

September 4, 2025

Rodney Bollinger  
 Director of Administrative Services  
 City of Jackson, Missouri  
 101 Court Street  
 Jackson, Missouri 63755

Re: Post-Closure Assessment Memorandum

Dear Mr. Bollinger:

The Jackson Sanitary Landfill (Site), owned by the City of Jackson, Missouri (City), is located within Cape Girardeau County, outside of city limits. The Site is approaching the conclusion of its 30-year post-closure care period on November 1, 2026. Per Title 10, Code of State Regulations (CSR) 80-2.030(4)(F)2.B and Section 260.227.1 of the Revised Statutes of Missouri (RSMo), the City is submitting a request to the Missouri Department of Natural Resources (MDNR) to formally terminate the post-closure period. This memorandum outlines potential future uses for the Site following termination of the post-closure period, summarizing the advantages and disadvantages of each use with consideration given to potential community, environmental, and financial impact. The options evaluated include outright sale, leasing, ecological restoration and recreational use, hay/open space, composting/yard waste facility, and material/equipment storage. The Site's location and size were considered, along with property values of adjacent parcels, to help contextualize the potential market value of the Site should an outright sale be pursued.

## Site Background

The Site is located approximately 4.5 miles southwest of Jackson, Missouri, south of Missouri Highway 72 covering a total of 100.2 acres, of which 54.5 acres were originally permitted for waste disposal with eight intended phases. However, due to the implementation of Subtitle D of the Resource Conservation and Recovery Act (RCRA) and the considerable additional development costs associated with upgrading to those standards, landfill operations ceased on April 8, 1994 before all phases could be utilized. At the time of formal closure in November 1996, only three phases had been filled with waste, leaving the remainder of the Site free of waste.

The Site is currently divided into four parcels, each classified by the Cape Girardeau County Assessor's Office under an Exempt property tax status, meaning they are not subject to local property taxes under the Missouri law due to their public ownership and use (as outlined in RSMo Section 137.100). Table 1 presents the current parcel layout.

**Table 1: Jackson Sanitary Landfill Parcels**

Parcel Reference Area	Property Address	Parcel Number	Approximate Parcel Acreage	Waste In Place? (Y/N)	Classification
Southeast	489 Mica Ln Jackson, MO 63755-0000	14-400-17-00-002.00-0000	44.57	Yes	Exempt
North	County Rd 341 Jackson, MO 63755-0000	14-100-08-00-010.00-0000	41.38	No	Exempt
Southwest	County Rd 341 Jackson, MO 63755-0000	14-400-17-00-003.00-0000	14.16	No	Exempt
Central	County Rd 341 Jackson, MO 63755-0000	14-400-17-00-003.01-0000	3.03	No	Exempt

Source: [Cape Girardeau County](#)

## Permit Conditions

The *Closure and Post-Closure Plans and Cost Estimates*<sup>1</sup> for the Site indicated that, following closure, the operator planned to maintain the property as grassland. Opportunities for alternative construction are limited within areas containing waste because of the ongoing settlement, decomposition, and gas emissions. Any activity that could disturb the waste or landfill cap must be approved by the MDNR. If construction is planned, foundations and structures are not recommended as to not interfere with cap, and plans must be submitted to the MDNR for approval. Changes in land use may also require permit modifications. If the Site is sold or repurposed for non-public use, the current property tax classification may be subject to reevaluation in accordance with applicable local and state regulations. According to MDNR guidance (PUB2430), crop cultivation and livestock grazing is not allowed on closed landfills, but growing and cutting hay is<sup>2</sup>.

The permitted waste boundary spans all four parcels of the Site, meaning that development restrictions imposed by MDNR apply to all parcels. However, the City may request a permit modification to revise the boundary so that restrictions only apply to the parcel containing waste. If approved by MDNR, the use limitations could be confined to the Site's 44-acre southeast parcel. The closed landfill does not have leachate management, gas collection, or water monitoring systems which simplifies future maintenance requirements. Ongoing maintenance for the permitted area would primarily involve preserving the integrity of the landfill cap, maintaining vegetative cover, ensuring proper drainage to prevent erosion or water accumulation, and controlling access.

