

Comprehensive Solid Waste Management Plan

Baldwin County, Alabama



Baldwin County, Alabama Comprehensive Solid Waste Management Plan

INSERT COVER LETTER TO ADEM

Baldwin County, Alabama
Comprehensive Solid Waste Management
Plan
2025 - 2035

BALDWIN COUNTY
CITY OF BAY MINETTE
CITY OF DAPHNE
TOWN OF ELBERTA
CITY OF FAIRHOPE
CITY OF FOLEY
CITY OF GULF
SHORES
CITY OF LOXLEY
TOWN OF MAGNOLIA
SPRINGS
CITY OF ORANGE BEACH
TOWN OF PERDIDO BEACH
CITY OF ROBERTSDALE
TOWN OF SILVERHILL
CITY OF SPANISH FORT
TOWN OF SUMMERDALE



Final Plan

January 21, 2025

Adopted: January 21, 2025 Regular Meeting
Resolution #2025 - XXX

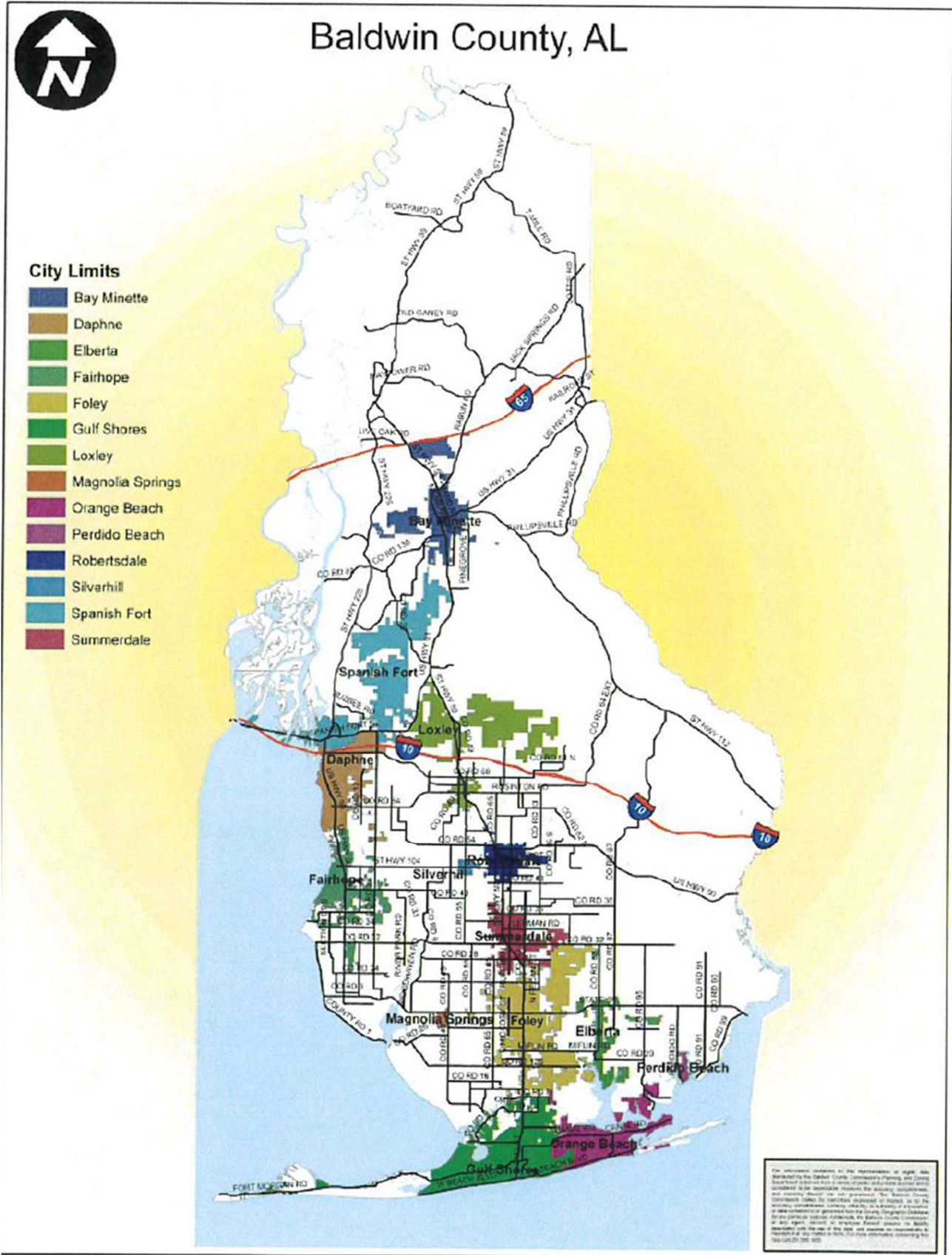


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STATE OF ALABAMA
) COUNTY OF
BALDWIN)

RESOLUTION NUMBER 2025-XXX

A RESOLUTION OF THE BALDWIN COUNTY COMMISSION TO UPDATE THE COMPREHENSIVE SOLID WASTE MANAGEMENT PLAN TO THE ALABAMA DEPARTMENT OF ENVIRONMENTAL MANAGEMENT.

WHEREAS, the Baldwin County Commission, a political subdivision of the State of Alabama and the governing body of Baldwin County, Alabama, hereinafter referred to as the "COUNTY" has the responsibility for the planning of solid waste management throughout Baldwin County, Alabama; and

WHEREAS, the COUNTY is required by the Alabama Department of Environmental Management and the Code of Alabama (1975) § 22-27-47, and without limitation, to develop a ten-year plan to address solid waste generation, collection, transportation, disposal and recycling; and

WHEREAS, the COUNTY is desirous to develop, implement and update along term strategic plan for solid waste management within Baldwin County and is required to update its Baldwin County Comprehensive Solid Waste Management Plan, hereinafter referred to as the PLAN; and

WHEREAS, the COUNTY has engaged in a public participation process and has conducted a Public Hearing for the purpose of adopting the PLAN; now therefore

BE IT RESOLVED BY THE BALDWIN COUNTY COMMISSION, in regular session assembled, that the COUNTY hereby adopts the PLAN as set forth, herein.

FURTHER, BE IT RESOLVED, that the COUNTY has submitted copies of the PLAN to the Alabama Department of Environmental Management pursuant to Code of Alabama (1975) § 22-27-47.

FURTHER, BE IT RESOLVED that the Solid Waste Disposal Authority of Baldwin County, Alabama and Chairman of the Baldwin County Commission are authorized on behalf of the COUNTY to coordinate with other participating jurisdictions regarding the PLAN and its implementation.

DONE, under the Seal of the County Commission of Baldwin County, Alabama on this the 21st day of January, 2025.

BALDWIN COUNTY COMMISSION

Matthew P. McKenzie, Chairman

ATTEST

Roger H. Rendleman, County Administrator

1.0 Executive Summary

In accordance with the Code of Alabama (1975), the Baldwin County Commission through the Solid Waste Disposal Authority of Baldwin County, Alabama (SWDA) has prepared this decennial plan, which includes information concerning all phases of waste management including generation, collection, disposal, recycling, illegal dumping and full cost accounting. It is the intent of this Comprehensive Solid Waste Management Plan (SWMP) to aid in the conservation of existing disposal facilities and in the preservation of the County's solid waste disposal resources while working to protect the public health and the environment.

One of the main solid waste management concerns in Baldwin County is the capacity assurance of landfills. Fortunately, Baldwin County's Magnolia Sanitary Landfill (Magnolia) has the available space to serve the county for another 40 years, minimum. However, the estimates of future waste volumes to be disposed at Magnolia Sanitary Landfill are affected by the changes in populations, economic growth and recycling in the county. To this end, the SWDA currently constructing a state-of-the-art recycling center that will, over the life of this comprehensive Plan, have a significant effect on solid waste management in Baldwin County.

This plan focuses on the current and future waste collection practices and management of disposal facilities, discusses the needs and goals, and outlines the procedure/criteria to apply for a Solid Waste Facility permit from the respective jurisdiction. All solid waste disposal facilities in unincorporated Baldwin County and participating municipalities must be approved by the Baldwin County Commission as set forth herein. Associatively, in order to be approved by the Baldwin County Commission the process outlined in this plan shall be followed.

Likewise, since Baldwin County is a coastal area, it is susceptible to significant storm events that have the potential to create large quantities of debris. While vegetative debris is not currently a regulated solid waste as defined by the Alabama Department of Environmental Management (ADEM) regulations, the combustion of these materials has historically been subject to local host government approval prior to ADEM permitting. Accordingly, this SWMP envisions approval by the Baldwin County Commission for facilities engaged in the combustion of these materials pursuant to the process outlined herein for solid waste management facilities.

Letters and/or resolutions from participating Baldwin County municipalities expressing their respective approval to be covered by this plan are located in *Appendix A*.

The municipalities covered in this plan are as follows:

- CITY OF BAY MINETTE
- CITY OF DAPHNE
- TOWN OF ELBERTA
- CITY OF FAIRHOPE
- CITY OF FOLEY
- CITY OF GULF SHORES
- CITY OF LOXLEY
- TOWN OF MAGNOLIA SPRINGS
- CITY OF ORANGE BEACH
- TOWN OF PERDIDO BEACH
- CITY OF ROBERTSDALE
- TOWN OF SILVERHILL
- CITY OF SPANISH FORT
- TOWN OF SUMMERDALE

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1.1 ACRONYMS

ADEM	Alabama Department of Environmental Management
ADPH	Alabama Department of Public Health
BCC	Baldwin County Commission
BCEDA	Baldwin County Economic Development Alliance
C&D	Construction and Demolition
CDLF	Construction and Demolition Landfill
CFR	Code of Federal Regulations
CHaRM	Center for Hard to Recycle Materials
CPI	Consumer Price Index
FY	Fiscal Year
HHW	Household Hazardous Waste
HSWA	Hazardous and Solid Waste Amendments
MRF	Material Recovery Facility
MSLF	Magnolia Sanitary Landfill
MSW	Municipal Solid Waste
MSWLF	Municipal Solid Waste Landfill
RCRA	Resource Conservation and Recovery Act
SARPC	South Alabama Regional Planning Commission
SWDA	Solid Waste Disposal Authority of Baldwin County, Alabama
SWRMMA	Solid Wastes and Recyclable Materials Management Act of 2008
TPD	Tons per Day
UAD	Unauthorized Dump
USEPA	United States Environmental Protection Agency

1.2 Summary of Plan Goals:

1. Requests for Local Host Government approval pursuant to Code of Alabama, §§22-27-48 and 22-27-48.1, included as part of this Plan, subject to review by the SWDA and the Waste Siting Board and the approval of the Baldwin County Commission pursuant to applicable laws, rules and regulations, include:
 - Proposed modifications to the Bay Minette transfer station. site, subject to ADPH permitting.
 - Service Area Expansion to allow for greater participation at the Magnolia MRF and allow for other waste streams as feasible and necessary for compliance and operations.
 - Facilities engaged in the combustion of C&D, vegetative materials, and storm debris pursuant to the process outlined herein for solid waste management facilities.

