Washtenaw County

Materials Management Planning Committee

Meeting 21

September 9, 2026

Agenda

01. Call to Order

Roll Call

Land Acknowledgement

Approval of Agenda

Approval of Minutes

02. Review of Member Input Form

03. Funding Presentation and Overview

04. Landfill Proposal Overview

05. Next Steps

-Review of Goals and 1st Chapter

-Committee Feedback by?

-Next Committee Meeting

-Subcommittee meeting?

06. Public Comment

Roll Call

Washtenaw County
Theo Eggermont Public Works Director
Angela Wright Environmental Supervisor

Resource Recycling Systems (RRS)
Matthew Naud Senior Consultant
Caitlyn Wouters Consultant
Katelyn Heflin Analyst

MMP Committee Members	
David Seegert - GFL Representative for Solid Waste Disposal Facility Operator	**Vacant** Representative for an elected official of a city
Paul Mazanec - Waste Management Representative for a hauler of managed material	**Todd Bukowski - PTIS** Representative for a business that generates a managed material
Bryan Ukena - Recycle Ann Arbor Representative for a Materials Recovery Facility Operator	**Chris Williams - SEMCOG** Representative for a regional planning agency
Joseph Ohren - Climate Elders Representative for an Environmental interest group that has members residing in the planning area	**Roland Hwang** Representative that does business in or resides in an adjacent community outside the planning area
Jason Maciejewski - Washtenaw County Representative for an elected official of the county	**David Drinan - Ex-officio (non-voting)** Representative for Landfill Expansion Opposition
Bruce Reeve - Salem Township Representative for an elected official of a township	**Sarah Mason - Ex-officio (non-voting)** Representative for Municipal Resource Recovery
Marc Williams - WWRA Waste Diversion or Reduction	**James Nicholson – WeCare Denali** Representative for a compost facility

Land Acknowledgement

This committee honors and acknowledges the land that Washtenaw County occupies is the ancestral, traditional, and contemporary lands of the Anishinaabeg people, including the Odawa, Ojibwe, Potawatomi, and Wyandot people. We further acknowledge that our county stands on lands taken from indigenous peoples which was formalized by the Treaty of Detroit in 1807. As we work to create a more circular community, we recognize that indigenous groups were the original caretakers and purveyors of circularity on this occupied land. Understanding this history does not alter historical outcomes, but a thorough understanding of the ongoing consequences of this past can empower us in our work to create a future that supports climate stability, human flourishing, and justice for all individuals.

Approval of Agenda

Motion to approve today’s Committee meeting agenda

Last Meeting Minutes Approval

Motion to approve Materials Management Planning Committee meeting's minutes

Funding

Washtenaw County · Materials Management Planning Committee

Funding Without the Patchwork

Choosing funding mechanisms that reach the whole county — and a fifteen-year bargain that pays for the program and the capital behind it

0.0900
mills — about $10 a year per household (150,000), one countywide vote

$2.2M
flat host fee, escalated, on a 15-year term

52%
commercial waste — and it pays nothing under Act 138 or 69

$5.84
per ton — the hauler fee that outlives the landfill

Prepared for MMPC discussion · Resource Recycling Systems · September 2026

THE CHARGE

The assignment

HOLD

$1.4M

Sustain what exists: the Home Toxics Center, Cleanup days, School Recycling, Zero Waste programs, drop-off support, planning, and support to local units.

ADD

$0.85M

Staff capacity plus education, outreach, and the evaluation needed to prove the plan is working.

DE-RISK

The mix

Build a portfolio that no single contract, facility, or counterparty can switch off.

But there is a fourth requirement, and it is the one that governs the choice of mechanism: the money has to reach the whole county. A program funded unit by unit will be delivered unit by unit, and a plan with 30% and 45% diversion targets cannot be met in half a county.

