model.*

Missaukee County has developed a practical and sustainable funding framework to support its solid waste and recycling programs, tailored to the realities of a small, rural community of approximately 15,000 residents. Since 2020, the County has operated under a voter-approved 10-year millage dedicated to recycling and materials management. This millage, set at 0.25 mills on taxable value, generates approximately \$204,000 annually and serves as the primary and most stable funding source for the County's program.

In addition to millage revenue, the County supplements its funding with approximately \$13,000 per year in other tax-related revenues and an estimated \$25,000 from the sale of recovered recyclable materials. These combined sources bring the County's total annual funding to roughly \$250,000. This diversified funding structure allows the County to maintain core services while pursuing incremental program improvements.

A key component of Missaukee County's system is its user-pay model for solid waste disposal. Residents are required to purchase official County trash bags, currently priced at \$3.50 each. These bags are filled by residents and brought to a designated County drop-off location for disposal. This approach not only generates supplemental revenue but also encourages waste reduction by directly linking disposal costs to the volume of waste generated.

The County provides recycling opportunities alongside its disposal program, accepting a range of common materials including plastics, metals, glass, shredded paper, and cardboard. Cardboard collection is further enhanced through a targeted program serving local businesses, improving material recovery while supporting the commercial sector. Notably, Missaukee County does not currently accept yard waste or food waste, reflecting both infrastructure limitations and the challenges of implementing organics diversion programs in rural settings.

To address materials that require specialized handling, the County hosts an annual special collection event at a cost of approximately \$35,000. This event provides residents with access to proper disposal and recycling options for HHW, electronics (e-waste), scrap tires, and other difficult-to-manage materials. These events are critical in preventing improper disposal and environmental contamination, particularly in areas without permanent HHW facilities.

Grant funding plays an important role in enhancing and sustaining the County's program. Missaukee County has successfully secured a scrap tire grant from EGLE for five consecutive years. This grant is shared with a neighboring municipality, demonstrating regional collaboration and cost efficiency. Through this program, collected tires are managed by Geocycle, a vendor that processes scrap tires into beneficial products such as playground mulch, contributing to circular material use.

The County has also leveraged additional EGLE grant funding for infrastructure improvements, including office building enhancements and the acquisition of a new service van to support operations. Furthermore, a 50 percent matching grant has been utilized to support the expansion of cardboard collection from local businesses, helping to strengthen recycling participation and material recovery rates.

Participation tracking is an important requirement tied to many of these grant opportunities. As a result, Missaukee County has incorporated basic participation monitoring into its program to ensure compliance and to position itself competitively for continued funding. This data-driven approach supports both accountability and future planning efforts.

Overall, Missaukee County's funding model reflects a balanced approach that combines local tax support, user fees, material revenues, and strategic use of state grants. While financial resources are limited, the County has demonstrated an ability to maximize available funding, prioritize essential services, and incrementally expand programming in alignment with community needs and regulatory expectations.

### **7.7.1 Additional Outcomes and Regional Cooperation**

The stable funding structure has allowed Missaukee County to maintain consistent recycling services, improve material recovery, and continue offering annual special collection events for residents. The County has also been able to invest in operational improvements, expand cardboard recycling opportunities for businesses, and maintain long-term participation in state grant programs. These efforts have increased public access to recycling services in a rural area while reducing illegal dumping and disposal of difficult-to-manage materials.

Missaukee County also demonstrates the importance of regional cooperation among rural counties. The County has coordinated with neighboring Wexford and Manistee Counties on recycling, special collection programming, contractor coordination, and grant-related activities. This collaboration helps reduce costs, improve access to specialized vendors and processing outlets, and strengthen regional materials management capacity. Shared approaches to education, collection events, and recycling infrastructure allow smaller counties to achieve efficiencies that may not be possible independently.

## **7.8 Saginaw County and Mid-Michigan Waste Authority**

*Regional partnerships in central Michigan demonstrate how shared infrastructure and cooperative governance can improve long-term materials management planning and financial stability.*

The Mid-Michigan Waste Authority (MMWA) was established through an intergovernmental partnership involving Saginaw County and surrounding communities to provide coordinated waste management services and long-term disposal capacity. The Authority operates regional disposal infrastructure that serves multiple jurisdictions, allowing participating communities to share costs associated with landfill development, environmental compliance, and long-term operations.

This regional model has provided several benefits including economies of scale, stable disposal pricing, coordinated planning, and improved access to professional technical and regulatory expertise. By managing waste regionally rather than through isolated local systems, participating communities are better positioned to address future infrastructure needs, regulatory changes, and environmental protection requirements.