2. Prohibitions established by this Plan include the following:
 - The Magnolia Sanitary Landfill will be the only MSWLF in the County.
 - No municipal solid waste incinerators will be established in the County.
 - This Plan does not dictate collection entities to be utilized. Local governing bodies may use public or private forces, as may benefit the public, but not at the endangerment of the environment or public health and safety.
 - Local governing bodies shall ensure by contract or otherwise, but without limitation, all MSW and C&D waste collected in their jurisdictions be disposed of in ADEM permitted facilities located within Baldwin County.

3. The SWDA, with support from the Baldwin County Commission and the 14 participating municipalities, will build, own, and operate the Magnolia Material Recovery Facility located adjacent to Magnolia Sanitary Landfill.

4. An integrated solid waste management approach will be used throughout the County, through a partnership between public and private entities managing solid waste within the County

2.0 Background

2.1 Previous Goals

Baldwin County developed and implemented an initial Comprehensive Solid Waste Management Plan on November 19, 1990. Subsequent Plans were adopted in 2006 and 2014, as amended in 2023. These Plans set out to achieve lofty solid waste management policies and goals. These goals are summarized below, with the current status of each:

1. Mandatory Collection Polices will be adopted for all households and businesses.

The Baldwin County Commission established mandatory collection for all households and businesses in the unincorporated areas of the County in 1994. These collection services are offered to any municipality to utilize on a subscription basis. Municipalities have established mandatory collection policies.

2. Magnolia Sanitary Landfill will be the only MSW disposal facility in the County. This facility will be expanded, in compliance with applicable regulations, to have the capacity to provide for County waste for at least forty (40) years.

Magnolia Sanitary Landfill remains the only MSW disposal facility in the County. The landfill was brought into compliance with Subtitle "D" requirements with construction of lined MSW disposal cells in 1995. Currently, seventy two (72) acres of the ninety- six (96) acre Subtitle "D" lined cell have been constructed. The current life expectancy of the permitted MSW disposal area is greater than forty (40) years.

3. Yard waste will be received and collected at the three (3) county owned facilities and other municipal and privately owned sites.

The SWDA of Baldwin County has three (3) CDLFs permitted by ADEM that accept yard waste. They are:

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- *MacBride Landfill, 14200 County Road 64, Loxley, AL 36551*
- *Magnolia Landfill, 15140 County Road 49, Summerdale, AL 36580*
- *Eastfork Landfill, 17971 CC Road, Elberta, AL 36530*

Additionally, there are two municipally-owned CDLFs in Baldwin County:

- *Fairhope Inert landfill, 555 S. Section Street, Fairhope, AL 36532*
- *Tallent Lane Landfill, 27632 Tallent Lane, Daphne, AL 36526*

There is also a privately owned CDLF:

- *Gulf Shores C&D landfill, 100 Landward Drive, Gulf Shores, AL 36542*

4. Record keeping procedures are in place to account for the volumes, origins and costs associated with collection and disposal of solid waste.

Scales have been installed at all County-owned landfills accepting C&D and MSW, to track volumes by weight. Non-county owned facilities track volume by cubic-yardage. The SWDA has databases tracking, by waste type and volume, materials accepted at the county owned landfills.

5. A recycling director will be employed to direct the programs in the unincorporated areas and to assist the municipalities in planning and implementing their recycling programs.

The SWDA, with the support of the BCC and the 14 Baldwin County municipalities, is constructing and operating a MRF to handle the recycling needs of Baldwin County. The Magnolia MRF will provide a long-term solution for the recycling needs of Baldwin County. The building design encompasses a 50,000 square foot recycling material receiving and processing area, and a 12,000 square foot office building, which includes SWDA offices and an expansive public outreach and education center. The office and reception areas fulfill the SWDA's need to provide a functional, human interface for Baldwin County residents, while the outreach and education area provides a multi-functional space for the presentation of interactive and impactful displays about recycling, environmental concerns, and solid waste resources. The building also features multimedia meeting rooms that can be used for

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training County staff and can also be used for the presentation of seminars and learning sessions for visitors

6. Additional processing of recyclables will be achieved through utilization of privately owned sorting and processing centers.

As discussed above, the BCC and its 14 municipalities have partnered to implement a comprehensive county-wide recycling program. With several municipalities having recycling programs already in place, this joint effort will leverage historical efforts with state-of-the-art processing technology at the new MRF. When taken in concert with privately-owned recycling facilities operating in Baldwin County and the construction of a large end-use market facility such as Novelis, it is anticipated that great strides will continue to be seen in recycling in Baldwin County.

7. Two (2) ADPH permitted transfer stations currently operate in Baldwin County.

The Baldwin County Bay Minette Transfer Station continues to operate and is expected to operate for the indefinite future. The SWDA will be renovating the Bay Minette Transfer Station to better serve the community. The City of Fairhope operates a transfer station for their municipal operations only. Materials accepted at these sites are taken for final disposal to Magnolia Sanitary Landfill.

8. Countywide recycling drop-off locations are utilized.

Drop boxes are currently being utilized throughout the county. The current drop-off locations are mostly roll-off containers with source-separation dividers, except for the Gulf Shores location that has separate bins for source-separated items. In 2021, the County's drop-off locations collected 618.5 tons of recyclables and the curbside service in the incorporated areas collected 1,634.9 tons of single-stream recyclables for a total of 2,253.4 tons. As the County implements a single-stream recycling system, this separation is no longer necessary, and the drop-off containers can become simplified for the users by allowing all acceptable recyclables to be mixed. The distribution of these drop-off locations may have to be adjusted as more municipalities change to curbside recycling. Commercial programs located in jurisdiction of Baldwin County's municipalities are being managed through the recycling efforts of the municipality.

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9. In an effort to eliminate or prevent illegal dumping in Baldwin County, SWDA will coordinate and contract when necessary, with the appropriate regulatory entities.

Mandatory collection in Baldwin County was established in 1994, decreasing the number of new illegal dumps. SWDA will utilize department personnel and equipment to remediate illegal dumps as designated by ADEM contracts or as otherwise allowed. SWDA will remove road-side litter and scrap tires through daily operating procedures, as well as ADEM contract or as otherwise allowed. In addition, as part of its comprehensive solid waste management strategy for the County, the SWDA utilizes convenience centers throughout the County as drop off locations. The ease of accessibility to these locations are such as to nullify the excuse citizens may have for illegal dumping of solid waste.

2.2 Current Plan Development

The SWDA held a meeting on July 24, 2024, with all fourteen (14) Baldwin County municipalities and other interested stakeholders outlining development of this Plan and encouraging their participation in the Plan. Subsequently, a letter with a date survey included was sent by the SWDA to each of the municipalities. Each of the 14 municipalities has chosen to participate in the Baldwin County Comprehensive Solid Waste Management Plan.

The Plan was made available for public review and comment from December 6, 2024, through January 7, 2025. A public hearing was held on January 7, 2025, during the BCC regular meeting in the County Commission Chambers at the Baldwin County Administration Building in Bay Minette, Alabama. Copies of this Notice of Public Hearing and Public Comment Period along with certification of publication from newspapers are contained in *Appendix A*.

Public comments received during the public comment periods and from the Public Hearings are presented in Section 6.1 of this document. A summary of Plan revisions resulting from public comments are presented in Section 6.2 of this document.

3.0 Current Solid Waste Operations

3.1 Population Estimates and Solid Waste Generation

According to the 2020 U.S. Census, Baldwin County's population was 231,767. Baldwin County's population is the fourth largest in Alabama, and the fastest growing county in the State since 2010. Baldwin County also ranks nationally as the seventh fastest growing metro area.

In preparing this Plan, the SWDA conducted the Baldwin County Solid Waste Management Survey of each of the participating municipalities in the County. A breakdown of the population of the municipalities in County based on the survey responses, along with projected growth over the next five years, according to the BCDEA is as follows:

	BCEDA 2028 Growth Estimates	BCSWM Survey (August 2024)
City of Bay Minette	3.8%	8,107
City of Daphne	12.1%	31,200
Town of Elberta	21.8%	1,974
City of Fairhope	17.9%	23,859
City of Foley	19.1%	25,000
City of Gulf Shores	18.4%	16,993
Town of Loxley	13.7%	3,710
Town of Magnolia Springs	30.2%	811
City of Orange Beach	7.7%	8,095
Town of Perdido Beach	31.0%	730
City of Robertsdale	11.7%	7,421
Town of Silverhill	14.7%	1,369
City of Spanish Fort	13.6%	11,500

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Town of Summerdale	22.6%	1,606
Unincorporated areas	29.6%	118,608

The best estimate of average per capita municipal waste generation for Baldwin County residents is 6.3 pounds per person, which represents household, commercial and industrial generation. Typical composition of this waste is expected to be:

- Paper-40%
- Plastic - 15%
- Glass-4%
- Metal-6%
- Organics - 26%
- C&D - 6%
- Inorganics - 3%

Historically, only waste generated in Baldwin County is deposited in landfills permitted and operating in the County. Waste receipts for FY 2023 per the survey were reviewed and the general origin and weight of solid waste disposed within Baldwin County is presented below.

a. Household waste:

City of Bay Minette	3,238.65 tons
City of Daphne	12,068.52 tons
Town of Elberta	667 tons
City of Fairhope	11,348.48 tons
City of Foley	8,209.67 tons
City of Gulf Shores	4,268 tons
Town of Loxley	1,777 tons
Town of Magnolia Springs	Included in SWDA
Town of Perdido Beach	Included in SWDA
City of Robertsdale	3,117 tons
City of Orange Beach	3,881 tons

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Town of Silverhill	355 tons
City of Spanish Fort	2,716 tons
Town of Summerdale	Included in SWDA
Unincorporated areas/SWDA	47,520.26 tons

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b. Commercial and industrial waste:

City of Bay Minette	Combined with MSW /Unknown
City of Daphne	304 tons
Town of Elberta	Unknown
City of Fairhope	2,273 tons
City of Foley	11,000 tons
City of Gulf Shores	9,721 tons
Town of Loxley	Combined with MSW /Unknown
Town of Magnolia Springs	Included in SWDA
Town of Perdido Beach	Included in SWDA
City of Robertsdale	Unknown
City of Orange Beach	Unknown
Town of Silverhill	Unknown
City of Spanish Fort	Unknown
Town of Summerdale	Included in SWDA
Unincorporated areas	Combined with MSW

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c. Construction and Demolition Debris/Rubbish/Yard Waste:

City of Bay Minette	1,248.56 tons
City of Daphne	8,990.36 tons
Town of Elberta	220.42 tons
City of Fairhope	1,691 tons
City of Foley	1,974 tons
City of Gulf Shores	6,213 tons
Town of Loxley	903.49 tons
Town of Magnolia Springs	Included in SWDA
Town of Perdido Beach	Included in SWDA
City of Robertsdale	2,540.97 tons
City of Orange Beach	924.37 tons
Town of Silverhill	613.24 tons
City of Spanish Fort	750 tons
Town of Summerdale	Included in SWDA
Unincorporated areas/SWDA	5539.37 tons

d. Waste requiring special handling:

More than 8,000 tons of waste received special handling at landfills operated by the SWDA. It is expected that this volume will increase significantly during the period covered by the Plan with the operation of Novelis Corporation in Bay Minette. Novelis is a \$4.1 billion aluminum manufacturing facility that should be operational in 2026.