THE SUMMARY

Every funding option

MECHANISM	COVERAGE	STRENGTH	WEAKNESS
Host / facility fee	Countywide	County acts alone — no election, no local votes. Paid overwhelmingly by out-of-county waste.	Finite. It ends with the facility or the term, whichever comes first.
Countywide millage	Countywide	One vote binds all 28 units. Commercial property carries ~30%. Catches self-haulers.	Requires a countywide election, and renewal at each sunset.
Hauler license fee — per account	Near-uniform	One county ordinance, no election. Reaches commercial accounts directly.	Must cover municipal collection too, or it reaches only 48% of households.
Hauler license fee — per ton	Near-uniform	Follows the hauler, not the landfill — it outlives closure. Commercial carries 52%.	Erodes as diversion rises unless charged on all tons collected. Needs tonnage audits.
Act 138 charge — $25/hh	Patchwork	Fast. No election. Approval by each unit's elected body only.	Holes wherever a unit declines. Commercial pays nothing. Households may opt out.
Act 69 charge — $50/hh + business	Patchwork	Higher cap, includes businesses, and compulsory for 5–10 years once approved.	A separate election in each of 28 units. Holes wherever it fails.

The two mechanisms most often reached for first — Act 138 and Act 69 — fail both tests. The next five slides take each mechanism in turn.

OPTION 1 OF 5 · PASSES BOTH TESTS

Host / facility fee

WHAT IT DOES WELL

- **The county can act alone.** A negotiated agreement and a county ordinance — no election, and no local votes.
- **No new payer inside the county.** The cost falls on waste entering Washtenaw; out-of-county tonnage carries most of it.
- **It is already the funding base.** Today's $1.4M program rests on host revenue — proven here, not theoretical.
- **Predictable enough to plan against.** A flat payment with a 3% escalator budgets cleanly, with no tonnage forecasting.
- **Large enough to build real capacity.** Over the term it funds carts, drop-off upgrades, organics and HHW capacity across the county.

WHERE IT FALLS SHORT

- **It is finite.** The payment ends with the facility or the term, and nothing about it renews.
- **It ties funding to disposal.** Revenue arrives because waste is buried here; diversion cuts the base unless offset.
- **It cannot sustainably carry salaries.** Multi-year staff commitments outlive a term-limited payment.
- **It requires negotiation the with GFL.**
- **It comes bundled with a capacity decision.** Taking the fee means facing whether expansion goes into the plan.

The read: *Already in hand, and the right source for capital — but the wrong source to pay recurring staff.*

Countywide millage

0.0900 mills — about $10 a year per household · Raises $2.2M a year · One countywide ballot question

WHAT IT DOES WELL

- **One vote binds all 28 units.** No unit can decline and no household can opt out.
- **Commercial property pays.** Commercial and industrial property carries roughly 30% of the levy.
- **It reaches self-haulers.** Payment follows property, not a collection subscription.
- **It is a sustainable funding source for staff.** A voted, uniform, multi-year levy can carry permanent positions.
- **It is small, uniform and explainable.** $9.00 per $100,000 of taxable value on a $24.44B base.

WHERE IT FALLS SHORT

- **It requires a countywide election.** A campaign, a ballot deadline, and a public case made well.
- **It has to be renewed.** Every sunset is another vote, and one bad cycle puts the program at risk.
- **Property value is not waste generation.** A large taxpayer may generate little waste, and a small one a great deal.
- **It competes for ballot space.** Millage capacity is shared with human services, roads, parks, public safety and schools.
- **It adds a new payer inside the county.** The only mechanism here that asks residents and businesses for new money.

The read: *The only mechanism that is both fully uniform and durable enough to fund people. Its price is an election.*

OPTION 3 OF 5 · PASSES BOTH TESTS

Hauler license fee

$14.41 per household plus $40 per commercial account · Raises $2.2M a year · One county licensing ordinance, no election

WHAT IT DOES WELL

- **Countywide without a vote.** One county licensing ordinance adopted by the Board.
- **It bills commercial accounts directly.** Roughly 10,000 commercial accounts pay a rate set for them.
- **It scales with service, not property value.** The charge follows 124,956 collection accounts.
- **Fast to stand up, easy to adjust.** Rates sit in an ordinance and can be revisited without a ballot cycle.
- **It rides existing billing.** Haulers already bill these accounts; the county adds a line.