The MMWA model also demonstrates the value of shared governance structures in materials management planning. Participating municipalities maintain representation in decision-making processes while benefiting from centralized operations and regional coordination. This structure has helped support long-term financial planning, environmental monitoring, and consistent service delivery across multiple communities.

## **7.9 Regional Cooperation Example – Ottawa County**

*Ottawa County's cooperation with regional recycling resulted in a resilient materials management system.*

Several West Michigan counties have demonstrated the effectiveness of regional collaboration for recycling processing and public education. Ottawa County, working alongside neighboring counties and regional partners, has participated in cooperative efforts related to recycling markets, public outreach, household hazardous waste programming, and materials processing infrastructure.

Regional cooperation allows counties to share educational materials, coordinate grant applications, improve transportation efficiency for recyclable materials, and create more stable end markets for recovered commodities. In many rural and mid-sized communities, collaboration also improves bargaining power with processors and service providers while reducing duplication of infrastructure investments.

This approach highlights how regional coordination can strengthen resiliency within Michigan's materials management system by improving efficiency, reducing operational costs, and expanding access to recycling opportunities for residents and businesses.

## 8.0 Approval Timeline

The following timeline assumes Jackson County completes the Draft MMP by **July 31, 2026**, consistent with the schedule being used for other Michigan counties. The approval process generally requires approximately **12 months**, resulting in final approval by approximately **July 31, 2027**.

### Phase 1 – MMPC Recommendation

July–August 2026

Task	Responsible Party	Estimated Duration
Final Draft MMP presented to MMPC	DPA/MMPC	July 2026
MMPC review and revisions	MMPC	30 days
MMPC adopts resolution recommending approval of MMP	MMPC	August 2026

**Milestone:** MMPC formally recommends Draft MMP to the County Approval Agency (CAA).

### Phase 2 – County Approval Agency Review

August–September 2026

Task	Responsible Party	Estimated Duration
CAA receives recommended MMP	MMPC/CAA	August 2026
Public notice issued regarding availability of Draft MMP	CAA	August 2026
Public review period and hearing	CAA	30 days
CAA evaluates public comments and adopts MMP	CAA	September 2026

For Jackson County, the County Board of Commissioners acting as the County Approval Agency (CAA) would typically conduct this review and approval process.

**Milestone:** CAA adopts proposed MMP and forwards it to municipalities for local approval.

### Phase 3 – Municipal Approval Period

October 2026 – January 2027

Following CAA approval, the proposed MMP must be transmitted to all municipalities within the planning area.

Task	Responsible Party	Estimated Duration
Distribution of approved draft to municipalities	CAA	October 2026
Municipal review and consideration	Cities, Villages, Townships	Up to 120 days
Municipal resolutions of approval/disapproval returned to CAA	Municipalities	January 2027

Part 115 requires approval by the statutory threshold of municipalities based on population and number of municipalities before the plan can advance.

**Milestone:** Required local approvals achieved.

### Phase 4 – Submission to EGLE

February 2027

Task	Responsible Party
Compile municipal approval documentation	CAA
Submit final MMP package to EGLE	CAA

Submission package generally includes:

- Final MMP
- MMPC recommendation
- CAA approval resolution
- Municipal approval documentation

**Phase 5 – EGLE Administrative Review**

February – April 2027

Task	Responsible Party	Duration
Completeness review	EGLE	~30 days
Technical review	EGLE	30–60 days
Requests for clarification (if needed)	EGLE / CAA	Variable

EGLE evaluates whether the MMP complies with statutory requirements and the approved planning format.

**Phase 6 – State Approval**

May – July 2027

Task	Responsible Party
EGLE Director approval recommendation	
Final state review	
Formal approval of Jackson County MMP	

Once approved by EGLE, the new MMP replaces the existing Solid Waste Management Plan and becomes the governing materials management document for the county. The existing Solid Waste Management Plan remains effective until the new MMP receives final approval.

**Recommended Jackson County Schedule**

Milestone	Target Date
Complete Draft MMP	July 31, 2026
MMPC Recommendation	August 2026
CAA Approval	September 2026
Municipal Approval Period	Oct 2026 – Jan 2027
Submit to EGLE	February 2027
EGLE Review	Feb – Apr 2027
Final EGLE Approval	July 2027

**Estimated Total Approval Duration**

Approximately 12 months after completion of the Draft MMP, resulting in a projected final approval date of **July 31, 2027**. This timeline is consistent with EGLE's statewide MMP implementation schedule and planning guidance.