3.2 Methods of Collecting and Hauling

The entire geographical area of Baldwin County has mandatory garbage and trash collection services. If a resident is not covered by a municipality's collection and disposal services, then they fall under Baldwin County's mandatory garbage and trash collection system. SWDA provides collection and disposal services to all unincorporated areas of the county, as well as any municipality requesting service. Several municipalities collect and dispose of garbage and trash from residents, while some municipalities contract with private companies for collection and disposal of residents' waste. It should be noted that there are no industrial landfills in Baldwin County and the relatively small amount of industrial waste generated in Baldwin County is collected and disposed of as commercial waste at the Magnolia Sanitary Landfill. Table I summarizes collection and disposal methods for the County.

a) Household Waste

The SWDA collects all household waste in unincorporated Baldwin County, the Town of Summerdale, the Town of Magnolia Springs, the Town of Perdido Beach, Ono Island, and unincorporated areas of Fort Morgan peninsula that have not been annexed into the City of Gulf Shores. The municipalities of Bay Minette, Daphne, Fairhope, Foley, Loxley, Robertsedale, and Silverhill have municipal collection departments and services residences within their respective corporate limits. Republic Services has contracts to collect residential waste in municipalities of Elberta, Gulf Shores, and Orange Beach. Waste Pro has a contract to collect residential waste in the City of Spanish Fort.

- b) Commercial waste from businesses, shops, etc. that is not industrial waste

At present there are primarily four (4) commercial haulers that utilize front load container service in Baldwin County. The majority of the commercial waste is transported to the Magnolia Sanitary Landfill for disposal. Additionally, the SWDA and municipalities with collection departments service small businesses with polycart service. Many of the County's restaurants and department stores utilize Roll Off compactor boxes. WM, Republic Services, Waste Pro and Advanced Disposal are the primary providers of commercial stationery and self-contained Roll-Off compactor services. With proper permitting, additional commercial haulers would be approved for disposal.

- c) Industrial

Given the limited industrial base located within Baldwin County, all solid waste services are included in commercial waste service. Once Novelis becomes operational, it remains to be seen what volume of industrial waste the facility will generate.

- d) Construction/Demolition waste

C&D waste hauling throughout Baldwin County is provided on a subscription basis. The primary private roll-off companies are Alabama Container Company, Republic Services, Baldwin Container Company, Big Red Container, Advanced Disposal, Easy Haul, Gulf Coast Container, Waste Pro, and WM. With proper permitting, additional commercial haulers would be approved for disposal. Additionally, there are numerous trucking companies that at all times transport C&D waste to the landfills. Private individuals haul C&D waste to the landfills, generally from individual properties.

Table 1

Recycling, Collection and Disposal for Baldwin County, 2025

Local Government	Recycle Program	Collection System	MSW Disposal	C&D Disposal
Baldwin County Commission (SWDA)	Twenty-five (25)-Off Locations	SWDA	Magnolia	Eastfork, MacBride &MSLF
City of Bay Minette	SWDA drop-off locations available to City residents	SWDA - Residential SWDA & Private-Commercial	MSLF via the Transfer Station	MacBride via the Transfer Station
City of Daphne	Yes, City curbside pickup and City Recycle Center	City- Residential City & Private-Commercial	MSLF	MacBride & Tallent Lane
Town of Elberta	SWDA drop-off Locations available to City residents	City & Private - Residential Private - C&D Private - Commercial	MSLF	MSLF
City of Fairhope	Yes, City curbside pickup and City Recycle Center	City - Residential City- C&D Private-Commercial	MSLF	MSLF
City of Foley	Yes, City curbside pick-up	City- Residential City- C&D City & Private - Commercial	MSLF	MSLF

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Local Government	Recycle Program	Collection System	MSW Disposal	C&D Disposal
City of Gulf Shores	Yes, Recycle Drop off center & Private curbside pick-up	SWDA & Private - Residential Private- C&D City & Private- Commercial	MSLF	Gulf Shores or Magnolia C&D Landfill
City of Loxley	SWDA drop-off locations available to City residents	City- Residential City-C&D City and Private - Commercial	MSLF	MacBride
Town of Magnolia Springs	SWDA drop-off locations available to City residents	SWDA - Residential City-C&D Private - Commercial	MSLF	Magnolia
City of Orange Beach	Yes, Private curbside pick-up	City- Residential City-C&D Private-Commercial	MSLF	Gulf Shores or Magnolia C&D Landfill
Town of Perdido Beach	SWDA drop-off locations available to City residents	SWDA - Residential City-C&D Private - Commercial	MSLF	Magnolia C&D Landfill
City of Robertsdale	SWDA drop-off locations for City residents	City - Residential City-C&D City - Commercial	MSLF	MacBride
Town of Silverhill	SWDA drop-off locations for City residents	City- Residential & C&D City/Private - Commercial	MSLF	Magnolia C&D Landfill

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City of Spanish Fort	Yes, Private curbside pick-up	Private - Residential Private - C&D Private - Commercial	MSLF	MacBride
Town of Summerdale	SWDA drop-off locations available to City residents	SWDA - Residential City & Commercial C&D Private - Commercial	MSLF	Magnolia C&D Landfill

3.3 Disposal Facilities

Disposal facilities in Baldwin County, currently permitted by the Alabama Department of Environmental Management (ADEM), are presented below.

a. Municipal solid waste landfills (MSWLFs):

Magnolia Sanitary Landfill (MSLF) is the only MSW landfill in the County and has an estimated permitted capacity greater than forty (40) years.

b. Industrial landfills:

There are none in the County.

c. Construction/demolition landfills:

MacBride Landfill has an estimated permitted capacity of greater than twenty (20) years. Eastfork Landfill has an estimated permitted capacity of greater than twenty (20) years. Gulf Shores C&D Landfill has an estimated permitted capacity of less than (5) years. Fairhope Inert Landfill's has an estimated permitted capacity of greater than ten (10) years. Tallent Lane Landfill has an estimated permitted capacity of greater than (20) years.

d. Composting facility:

Magnolia Landfill composting facility has at least 600 tons per year capacity.

e. Incinerators:

MSW incinerators are prohibited in the County.

f. Recycling Centers:

As stated previously, Baldwin County is constructing a 60,000 SF state-of-the-art recycling center that should become operational by early 2025. The Baldwin County Commission and all 14 County municipalities are jointly supporting the construction and operation of this facility as a major component of a comprehensive, fully integrated solid waste and recyclables management program within the County, and potentially all of southwest Alabama.

Baldwin County is one of Alabama's most populous and fastest growing counties. The allure of its natural beauty makes its annual tourist visits a significant economic engine, not only for the coastal region of the State but also for all of Alabama. Likewise, a sustainable, well-planned and operated recycling program in Baldwin County will greatly further Alabama's ability to meet and exceed state and national solid waste diversion goals in the coming years.

The Baldwin County MRF will provide a long-term solution for the recycling needs of Baldwin County. Given Baldwin County's population growth and the strength of its tourism industry, a strong recycling program in Baldwin County will make a significant positive impact on achieving Alabama's statewide recycling and waste diversion goals.

The MRF equipment process design incorporates the needs for durability and life-cycle value, along with the competing need for process flexibility. The MRF system was designed to ensure that the County can reconfigure and expand to meet the needs of increasing collections in the future, and to respond quickly to changes in material commodity markets. As for the recyclable commodities to be processed at the new MRF, the traditional residential recyclables (cardboard, mixed paper, plastics #1 - #7, aluminum and ferrous metal) will make up the incoming stream. Glass will not be processed at the facility.