WHERE IT FALLS SHORT

- **It reaches only 48% of households alone.** Units with municipal collection must be brought inside the ordinance.
- **It misses self-haul entirely.** Those who haul their own waste pay nothing.
- **It looks like a rate increase.** The county sets the fee; the customer sees it on a private bill.
- **It invites a licensing fight.** Ordinance scope, license conditions and rate-setting are contestable.
- **Yield moves with the account base.** Subscription churn and hauler consolidation change revenue.
- **Per-account pricing ignores volume. A one-bag household and a six-bin household pay exactly the same.**

The read: *The strongest non-election option, and it does reach commercial — but only if municipal collection sits inside the ordinance.*

Hauler license fee — assessed per ton

$5.84 per ton on all tons collected · Raises $2.2M a year · One county licensing ordinance, no election

WHAT IT DOES WELL

- + **It survives the landfill closing.** The fee follows the hauler, not the site — exported waste is still collected in-county.
- + **It is the most proportional option.** Priced on tons, commercial carries 52% — its exact share of what the county generates.
- + **Countywide without a vote.** One county licensing ordinance adopted by the Board, as Grand Traverse does.
- + **The tonnage is already reported.** Grand Traverse takes quarterly reports on trash, recycling and yard waste.
- + **Diversion-neutral if priced right.** Charge on all tons collected, not tons buried, and success stops cutting revenue.

WHERE IT FALLS SHORT

- – **Priced on disposal, it punishes success.** A fee on tons buried falls as diversion rises.
- – **It needs a reporting and audit regime.** Quarterly tonnage reports and verification the county does not run today.
- – **It misses self-haul and municipal collection.** The same gap as the per-account version.
- – **Rate-setting becomes an annual event.** The Board must revisit the rate as tonnage moves.
- – **Haulers pass it through as a surcharge.** Customers see a per-ton charge they cannot control.
- – **The Grand Traverse rate is not public.** EGLE lists no funding mechanism for that county.

The read: *The only option that outlives the landfill and prices waste proportionally — provided it is charged on tons collected, not tons buried.*

OPTION 5 OF 5 · FAILS BOTH TESTS

Act 138 and Act 69 household charges

$25 per household (Act 138) or $50 plus a business charge (Act 69) · Approved unit by unit · Patchwork coverage in every real case

WHY THEY GET REACHED FOR FIRST

- + **No countywide election under Act 138.** Approval by each unit's elected body is enough.
- + **The revenue ceiling is the highest of any tool.** At full countywide adoption Act 138 raises $3.76M a year.
- + **Act 69 is compulsory once approved.** A five-to-ten-year term binds adopting units, and it adds a business charge.
- + **The statutory authority is purpose-built.** Both acts exist for solid waste funding.

WHY THEY FAIL BOTH TESTS

- – **Commercial pays nothing under Act 138.** 52% of the county's waste, 0% of the funding.
- – **Coverage holes are structural.** At 50% participation, 14 of 28 units fund a countywide program.
- – **Free riders are visible and corrosive.** HHW, e-scrap, education and drop-offs serve everyone.
- – **Act 69 needs an election in each of 28 units.** Every failure is a permanent hole in the map.
- – **Revenue is unforecastable and reversible.** Budgets depend on which boards did what; units can leave.

The read: *The mechanisms most often reached for first, and the ones that fail both tests. Leelanau County is the live example — two later slides show why.*

TIMING · AFTER PLAN APPROVAL

How long each option takes to reach the first dollar

Anchored on plan approval in mid-2027. The gap that matters is not the decision — it is the wait between the decision and the money.