3.3.1 Disposal Facilities - Map

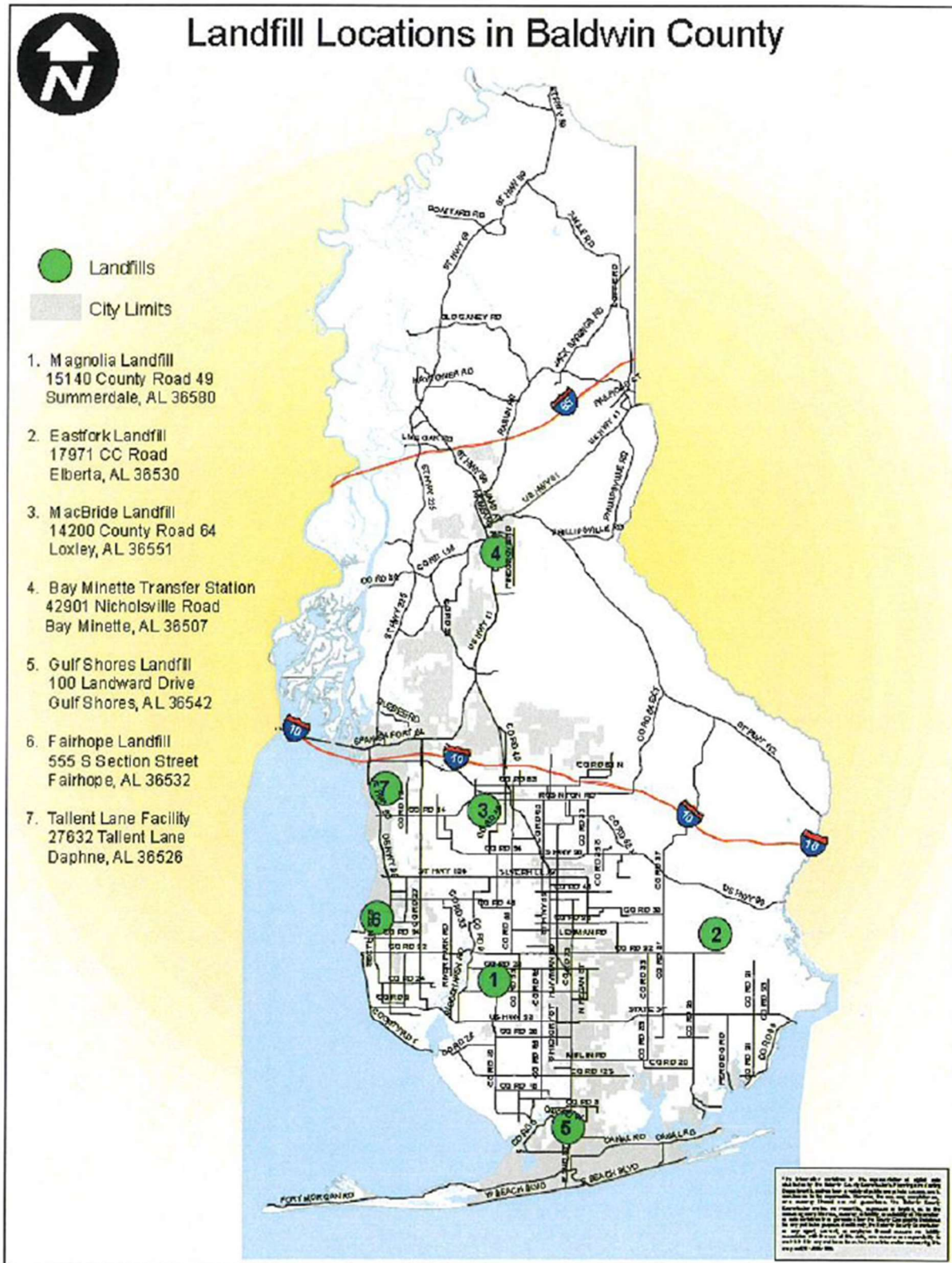


TABLE 2
Permitted Active Landfills in Baldwin County, 2024

Landfill Name	Type of Landfill	Areas Landfill Is Permitted to Serve	Permitted Daily Volume	ADEM Permit Expires	Estimated Remaining Permitted Capacity (years)
Eastfork Landfill	C&D	Baldwin County	200 T	2024	>20
Fairhope Inert Landfill	C&D	City of Fairhope	100 T	2030	>30
Gulf Shores C/D Landfill	C&D	Baldwin County	750CY	2022	<5
Magnolia Sanitary Landfill	MLF	Baldwin County	1500 T	2024	>40
MacBride Landfill	C&D	Baldwin County	500 T	2024	>20
Tallent Lane Landfill	C&D	City of Daphne	40 T	2032	>20

Disposal facilities in southwest Alabama outside of Baldwin County, which are permitted by ADEM to accept waste from Baldwin County, are presented in Table 2. It should be noted that only a few of these landfills are currently receiving waste from counties in South Alabama. Permitted capacities of these landfills are unknown.

TABLE 2: Permitted Active Landfill Outside Baldwin County, that list in their Service Area Baldwin County, 2020

Landfill Name	Location (County)	Type of Landfill	Permitted Daily Volume	Permit Expires
Axis Industrial Landfill	Blount	MLF	5000 T	2031
Chastang Landfill	Mobile	MLF	1725 T	2033
Timberlands Landfill	Escambia	MLF	2500 T	2030
Turkey Trott Landfill	Washington	MLF	4000 T	2030
Dirt Inc. Landfill	Mobile	IL	1200 CY	2030
Lott Road Landfill	Mobile	IL	1341 CY	2030

*NOTE: MLF=Municipal (Subtitle D) Landfill; C&D=Construction/Demolition Landfill; IL=Industrial Landfill.
T=Tons; Y=Cubic Yards*

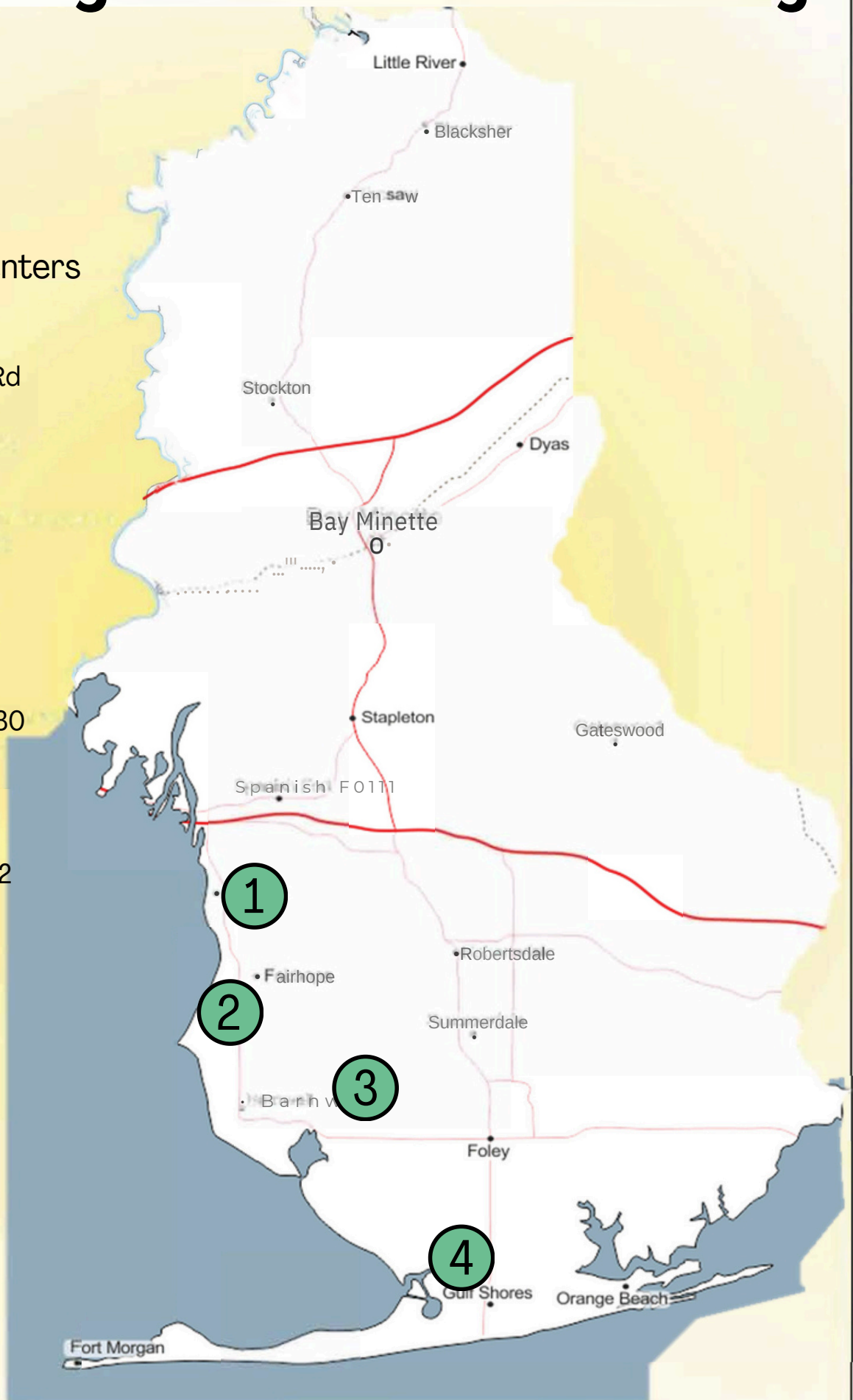
*SOURCE: <https://adem.alabama.gov/programs/land/landforms/MSWLFMasterList20.pdf>
<https://adem.alabama.gov/programs/land/landforms/CDILFMasterList20.pdf>*



Recycling Centers in Baldwin County

 Recycling Centers

1. City of Daphne
26435 Public Works Rd
Daphne, AL 36526
2. City of Fairhope
555 S Section St
Fairhope, AL 36532
3. Magnolia Landfill
15093 Landfill Dr
Summerdale, AL 36580
4. City of Gulf Shores
19825 W 36th Ave
Gulf Shores, AL 36542



3.4 Recycling Programs

3.4.1. General

Currently there are six 4 comprehensive recycling programs run by local governments in Baldwin County. With the construction and imminent operation of the Magnolia MRF, all local government recycling efforts in the County will be centralized to support the MRF.

- a. The SWDA has an effective county wide recycling program which includes:
 - Twenty-five (25) drop boxes at key locations throughout the County; and
 - Recycling of paper, batteries, cardboard, metal, aluminum, plastic, white goods, and miscellaneous scrap metal; and
 - Composting operations at the Magnolia Sanitary Landfill; and
 - Septage application as fertilizer to hay fields at Magnolia Sanitary Landfill.

Recyclables such as paper products are hauled by Roll-off trucks to Magnolia Landfill I for processing and transportation to vendors.

- b. The City of Fairhope provides weekly curbside collection to businesses and residential homes. Recycle material is transported to the Baldwin County MRF.
- c. Republic Services provides weekly residential curbside recycling services to the municipalities of Gulf Shores and Orange Beach. The City of Gulf Shores recycling has two components: Recycle Drop-Off Center & Curbside Recycling. “Leave only Footprints:” beach recycling is processed by the city at the Public Works Department. Recycle material is transported to the Baldwin County MRF.
- d. The City of Foley provides weekly curbside collection to businesses and residential homes. Recyclable material is transported to the Baldwin County MRF.

The types and estimated quantity based on fiscal year 2023 information, of recyclables generated by the municipalities:

Single Stream	3,151	Tons
Aluminum	9	Tons
Mixed Paper	194	Tons

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Plastic	36	Tons
Steel	3	Tons
Metal	664	tons
White Goods	46	Tons
Asphalt Shingles	2,297	Tons
Christmas Trees	11	Tons
Batteries	2	Tons
Compost	958	Tons
Seafood	1,029	Tons
Biomass	65,000	Tons
Septage	4,893	Tons
Electronics	12,000	Tons

Recycling rate available for fiscal year 2023 was:

- Baldwin County 30.04%

These recycling rates were reported by the respective entity as a percentage of recycle materials (recyclables) relative to the amount of MSW collected and disposed of by their respective collection system (i.e. the weight of recyclables divided by the total weight of MSW and recyclables). SWDA used the amount of MSW collected from the County's collection routes and the amount of recyclables processed. Actual recycling rates for the SWDA may vary due to some City residents using the drop boxes, and recyclables taken directly to the Magnolia Sanitary Landfill directly by residents, commercial and industrial operations.