THE MILLAGE BALLOT PATH — THE LONGEST OF THE THREE THAT PASS BOTH TESTS

MID-2027
Plan approved, with the funding mechanism named in it

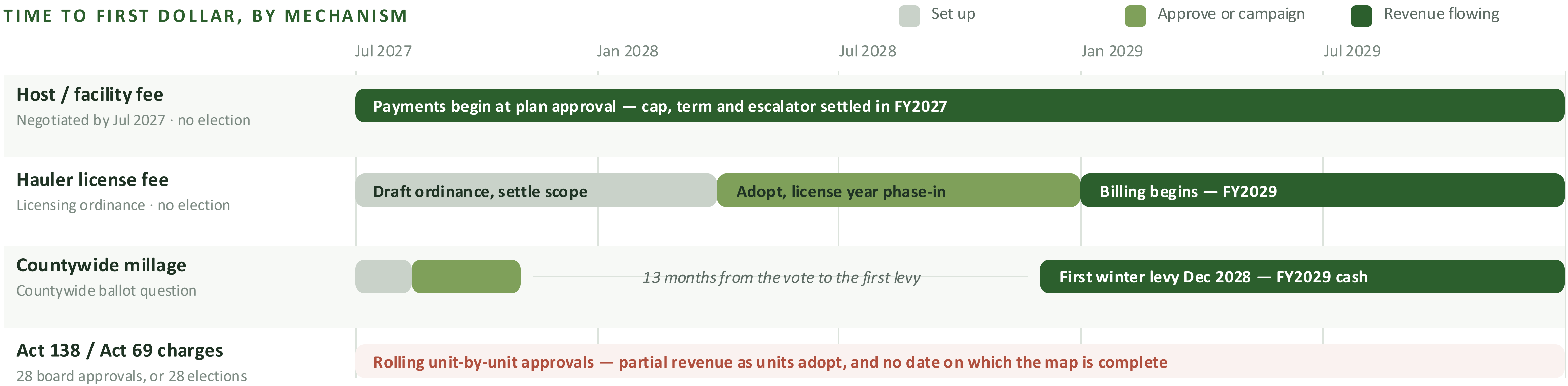
BY AUG 10, 2027
Board sets the rate and certifies ballot language — 84 days out

NOV 2, 2027
Countywide vote — one question, all 28 units

DEC 2028
First levy on the winter tax bill, with Parks and Roads

FY2029
First full year of millage revenue in hand

TIME TO FIRST DOLLAR, BY MECHANISM



Watch this: *House Bill 4583, passed by the House 56–50 and pending in the Senate, would confine local millage questions to the November regular election date — the Michigan Association of Counties opposes it. Ballot language must be certified 84 days before an election (MCL 168.646a); Washtenaw levies its voted county millages on the December winter bill. Confirm the calendar, and whether a November 2027 approval can reach the December 2027 levy, with the County Clerk and Equalization before committing to a phase.*

BASELINE

Where the $1.4 million comes from today

~95%

of the program

The county's materials management budget rests on a single host community agreement with the Arbor Hills Landfill.

2,215,152	tons landfilled at Arbor Hills in FY2024 — one of the largest volumes in Michigan
$1.4M	to the county from a facility of that scale
1	contract, one counterparty, no term certainty and 2% escalator

One virtue worth preserving: **this revenue is uniform. Every household and business in the county benefits from it, and none of them is asked to vote on it or opt into it.**

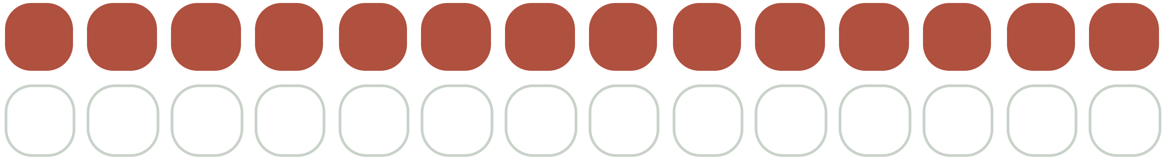
That is the standard to replace it against. Whatever comes next should reach the whole county without asking twenty-eight local units to agree, one at a time, on whether their residents participate.

The current agreement's amount, structure, term, and escalation provisions should be confirmed against the executed document.

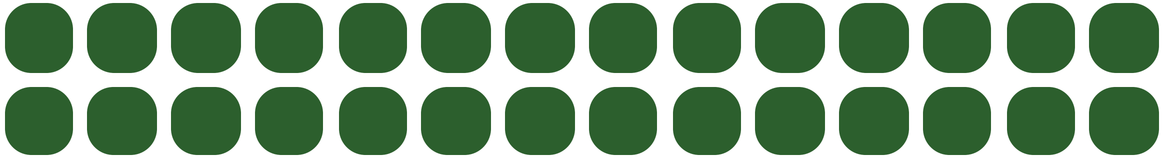
FAILURE ONE

Approved unit by unit, delivered unit by unit

ACT 138 AT 50% PARTICIPATION — 14 OF 28 UNITS



COUNTYWIDE MILLAGE — EVERY UNIT, ONE VOTE



The patchwork is not an implementation risk. It is what the mechanism does. Act 138 and Act 69 both work by asking each local unit, separately, whether its residents will participate — so the map of who pays is an output of the statute, not of the campaign.

THE LEELANAU RESULT

Leelanau County adopted an Act 69 charge and now collects it only in the townships whose voters approved. In the rest, the county asks residents for a voluntary payment.

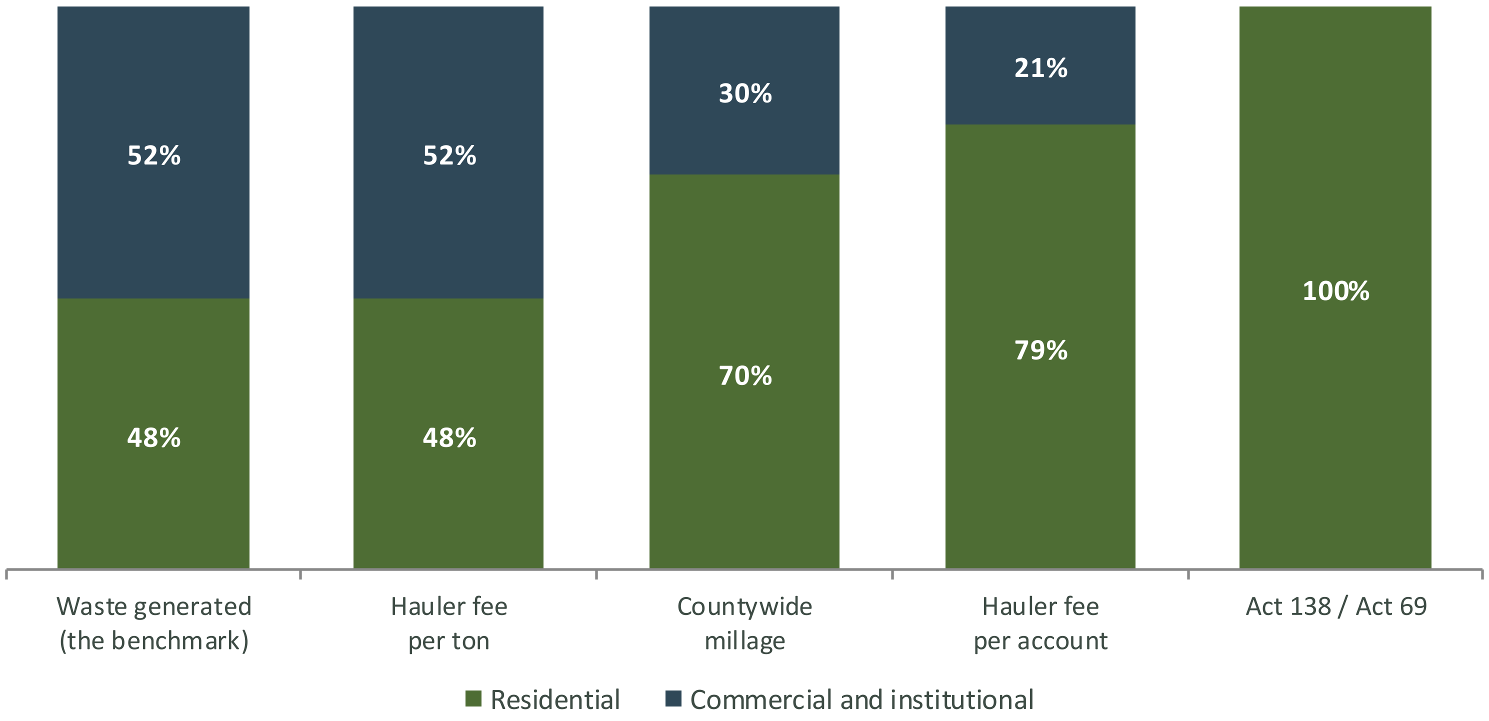
That is the end state of a unit-by-unit mechanism: a county program funded by some of the county, and a request for charity from the remainder.

1. **Free riders are visible and corrosive.** Countywide services — HHW, e-scrap, education, drop-offs — serve non-participating units too.
2. **The plan's targets become unreachable.** 30% by 2029 and 45% thereafter are countywide numbers. They cannot be met in half a county.
3. **Revenue is unforecastable.** Every budget cycle depends on which boards did what, and any unit can leave at the end of a term.

Sources: Leelanau County Solid Waste Council; Leelanau.com. Washtenaw has 28 cities, villages and townships.

FAILURE TWO

A household charge exempts most of the waste



52%

of the county's waste is generated by commercial and institutional sources — 55% of what actually gets disposed.