3.4.2 Planned Recycling Programs

As discussed, the Baldwin County Commission, through the Solid Waste Disposal Authority of Baldwin County, is building a 60,000 square foot Material Recovery Facility located adjacent to Magnolia Sanitary Landfill in Summerdale. The facility will have the capability to process up to 40,000 tons per year. It is intended to service the needs of all of Baldwin County and potentially all of southwest Alabama. Construction will be completed and the MRF should become operational in early 2025.

3.4.3 Recycling Goal

The County is reaching a recycle goal of 25%, through continued public education and awareness. With increased recycling efforts on behalf of the County and its municipalities growth is expected in the future. However, the 25% recycling goal is not mandated and is not a defined goal of this Plan. That said, ADEM has implemented a 40% statewide waste diversion/recycling goal as part of the 2024 State Solid Waste Management Plan. Current and future recycling efforts in Baldwin County should support the achieving of this statewide goal.

3.4.4 Benefits of Recycling

Benefits of recycling reduce the need to create new landfills and expand existing landfills and have become apparent to most through public education and awareness. Recycling protects natural resources and energy consumption. Some not so obvious benefits are:

- Increased employment of individuals performing the recycling collection and sorting activities;
- Providing raw materials and feedstock to end-users; and
- Avoided costs of landfill fees not included for recycled materials.

3.4.5 Methods of Collecting Recyclable Wastes

The methods of collection of recyclables in Baldwin County are described in the previous Section 3.4.1. Additional central collection, i.e. manned drop-off locations, are being developed in conjunction with the Magnolia MRF.

3.4.6 Materials Sorting, Recovery and Disposition

Sorting of recyclables on collection routes is discussed in the previous Section 3.4.1 General. Prior to the operation of the Magnolia MRF, all recycled materials were sold to vendors for further processing, or in the case of compost, sold to the public. Septage is land applied as fertilizer to hay fields at Magnolia Sanitary Landfill.

The SWDA, with the support of the BCC and the 14 Baldwin County municipalities, is constructing and operating a MRF to handle the recycling needs of Baldwin County. The Magnolia MRF will provide a long- term solution for the recycling needs of Baldwin County. The building design encompasses a 50,000 square foot recycling material receiving and processing area, and a 12,000 square foot office building, which includes SWDA offices and an expansive public outreach and education center. The sorting and processing equipment will provide Baldwin County with a state-of-the-art mechanical system for single stream recyclables. The current and future capacity of the MRF is such that it has the potential to ultimately serve as a central processing hub for the entire southwest Alabama region.

3.4.7 Household Hazardous Waste Disposal

Household hazardous waste is waste that exhibits the characteristics of a hazardous waste as established by USEPA hazardous waste regulations. Typical examples of HHW include leftover paint, used oil, pool chemicals, batteries, unwanted or expired pharmaceuticals, mercury thermometers or thermostats, cleaning solutions, and solvents. SWDA conducts an "Amnesty Day" when funding can be obtained, in which residents can bring household hazardous waste to any participating SWDA facility for collection prior to final transport to the Magnolia Sanitary Landfill for disposal. At any other time during the year, residents may bring their household hazardous wastes to the Magnolia Sanitary Landfill for disposal or the Bay Minette Transfer Station for transport to Magnolia Sanitary Landfill and will be charged \$2.00 per gallon for disposal. The City of Fairhope has a facility which collects household hazardous waste for city residents.

As part of on-going countywide enhancements, the SWDA is constructing several convenience centers around the County. Known as "CHaRM" centers, these manned locations will provide citizens with easy access to centralized locations that will provide a solution for HHW as well as other difficult to recycle or wastes that require special handling prior to disposal.

3.4.8 Compatibility with other Programs

There are no regional recycling programs which extend beyond Baldwin County. The SWDA recycling program is available to all residents in Baldwin County. Some municipalities have individual recycling programs for residents on their collection routes.

3.4.9 Composting

Composting is counted in the SWDA as an alternative to recycling and included in their recycling rates. Some municipalities provide mulch to residents, which is not included in their recycling rates.

3.5 Compliance with Subtitle "D" Requirements

The Solid Waste Disposal Act of 1965 was enacted by the U.S. Congress and regulations resulting from this Act, and subsequent amendments, are codified in the Code of Federal Regulations (CFR). The Resource Conservation and Recovery Act (RCRA) enacted in 1976 was an amendment to the Solid Waste Disposal Act. RCRA has been amended several times,

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the most significant amendment being the Hazardous and Solid Waste amendment (HSWA) enacted in 1984. This amended established requirements for municipal solid waste disposal facilities in subtitle D of the Act. Requirements for municipal solid waste landfills are commonly referred to Subtitle "D" requirements.

In Alabama, the Solid Wastes and Recyclable Materials Management Act establishes the legal requirements for proper solid waste management in the State. Division 13 of the ADEM Administrative Code establishes regulations which are at least as stringent as the federal requirements promulgated under RCRA. ADEM permits and enforces compliance with these regulations. The Magnolia Sanitary Landfill has constructed Subtitle "D" lined disposal cells since 1995. By virtue of being permitted by ADEM and complying with the terms and conditions of the permit, the Magnolia Landfill complies with Subtitle "D" requirements. Seventy two (72) acres of the permitted ninety-six (96) acre disposal area has been constructed and is available for waste disposal.

3.6 Identification and Elimination of Unauthorized Dumps

- a) The SWDA has a primary Baldwin County Solid Waste Officer, and furthermore two (2) Deputy Solid Waste Officers who respond to reports of illegal dumping and assist the Sheriff's Department in prosecuting illegal dumping. Municipalities have population densities which minimize the instances of illegal dumping. Municipal officials and residents surveillance for illegal dumping activities has minimized illegal dumping as a concern within municipal boundaries.
- b) Illegal dumps in right of ways or public are abated as they are identified. Illegal dumps identified on private lands in unincorporated Baldwin County, are investigated by the SWDA, ADEM and, if necessary, the Baldwin County District Attorney's Office or municipal police departments if it is in their respective jurisdictions. Illegal dumps are then handled in various methods, depending on the quantity and characteristics of the waste.

Every effort is made to abate the illegal dumps without legal action. If the illegal dump is the result of a commercial hauler dumping illegally, ADEM is notified and pursues recourse through the haulers license. If the illegal dump appears to threaten the health and welfare of the public, the Health Department is notified and pursues recourse against the entity/individual responsible for the illegal dump (possibly the property owner if the illegal dumper cannot be identified). If the illegal dump results from junk being stored/dumped, then a County Deputy License Inspector handling junk yards pursues either cleaning the site up or properly licensing the site as a junk yard.

- c) ADEM currently contracts with SWDA to remediate illegal and unauthorized dumps in Baldwin County. These projects are funded by solid waste fees and the scrap tire fund.
- d) The SWDA is actively seeking ways to enhance regulatory compliance with regards to unauthorized dumps and illegal dump remediation, by means of expansion of the Baldwin County Solid Waste Officer's enforcement authority.

3.7. Agreements with Local Generators

3.7.1. Public

SWDA provides subscription services for all residential, commercial and industrial generators in the unincorporated areas of the County and participating municipalities.

3.7.2. Private

Municipalities have entered into various arrangements with private haulers and disposal facilities.

4.0 *Future Solid Waste Operations*

4.1. Overview

An integrated solid waste management approach will be used countywide. This approach involves government, industry, commerce, the public, regulatory agencies, legislative bodies, judicial and private enterprises necessary to provide services for solid waste management. This section presents a summary of the roles local governments and private service providers play in an integrated solid waste management approach. Solid waste management in Baldwin County already uses many of the elements to an integrated solid waste management approach. This Plan presents a summary of approaches and information to expand to a fully integrated approach to solid waste management.

4.1.1 Role of Local Governments

Local government authority in solid waste management is usually based on express statutory power granted by the states, respectively. Alabama statutory authority for solid waste management derives from §22-27-1, et seq., Code of Alabama (1975). Solid waste regulations are promulgated through ADEM Administrative Codes. Local government responsibilities and roles in solid waste management have historically been based on the premise that solid waste management is an appropriate exercise of general government police power to provide for the safety of the public.

Local governments, exercising their state powers, have taken steps to:

- Choose to either be involved or not involved in solid waste management;
- Regulate the collection of solid wastes within their jurisdiction;
- Dispose of solid wastes within their jurisdiction;
- License private companies to provide solid waste management services within their jurisdiction;
- Define the types of solid waste storage containers to be used;
- License and regulate the types of collection vehicles to be used;
- Fund solid waste management systems through tax-based revenues and/or user fees;
- Contract with private service providers to provide services;
- Grant exclusive rights to a single private service provider to provide services within their jurisdiction; and

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- Establish authorities to make choices about services within their jurisdiction by the passage of ordinances.

Public expectations of local government regarding solid waste management are relatively clear. Based on history and tradition, the public expects local government to ensure that their solid waste management services are provided in a manner to protect human health and the environment. In assuming that responsibility, local governments have focused primarily on the storage and collection of residential solid wastes and the provision of management facilities for all solid waste streams generated within their jurisdiction.

In addition, many states have:

- Placed integrated solid waste planning and capacity assurance requirements on local governments; and
- Mandated the diversion of certain components from various solid waste streams from management facilities and required local government to manage those diverted materials in other ways; and
- Have banned certain components of various solid waste streams from landfills and combustion facilities and required local governments to manage those diverted materials in other ways.

Consequently, regulations, mandates, and tradition have led local government to assume other roles and responsibilities to:

- Develop integrated solid waste management plans; and
- Administer oversight to ensure the implementation of these plans; and
- Ensure that all solid waste management practices under their jurisdiction comply with all environmental and public health rules and regulations;
- Assign roles (either by proactive means or passive means) between public and private forces and facilities to manage solid waste generated within or imported into their jurisdiction; and
- Provide a means for private service providers to compete for business to: ensure a competitive environment, and ensure that solid waste facility is available.

4.1.2 Role of Private Service Providers

Private Service providers play a key role in providing solid waste management services. The private sector:

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- Provides the majority of services for commercial, institutional and industrial solid wastes; and
- Provides residential solid waste collection services; and
- Are major owners of landfills and partners with local governments in the ownership and operation of waste-to-energy, composting, and materials recovery facilities; and
- Competes openly with local government-owned municipal solid waste management services for business.

The knowledge of the private sector about solid waste management equipment, technologies, and systems represents a major asset when local governments plan and implement integrated municipal solid waste management.

Local governments normally determine which businesses will be permitted to do business within their jurisdiction. This is accomplished by issuing business licenses. Hence, to do business within the jurisdiction of a local government is a privilege, not an entitlement. When licensing the private sector to do solid waste business within their jurisdictions, local governments, just as they determine if an entrepreneur can deliver safe food in a restaurant, should determine if the companies have the technical, management, and financial capability to provide the proposed services efficiently, effectively, economically, and so as to protect public health and the environment.

In the process of public policy setting and planning, local government normally reach out to a number of outside interest groups to:

- Build a body of interests that are informed about what is being considered; and
- Gain insights into what best serves the public; and
- Build a consensus for the process outcome.

Certainly, the private sector is a valuable asset in this process.

Local governments, in protecting the public interest, have a role to ensure that a competitive environment exists for the private sector. Exercise of this role minimizes the possibility of monopolistic control over any segment of the economy. Local governments can ensure that the use of private service providers is organized in such a manner that local, regional, and national companies have an equal opportunity to compete for the business for which they are qualified.

The role that has evolved for the private sector in integrated solid waste management is to:

- Participate in setting public policies; and
- Participate in developing plans; and
- Compete in an open market for business; and
- Comply with all applicable standards, rules, and regulations established by federal, state, and local governments; and
- Operate their services within a competitive process.

4.1.3 Local Government Policies

For local governments to effectively plan and manage integrated solid waste management systems within their jurisdictions there must be a legal foundation and established policies. The legal foundation and policies guide the planning and implementation of integrated solid waste management systems. Goals and objectives for integrated solid waste management are discussed further in this section. The principal policies that a local government must establish to fulfill its obligations in integrated solid waste management systems are to:

Define the roles of the public and private sector in solid waste management within its jurisdiction. Within the powers of a local government, choices exist for the degree of involvement that a local government can assume in integrated solid waste management. The primary choices include:

- a) A totally local government owned and operated system; and
- b) A totally private sector owned and operated system with no local government involvement; and
- c) A totally private sector owned and operated system under local government management and oversight; or
- d) A joint local government and private sector owned and operated system;
- e) Prioritize solid waste management methods to provide the necessary capacity for the solid wastes generated within its jurisdiction.

In developing an integrated waste management plan, a local government must prioritize and utilize the "capacities" available to manage the amount of solid waste generated within its jurisdiction. The capacities come from the following methods of integrated solid waste management:

- a) Reduction in the amount of solid wastes generated (source reduction); and
- b) Composting the organic fractions in various solid waste streams; and
- c) Recycling of materials diverted from various solid waste streams; and
- d) Combustion; and
- e) Sanitary land filling.

The use of the term "capacity" needs explanation. This term recognizes the fundamental fact that there are a limited number of ways to make solid waste (including recyclables diverted from the solid waste) "disappear." Each of the methods listed above can provide some portion of the capacity needed to manage a particular waste stream. If a solid waste stream is 1,000 tons per day (TPD) and recycling program reduces that amount by 3% (30 TPD), then the amount of solid waste to be collected and managed by the other methods is 970 TPD. It is anticipated that over the life of an integrated solid waste management plan that the capacity contributed by each method will change.

- Control the solid waste stream to assure implementation of the plan.

The ability to control the solid waste stream enables a local government to designate the destination of solid waste and recyclables collected within their jurisdiction.

- Determine the ownership and operation of solid waste management systems

A local government must decide who will own and operate the solid waste management system; and

- Provide for long-term solid waste management capacity

Capacity for the solid waste generated within the jurisdiction of a local government must be assured. The needed capacity can come from facilities located anywhere. Capacity assurance must also provide the necessary landfill capacity to accommodate solid wastes if recycling, composting, or combustion capacity fails. This capacity must incorporate, in a fair and equitable manner, all solid waste management service providers within the local government's jurisdiction.

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There are many other policy decisions which are a part of planning and implementing an integrated solid waste management system. For the most part, however, they are subsets of the principal policies that address:

- The number and type of local government jurisdictions; and
- Quantities and characteristics of the solid waste streams; and
- Current and expected future growth of population and industrial development; and
- Present land use and future expectations; and
- Transportation corridors and plans for their development; and
- Local government jurisdictions providing services with public sector forces, the services provided, how the services are provided and funded; and
- Private sector forces used: How these services are provided, related institutional arrangements (contracts, licenses, franchises, permits, etc.) and what services (e.g. collection, recycling, *CID* facilities, landfills, transfer stations, or combustion facilities) are provided by whom and for whom.

4.2 Solid Waste Projections

SARPC's current estimated per capita waste generation rate is 6.3 pounds of waste per capita for solid waste generated within Baldwin County. This generation rate is not expected to change appreciably during the life of this Plan. Any increase in per capita generation should be offset by increased recycling and waste reduction efforts. Therefore, solid waste production in Baldwin County is expected to be a direct correlation to the population of the County throughout the Plan life. In the year 2024, solid waste generation in Baldwin County is expected to be 561 tons per day of waste.

4.3 Goals for Expansion of Solid Waste Management Systems

4.3.1 Collection

4.3.1.1 Unincorporated Areas

The SWDA intends to continue mandatory collection of residential waste from all residences in unincorporated areas of the County throughout the life of this plan. Services will be expanded under current methods, as necessary to accommodate population increases.

4.3.1.2 Municipalities

Municipalities will continue collection services for their residents and businesses through city sponsored programs, contracting with private companies, or allowing SWDA to provide services through subscription.

4.3.1.3 Commercial Wastes

Commercial waste collection is provided through a combination of private enterprise, municipality and SWDA collections services, and is expected to remain so through the life of this Plan.

4.3.1.4 Industrial Wastes

Industrial waste collection is provided through a combination of private enterprise, municipality and SWDA collections services, and is expected to remain so through the life of this Plan.

4.3.2 Household Hazardous Waste

SWDA collects and processes household hazardous waste at their facility at Magnolia Sanitary Landfill. The City of Fairhope collects HHW at their facility on South Section Street, Fairhope, Alabama.

4.3.3 Source Reduction

Source reduction, the prevention of solid waste generation, has the most potential for decreasing the waste disposal needs in the County. Methods for waste reduction, by type of generator, are presented below.

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- a) Commercial and Industrial Solid Waste generators:
 - Identify the major sources of solid waste generation; and
 - Place a value on what is being discarded as solid waste; and
 - Assign a cost for solid waste management; and
 - Determine how practices can be changed to reduce the amount of solid waste generated.

- b) Source reduction programs for commercial and industrial generators have to be based on the following:
 - A commitment by management to embrace source reduction and make it work;
 - A system in place to track commodities and materials being discarded as solid waste;
 - A process for evaluating costs, values and proposed practices to reduce the amount of solid waste generated.

- c) Municipalities and the County serving residential generators:
 - A commitment for elected officials and staff to embrace source reduction and make it work; and
 - Educational and awareness programs for the public, as well as employees; and
 - Process for evaluating the methods employed by the public, County and Municipalities and amount of solid waste reduction by these methods.

Source reduction methods cover a variety of methods, one as simple and corny as telling the cashier not to bag single items purchased as this is "recycling up front" to as complicated as process, purchasing, manufacturing, equipment and production changes.

4.3.4 Recycling

4.3.4.1. General

The SWDA and several municipalities have recycling programs in place.

4.3.4.2 Options for Cooperation with other Jurisdictions

The SWDA and participating municipalities have created a coordinated recycling effort which will allow for consolidated and integrated functions.

4.3.4.2 Goals

Goals of the County's recycling effort:

- Continue public education encouraging recycling; and
- Emphasize source reduction as an important component of waste minimization; and
- Increase cooperation between the SWDA, municipalities, education system, commercial haulers, industry, retail and commercial operations; and
- Evaluate commercial operations and maximize recyclable recovery from their wastes; and
- Continue to evaluate and implement curbside pick-up and MSW processing and segregation of recyclables when it is viable.

4.3.4.3 Methods

Methods for recycling have been evaluated and implemented by the SWDA and municipalities throughout Baldwin County. Methods of collection include:

- Drop boxes placed strategically throughout the County and serviced by the SWDA; and
- Curbside pick-up of recyclables by municipalities; and
- Commercial buy back centers.

A method not employed yet is curbside pickup by SWDA throughout the County. Curbside pickup has repeatedly been evaluated and is offered in limited areas, but has not yet been feasible to implement completely across the County, due to the large geographic area and varied densities of the population in the unincorporated areas of the County.

4.3.4.5 Schedule

There is no set schedule for implementing the goals for recycling. Operation of

the MRF will begin in 2025 and as new material and greater participation in recycling is achieved, a coincidental increase in volumes is expected to be realized. In the 2024 State Solid Waste Management Plan, ADEM established a statewide recycling and waste diversion goal of 40%. It is anticipated that with the ongoing enhancements to Baldwin County's recycling program, that goal is achievable for the County and its municipalities, as a whole, within the life of this Plan.

4.3.5 Solid Waste Disposal Facilities

4.3.5.1 Magnolia Sanitary Landfill

The Magnolia Sanitary Landfill, owned and operated by the SWDA, is located at 15093 Landfill Drive in Summerdale, Alabama. MSW disposal, C&D disposal, and SWDA administrative offices are located at this facility.

The Magnolia Sanitary Landfill is the only MSW landfill in the County and is an asset of the County and its residents. This Plan seeks to have all MSW generated in the County be disposed of at this landfill. There are obvious benefits to this:

- Assurance that County generated MSW is properly disposed of, thus helping protect the environment; and
- Safety to the public by not transporting MSW long distances; and
- Increase cooperation between the County on municipalities on other waste management issues; and
- Protection of a County asset.

The SWDA will continue to operate and expand facilities, keeping up with current regulatory and statutory requirements and stay up with industry changes.

4.3.5.2 C&D Landfills

No permit modifications are planned for the Eastfork Landfill, or the Magnolia Sanitary Landfill C&D disposal area. However, a permit modification is planned for the MacBride Landfill. The City of Daphne's Tallent Lane facility, the Fairhope Inert Landfill do not expect any significant modifications over the next ten (10) years. The Gulf Shores C&D Landfill will close during the plan cycle.

4.3.5.3 Industrial Landfills

There are no industrial landfills in the County currently planned over the next ten (10) years, however, should a proposal for one be presented to the BCC, it would be considered.

4.3.5.4 Landfills Outside Local Jurisdiction

There are numerous C&D and MSW landfills outside of Baldwin County authorized by their ADEM permit to accept waste generated within Baldwin County. A goal of this Plan, is to restrict all C&D and MSW generated from municipal and county collection routes within Baldwin County to disposal in ADEM permitted landfills located in Baldwin County.

Baldwin County is bordered by Mobile Bay to the west, the Gulf of Mexico to the south, Escambia County, Florida to the east, and Escambia County, Alabama to the north. This presents a transportation disadvantage when trucks haul waste out of the county. In effort to continue the level of service and current infrastructure in place in Baldwin County, it is necessary to limit exportation for disposal of waste generated in Baldwin County. A consistent waste volume will enhance the economic viability of solid waste management in Baldwin County.