0%

is what they contribute under Act 138 or Act 69. Both statutes reach households only.

WHAT CLOSES THE GAP

A millage taxes commercial and industrial property. A hauler fee bills commercial accounts. Neither is perfectly proportional — both beat zero.

Say this plainly to a township board. Under Act 138, its households would fund the county's entire materials program while generating 45% of what gets disposed — and every business in the township would pay nothing.

Generation and disposal shares from the EGLE Washtenaw County Profile. Millage split assumes residential property is ~70% of taxable value; hauler split assumes $14.41/household plus $40 per commercial account.

WHAT PASSES BOTH TESTS

Four mechanisms the county can apply countywide

1

Host / facility fee

$1.35M / yr

By county ordinance. No election, no local votes — the cost falls on waste entering the county.

Already in hand. Finite.

2

Countywide millage

$2.2M / yr

0.0900 mills — about $10 a year for the average household. One vote binds all 28 units.

Uniform. Needs a vote.

3

Hauler fee — account

$2.2M / yr

$14.41 per household plus $40 per commercial account, across 124,956 accounts.

No vote. Misses self-haul.

4

Hauler fee — per ton

$2.2M / yr

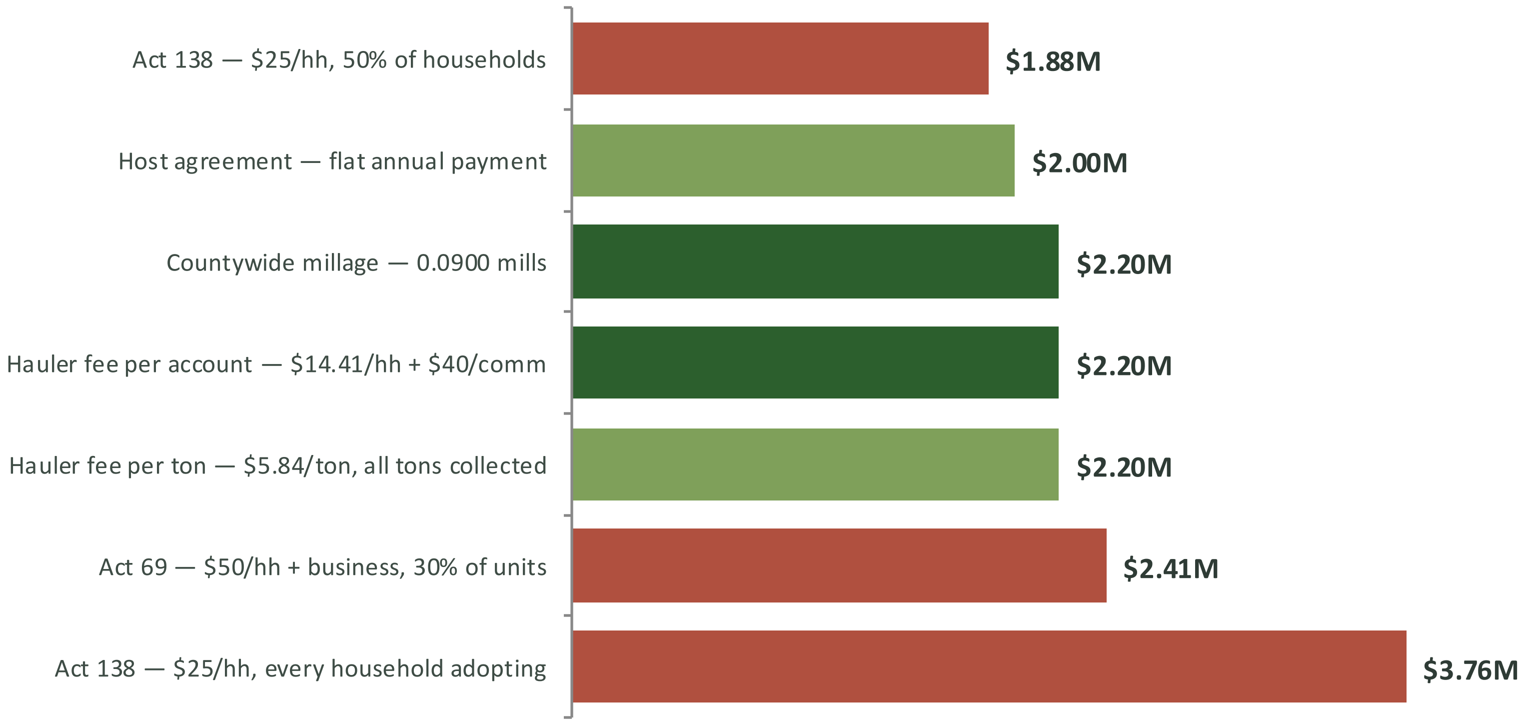
$5.84 per ton on all tons collected. Follows the hauler, so it outlives the landfill.