4.3.6 Unauthorized Dumps

4.3.6.1 Monitoring

The SWDA responds to citizen complaints concerning the creation or presence of UAD in Baldwin County. There are no changes proposed at this time to this process. If problems arise, such as an increase in the prevalence of unauthorized dumps, additional resources may be used to minimize problems.

4.3.6.2 Elimination

Upon discovery, the SWDA works with other various parties such as ADEM, ADPH and the Baldwin County Sheriff's Office to eliminate and remediate UAD in Baldwin County. There are no changes proposed at this time to this process. If problems arise, such as an increase in the prevalence of unauthorized dumps, additional resources may be used to minimize problems.

4.3.6.3 Enforcement

ADEM currently contracts with the SWDA to remediate UAD in Baldwin County. These projects are funded by the State of Alabama's Solid Waste Fund, the State of Alabama's Scrap Tire Funds, solid waste fees, and other BCC funds as appropriated. The SWDA coordinates, when necessary, with the Baldwin County District Attorney's Office and the Baldwin County Sheriff's Office regarding illegal and unauthorized dumps in Baldwin County.

The Solid Waste Disposal Authority is actively seeking ways to enhance regulatory compliance with regards to UAD remediation, by means of expansion of the Baldwin County Solid Waste Officer's enforcement authority.

4.3.6.4 Prevention

There are no changes proposed at this time to enhance the prevention of UAD. If problems arise, additional resources may be used to minimize problems.

4.3.7 Litter Control

4.3.7.1 General

Litter in Baldwin County is not a significant problem and is dealt with effectively by the County and municipalities. Continued litter control programs and education should be continued and if litter becomes a problem increase public awareness. The SWDA contracts with a private entity dedicated to litter control. Community Corrections contributes to litter control when necessary. Municipalities within the County have public works employees performing litter control in right of ways and parks.

4.3.7.2 Enforcement

ADEM currently contracts with SWDA to remediate illegal and unauthorized dumps in Baldwin County. The SWDA coordinates, when necessary, illegal and unauthorized dumps in Baldwin County with the Baldwin County District Attorney's Office. These projects are funded by solid waste fees and the scrap tire fund.

The SWDA is actively seeking ways to enhance regulatory compliance with regards to unauthorized dumps and illegal dump remediation, by means of expansion of the Baldwin County Solid Waste Officer's enforcement authority.

4.3.8 Proposed Agreements with Local Generators

4.3.8.1 Public

The SWDA would welcome entering into long-term waste disposal contracts with any municipality, for collection, recycling and disposal.

4.3.8.2 Private

The SWDA does not anticipate contracting any private resources for solid waste management, collection, or disposal during the next ten years. Municipalities, commercial and industrial operations have, and will continue to, contract with private entities for collection and disposal services. Such disposal shall continue to be at a permitted landfill located in Baldwin County.

4.3.9 Public Participation

Public participation is essential for recycling and source reduction programs to be successful. The SWDA , and the participating municipalities will work together on developing recycling, source reduction, litter control and integrated solid waste management programs, with input and support from the public.

5.0 Solid Waste Management Planning and Administration

5.1 General

With recycling efforts being undertaken, Baldwin County does not expect waste disposal rates to increase appreciably during this Plan period. Based on population growth detailed in section 5.1.4 below, planning over the Plan period is presented in this section.

5.1.1 Capacity Assurance

The Magnolia Sanitary Landfill has capacity to meet the MSW needs of Baldwin County for the life of this Plan and well beyond. The existing C&D landfills in the County also have the capacity to meet needs beyond the life of this Plan. The BCC is committed to ensuring the continued operations of the SWDA and its owned and operated landfills indefinitely.

The SWDA operates the landfills in compliance with ADEM permit requirements, and planned expansions of landfill disposal space are well ahead of the need.

5.1.2 Full Cost Accounting

The SWDA employs full cost accounting for all solid waste operations under its authority. This financial assurance provides documentation that there are sufficient financial resources set aside for the long-term care and proper closure of its landfills. Copies of the SWDA financial assurance forms are contained in *Appendix D*.

5.1.3 Zoning Restrictions

Municipalities have zoning controls in corporate limits which address solid waste facilities (i.e. landfills, transfer stations, commercial compost facilities, material recovery facilities, etc.)

In unincorporated areas of Baldwin County, where zoning is present only in a number of areas, control over solid waste facilities occurs through the Baldwin County Building Inspection Department, Baldwin County Planning and Zoning Department and the Baldwin County Health Department. ADEM Administrative Code r. 13-4-.01 Landfill

Siting Standards, establishes the minimum standards required for the siting of solid waste disposal facilities. Moreover, the SWRMMA establishes the process by which the local government jurisdiction must approve and support permitting of a new or modified solid waste facility prior to the ADEM or ADPH permitting process.

5.1.4 Population and Industrial Growth

Baldwin County is a high growth County and is expected to remain so for the life of this Plan. Based upon review of information provided by the Baldwin County Economic Development Alliance (BCEDA), population growth in Baldwin County is projected to be more than 350,000 in 2035. The solid waste management systems existing in Baldwin County can easily accommodate this projected growth.

5.1.5 Economic Impacts to the Area

Proper solid waste management, with the capacity to accommodate new growth in area, is attractive to business and residents. The economic impact would be evident if poor solid waste management operations occurred. For Baldwin County, implementing an integrated solid waste management plan is an intangible economic asset. Clearly the direct economic impact is derived from salaries for personnel and equipment sales for solid waste management operations.

5.1.6 Protection of Air, Water, and Natural Resources

5.1.6.1. Air

No incineration of wastes shall be authorized during the life of this Plan. Combustion has the potential to reduce solid waste volume by up to 50%, however, waste generation rates in Baldwin County and the remaining capacity for disposal in existing landfills do not justify any solid waste incineration. Even if the economics warranted consideration of combustion, the public opposition would likely stall or end the placement of an incinerator in Baldwin County.

The Magnolia Sanitary Landfill recently began operation of a renewable natural gas (RNG) facility adjacent to the landfill. The RNG facility at Magnolia Landfill has been years in the making. It is the first facility of its kind in southwest Alabama and introduces industry leading technology. It offers zero emissions and provides a resource to the local economy. The construction of the two and a half-mile pipeline and one-acre facility has already made an economic impact through the

employment local construction companies and service providers. This operation stands to provide a beneficial use of Magnolia Landfill's gas generation through the next 50 years.

5.1.6.2. Water

Landfills in Baldwin County by regulatory requirements and by design protect both the surface waters and ground waters of the State. The Magnolia Sanitary Landfill began constructing lined MSW disposal cells in 1995 which have impermeable liner preventing release of the leachate from the MSW from reaching the groundwater. Additionally, leachate from the cells is removed and treated through a created wetlands system prior to discharge subject to its ADEM permit.

5.1.6.3. Natural Resources

Proper solid waste management is essential to protecting the abundant natural resources in Baldwin County. Litter and illegal dumping prevention programs protect our woodlands and waterways from degrading and becoming unpleasant. Recycling and source reduction conserves natural resources.

5.1.7 Utilization of outside disposal facilities

No landfills outside of Baldwin County are expected to be necessary to meet the solid waste disposal needs of Baldwin County citizens and visitors.

5.1.8 General location of future solid waste processing and disposal facilities or recycling facilities

No new disposal facilities are currently planned in Baldwin County; however this Plan does not prohibit the siting of new solid waste management facilities subject to the approval of the Waste Siting Board and compliance with all applicable laws, rules and regulations. Approval of this Plan by the Baldwin County Commission shall not be deemed or considered as an approval of any future proposed request or permit by the Baldwin County Commission or the Waste Siting Board.

5.1.9 Guidelines used in considering approval of solid waste facilities

This Plan establishes the procedures to be utilized by applicants for local host government approval for a new or modified solid waste management facility located in

Baldwin County:

5.1.9.1. Siting Requirements

An applicant shall present to the BCC and the SWDA, through the Waste Siting Board, evidence that the proposed new or modified solid waste management facility meets the requirements presented in Chapter 335-13-4 of the ADEM Administrative Code latest revision and/or other applicable federal, state, or local requirements. The Waste Siting Board, composed solely of the elected members of the BCC, shall have the exclusive and only authority regarding local waste siting approval. Siting standards require, at a minimum that:

- a) A facility located in a floodplain shall not restrict the flow of the 100-year flood; reduce the temporary water storage capacity of the floodplain, or results in washout of solid waste, so as to pose a hazard to human health and the environment.
- b) A facility shall be located in consideration of the following:
 1. A facility shall not jeopardize the continued existence of endangered or threatened species, nor result in the destruction or adverse modification of critical habitats protected under the Endangered Species Act of 1973.
 2. A MSWLF unit shall not be sited within 10,000 feet of any airport runway end. Owners or operators proposing to renew existing or site new MSWLF units located within a five-mile radius of any airport runway must notify the affected airport and the Federal Aviation Administration (FAA).
 3. Zones of active faults, seismic impact zones and unstable areas shall be avoided in locating facilities and practices unless a site specific evaluation as described below, demonstrates minimum potential for adverse effects upon waters of the State.
 - i. Site specific evaluations for geology and hydrology shall comply with 335-13-4-.11 through 335-13-4-.14.
 - ii. Site specific evaluation shall include minimum design parameters necessary to protect the waters of the State and human health to include minimum requirements of 335-13-4-.15 through 335-13-4-.24.
 - iii. Landfill Units shall not be located within 200 feet of a fault that has had displacement within the Holocene epoch unless the owner or operator demonstrates to the Department that an alternative setback distance of less than 200 feet will not result in damage to the structural integrity of the facility and will be protective of human

health and the environment.

- iv. Landfill units shall not be located in seismic impact zones, unless the owner or operator demonstrates to the Department that all containment structures, including liners, leachate collection systems, and surface water control systems, are designed to resist the maximum horizontal acceleration in lithified earth material for the site.
- v. Landfill units shall not be located in an unstable area unless engineering measures have been incorporated in the design of the facility to ensure that the integrity of the structural components of the facility will not be disrupted. The following factors, at a minimum, must be considered when determining whether an area is unstable:
 - (i) On-site or local soil and subsurface conditions that may result in significant differential settling; and
 - (ii) On-site or local geologic or geomorphologic features; and
 - (iii) On-site or local human-made features or events (both surface and subsurface).
- vi. Landfill units shall not be located on a site that is archaeologically or historically sensitive as determined by the Alabama Historical Commission. Written certification must be provided from the State Historic Preservation Officer.

5.1.9.2 Consistency

The applicant shall provide the following in writing, to the Waste Siting Board:

- a) **Assurance that the proposed solid waste facility is consistent with the needs identified in the SWMP.** When considering future facilities, the SWMP should be reviewed to determine whether the proposed facility fills a need described in the SWMP or a need that did not exist at the time of the SWMP's preparation. If no need is found, the proposed facility may not be appropriate for the jurisdiction and shall be denied.
- b) **Description of the relationship of the proposed facility to local planned or existing development or lack thereof, to major transportation arteries and to existing state primary and secondary roads;** Any proposed facility must be supported by the proximity of an adequate transportation network. Increased traffic on these roads along with the load limits of the trucks using the facilities should be reviewed and approved by the County Engineer before any site is approved.
- c) **Location of the proposed facility in relationship to existing industries in**

the State that generate large volumes of solid waste, or the relationship to the areas projected for development of industries that will generate solid waste; The location of a proposed facility should be evaluated in terms of its proximity to existing or projected industries that will generate solid waste. The proposed facility should provide for potential traffic problems caused by the anticipated increased heavy truck traffic for landfills, and volume of traffic for a recycling centers and transfer stations.

- d) **Costs and availability of public services, facilities and improvements are required to support the proposed facility and protect public health, safety and the environment;** Certain public services are required by a solid waste facility. Proof that adequate services (water, power and sewer) shall be demonstrated before the application is approved.
- e) **Impact of a proposed facility on public safety and provisions made to minimize the impact on public health and safety;** the proposed facility should be designed in a way that minimizes any impacts to public health and/or safety. Aspects of impact to public safety and public health are discussed previously and demonstration that impacts are minimized shall be made before the application is approved.
- f) **Social and economic impacts of the proposed facility on the affected community, including changes in property values, and social or community perception;** The proposed site should be evaluated in terms of the social and economic impact it will have on the community. Any negative social and/or economic impact, such as lowered property values and community perception, the proposed facility may have on the community should be weighed against the advantages the proposed facility will bring to the community such as an increase in jobs. In addition, the future potential uses of the proposed facility property once the facility ceases to accept solid waste.

5.1.9.3 Submittal to the Waste Siting Board

Applicant shall submit a written application, along with a proposed resolution indicating the Waste Siting Board's support and the approval of the application, to the BCC by and through the SWDA at least two weeks prior to a regularly scheduled BCC Work Session. A representative of the applicant shall attend the Work Session for which the application has been placed on the agenda. The BCC, convened as the Waste Siting Board and in Work Session assembled, shall review the application. The Waste Siting Board's evaluation of the application shall include, but not be limited to, the capacity assurance, zoning

restrictions, growth, economic impacts and protection of air, water and natural resources during consideration of any additional solid waste facilities. The Waste Siting Board has the option to re-convene to evaluate and review further information and/or proposed solid waste facilities as it shall exclusively determine.

5.1.9.4 Local Approval

Notwithstanding the requirement of §22-27-48 or 22-27-48.1 of the Code of Alabama 1975, prior to the Waste Siting Board formally considering an application for a new or modified solid waste management facility during a regularly scheduled BCC meeting with said date exclusively determined by the BCC, the applicant shall advertise at least 30 days but not more than 45 days prior to said regularly scheduled BCC meeting, in a local newspaper of general circulation in Baldwin County a legal advertisement including 1) a description of the new or modified solid waste facility being proposed, 2) the name of the applicant, 3) the proposed physical location of the solid waste management facility, 4) where copies of the application are available for review, 5) start and end dates of the public comment period and 6) the date, time and location of a public hearing to be conducted with regard to said application. All public hearings shall be held during a regular scheduled BCC meeting.

The applicant shall document public comments received, provide a summary of public comments and any resulting changes to the application to the BCC at the next regularly scheduled Work Session. Thereafter, the BCC, convened as the Waste Siting Board, shall consider the application at its next regularly scheduled BCC meeting. Within 90 days of receiving an application or proposal, the local governing body shall either approve the application or deny the application setting forth the reasons, therefore. The applicant shall be responsible for any and all fees, application or otherwise required per §22-27-48 of the Code of Alabama 1975, without limitation.

5.1.9.5. Public Participation

Public participation during approval of a proposed solid waste facility is provided for in the BCC approval process established in the previous section. Additionally, all municipal and county solid waste management bids, contracts and requests for proposals must be advertised in a local newspaper in compliance with applicable State Bid Laws. Furthermore, municipal and county publicly elected officials can only approve solid waste management contracts in open, publicly scheduled meetings.

5.2 Municipal Participation if County Sells or Leases Magnolia Landfill

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6.0 Summary of Public Review

A Public Comment period on this Plan was provided from December 6, 2024 through January 7, 2025. A Public Hearing was conducted by the Baldwin County Commission at 9:00 am on January 7, 2025, during their regular meeting. An excerpt of the public meeting minutes is contained in *Appendix E*.

6.1 Public Comments and Responses

During the public comment period, X public comments were received, which are included in *Appendix F*. No revisions to the Plan resulted from the public comment period.

6.2 Summary of Plan Revisions

No plan revisions were made.

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REFERENCES

Solid Waste Planning in Metropolitan Regions, Michael R. Greenburg and others, Center for Urban Policy Research, 1976.

Community Overview Baldwin County, Alabama, Baldwin County Economic Development Alliance, 2004.

Principles of Integrated Solid Waste Management, H. Lanier Hickman, Jr., American Academy of Environmental Engineers, 1999.

United States Census, U.S. Census Bureau, 2020.

Regional Solid Waste Needs Assessment Region VIII: South Alabama, South Alabama Regional Planning Commission, November 16, 2003.

Alabama Solid Waste Management Plan. Alabama Department of Environmental Management, 2024.

Economic Impact of Recycling in Alabama and Opportunities for Growth, Southeast Recycling Development Council and Alabama Department of Environmental Management - Land Division, June 2012.

Alabama Solid Waste Study, Auburn University – Department of Civil and Environmental Engineering, May 2013.

APPENDICES

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APPENDIX A
Public Notification

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APPENDIX B
Resolutions

APPENDIX C
ADEM Approval of the Plan

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APPENDIX D
Public Comment

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APPENDIX E

Baldwin County Full Cost Accounting Forms

RECYCLING COST						
Local Government	(1) Tons Recycled per Month	(2) Tons Recycled per Year (1) x 12	(3) Monthly Collection & Delivery Cost	(4) Monthly Receipts from Recycling	(5) Annual Cost Collection Deliver	(6) Annual Receipts from Recycling
Baldwin County	159.54	1914.46	\$891.31	\$125.73	\$117,618.00	\$1,508.80
City of Bay Minette	N/A	N/A	N/A	N/A	N/A	N/A
City of Daphne	23,814.17	285,770	\$3,337.59	\$2,145.31	\$40,051.08	\$23,743.72
Town of Elberta	N/A	N/A	N/A	N/A	N/A	N/A
City of Fairhope	106	1,269	\$27,868.00	\$0.00	\$334,416.00	\$0.00
City of Foley	45.8	550	\$11,600.00	N/A	\$139,200.00	\$0.00
City of Gulf Shores	39.13	469.56	\$0.00	\$2,896.50	\$0.00	\$34,758.00
City of Loxley	N/A	N/A	N/A	N/A	N/A	N/A

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Town of Magnolia Springs	N/A	N/A	N/A	N/A	N/A	N/A
City of Orange Beach	N/A	N/A	N/A	N/A	N/A	N/A
Town of Perdido Beach	N/A	N/A	N/A	N/A	N/A	N/A
City of Robertsdale	N/A	N/A	N/A	N/A	N/A	N/A
Town of Silverhill	N/A	N/A	N/A	N/A	N/A	N/A
City of Spanish Fort	N/A	N/A	N/A	N/A	N/A	N/A
Town of Summerdale	N/A	N/A	N/A	N/A	N/A	N/A

Annual Tons Recycled = \$289,973.02 (Column 2)

Total Recycling Cost = -\$572,080.53 (Column 6 - 5) indicates profit

Baldwin County, Alabama Comprehensive Solid Waste Management Plan

COST ALLOCATION									
Local Government	(1) MSW Collection Cost	(2) Recycling Cost	(3) Disposal Cost	(4) Financial Cost (Included in Collection Costs)	(A) Total Costs for Solid Waste = (1 + 2 + 3 + 4)	(B) Population	(C) Tons of Material Handled (Tons Recycled + Tons Disposed)	Total Cost/ Capital/ Year = (A + B)	Total Cost/Ton = (A ÷ C)
Baldwin County	\$7,125,602	\$117,618	\$1,430,503	\$1,429,072.50	\$8,673,723	231,767	47,520	\$37.42	\$182.53
City of Bay Minette	\$1,907,250	N/A	\$100,000	N/A	\$2,007,250	8,107	3,245	\$247.59	\$618.56
City of Daphne	2.24 MM	\$40,051	\$321,284	N/A	\$2,601,335	31,200	29,655	\$83.38	\$87.72
Town of Elberta	\$126,000	N/A	N/A	N/A	\$126,000	2,000	667	\$63.00	\$188.91
City of Fairhope	\$2,669,984	\$314,116	\$349,600	\$157,058	\$3,490,757	23,859	21,230 Tons	\$146.31	\$164.43
City of Foley	\$2,260,000	\$140,000	\$600,000	N/A	\$3,000,000	25,000	22,000	\$120.00	\$136.36

Baldwin County, Alabama Comprehensive Solid Waste Management Plan

City of Gulf Shores	\$662,013	N/A	N/A	N/A	\$662,013	16,993	20,672	\$38.96	\$32.02
City of Loxley	280,326.55	N/A	\$54,180.00	\$58,611.77	\$393,118.32	3,710	1,818	\$105.96	\$216.23
Town of Magnolia Springs	Included in SWDA	N/A	N/A	N/A	Included in SWDA	811	Included in SWDA	N/A	N/A
City of Orange Beach	\$3,593,067	N/A	N/A	N/A	\$3,593,067	8,095	3,880.69	\$443.86	\$925.88
Town of Perdido Beach	Included in SWDA	N/A	N/A	N/A	Included in SWDA	730	Included in SWDA	N/A	N/A
City of Robertsedale	\$602,941.60	N/A	\$141,402.06	N/A	\$744,343.66	7,421	5784.22	\$100.30	\$128.69
Town of Silverhill	\$18,748.00	N/A	\$10,144	\$6,870	\$35,762	1,369	317	\$26.12	\$112.81
City of Spanish Fort	Included	N/A	N/A	N/A	N/A	11,500	2,716	N/A	N/A
Town of Summerdale	Included in SWDA	N/A	N/A	N/A	Included in SWDA	1606	Included in SWDA	N/A	N/A

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End Plan