No vote. Needs audits.

The organising principle: match the geography of the money to the geography of the service. Countywide functions — HHW, e-scrap, education, data, evaluation and staff — get countywide revenue. Curbside collection stays local, funded locally, with county capital helping units build it. The patchwork appeared because a household charge was being used to fund a county program.

SIZING THE TOOLS

What each mechanism can raise



Red = patchwork

Capacity was never the constraint — several of these clear $2.2M. Coverage and equity are what separate them.

PLANNING ASSUMPTIONS

150,550 households
$24.44B taxable value
124,956 collection accounts
~10,000 commercial accounts
3% annual escalator

Note what the biggest bar actually is. Act 138 at full countywide adoption raises the most money of any single tool — and it is also the one outcome no county in Michigan has ever achieved.

SCREENING

Fit for the $0.8M: staff, education, and evaluation

Countywide millage	Best fit	Uniform, voted, and the only source that funds multi-year staff commitments without a patchwork.
Host agreement — flat fee	Capital only	Predictable but finite. Right for capital and one-time investment, wrong for salaries that outlive it.
Hauler fee — per account	Strong fit	Countywide without an election, and reaches commercial accounts — if it covers municipal collection too.
Hauler fee — per ton	Strong fit	Countywide without an election, proportional to waste, and the only option that outlives the landfill.
Supplemental user fees	Poor fit	The right tool for drop-off, HHW and special materials. The wrong tool for permanent staff.
Act 138 / Act 69	Poor fit	Patchwork coverage and zero commercial contribution. Usable for staff in law; indefensible in practice.

Use categories drawn from the RRS Michigan Public Sector Funding Mechanisms matrix, 2026 update.

REFERENCE

Sources and key figures

KEY FIGURES USED

Households	**150,550**
Countywide taxable value	**$24.44 billion**
Millage for $2.2M	**0.0900 mills**
— per $100,000 taxable value	**$9.00 / yr**
Local units in the county	**28**
Commercial share of generation	**52%**
Commercial share of disposal	**55%**
Collection accounts (all operations)	**124,956**
Arbor Hills tons, FY2024	**2,215,152**
Proposed annual cap	**2,000,000**
County MCW disposal	**312,308 t/yr**
Program target	**$2.20M**
Hauler fee, per ton (all collected)	**$5.84 / ton**
Hauler fee, per ton (disposed only)	**$7.04 / ton**
Unused capacity, first 10 yrs	**600,096 tons**

SOURCES

EGLE — Report of Solid Waste Landfilled in Michigan, FY2024 — Arbor Hills tonnage, waste-type split, remaining capacity.

EGLE — Washtenaw County Materials Management Profile — generation, diversion, facilities, collection coverage.

Washtenaw County — Materials Management Plan Work Program; 2025 Equalization and Apportionment Reports.

Leelanau County — Solid Waste Council and Leelanau.com — Act 69 experience and partial-participation outcome.

Allegan County — Resource Recovery program history — discretionary versus voted surcharge mechanics.

U.S. Census Bureau — QuickFacts — households and population.

RRS — Michigan Public Sector Funding Mechanisms, 2026 — mechanism definitions and statutory citations.

Statutory citations for Act 138 and Act 69, and the precise opt-out and withdrawal mechanics, should be confirmed with counsel before drafting.

Prepared by Resource Recycling Systems for Washtenaw County MMPC discussion, August 2026.

Appendix

Next Steps

Next Committee Meeting:

November 18th, 2026 with siting subcommittee

meeting in October?

How much time would the committee like to review the first chapter and the goals?

Public Comment

Public comments are limited to two minutes per person.

If you are willing, please state your:
Name, City/Township

Thank you!