## Potential Future Uses

The following section of this memorandum outlines potential alternative future uses for the Site.

### *Outright Sale*

The Site's division into four parcels presents a strategic opportunity for sale, particularly since only one parcel contains waste. This segmentation allows for the potential sale of individual sections, which could attract buyers interested in specific parcels without assuming full responsibility for the entire property. If the Site is sold, the new owner will assume responsibility for necessary maintenance, thereby reducing the City's long-term obligations. Environmental compliance with the MDNR can be costly and time-consuming, which may discourage potential buyers. This includes routine maintenance of the landfill cap and addressing issues like erosion. New owners must be made aware of the landfill's history and any remaining risks.

To help contextualize the potential market value of the Site should an outright sale be pursued, Table 2 and Table 3 provide a comparison of full market land value, acreage, and property tax status classification for parcels adjacent to both the waste-filled and non-waste-filled areas of the Site. Property value data was obtained from the Cape Girardeau County Assessor's Office and reflect assessed market values used for property taxation.

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<sup>1</sup> Burns & McDonnell. (1994). *Closure and Post-Closure Plan and Cost Estimates*.

<sup>2</sup> [Maintaining a Closed Landfill - PUB2431 | Missouri Department of Natural Resources](#)

**Table 2: Summary of Waste-Adjacent Properties**

Property Address	Parcel Number	Deed Holder	Deed Acreage	Property Land Value	Classification	Direction from Site	Value Per Acre
906 Mica Ln Jackson, MO 63755-0000	14-400-17-00-004.00-0000	Aufdenberg Leon L & Donna Trust	46.95	\$16,988	Agricultural Land	Southwest	\$361.83
County Road 343 Burfordville, MO 63739-0000	14-400-17-00-006.00-0000	Hinkebein Ennis Wm II Trust Etal	109.79	\$44,026	Agricultural Land	South	\$401.00
351 Jasper Ln Jackson, MO 63755-0000	14-400-17-00-007.00-0000	Voshage Spousal Trust	129.00	\$60,799	Residential	Southeast	\$471.31
County Road 341 Jackson, MO 63755-0000	14-400-17-00-001.00-0000	Lorberg Ellen B Trust	60.60	\$21,380	Agricultural Land	East	\$352.81
301 Mica Lane Jackson, MO 63755-0000	14-400-17-00-001.02-0000	Metzger Leah M & Justin T Et Vir	10.20	\$2,900	Agricultural Land	East	\$284.31
1036 County Road 341 Jackson, MO 63755-7588	14-100-08-00-011.00-0000	Birk Glen W Trust & Birk Alice A Trust	87.11	\$47,196	Residential	Northeast	\$541.80

Source: [Cape Girardeau County](#)

**Table 3: Summary of Non-Waste-Adjacent Properties**

Property Address	Parcel Number	Deed Holder	Deed Acreage	Property Land Value	Classification	Direction from Site	Value Per Acre
1775 County Road 343 Burfordville, MO 63739-9019	14-400-18-00-001.00-0000	Aufdenberg Leon L Trust & Aufdenberg Donna J Trust	214.00	\$124,134	Agricultural Land	Southwest	\$580.07
881 County.Rd.343 Burfordville, MO 63739-0000	14-100-07-00-020.00-0000	Birk Alice A Trust Etal	92.00	\$53,388	Agricultural Land	Northwest	\$580.30
1307 State.Hwy.34 Burfordville, MO 63739-0000	14-100-08-00-006.00-0000	Sievers Lonnie G & Marilyn K Et Ux	191.00	\$91,944	Agricultural Land	North	\$481.38
County.Rd.341 Jackson, MO 63755-0000	14-100-08-00-002.00-0000	Birk Glen W Trust & Birk Alice A Trust	145.20	\$71,000	Agricultural Land	Northeast	\$488.98

Source: [Cape Girardeau County](#)

### Leasing

Leasing the Site could be more attractive to others, as this option could avoid the transfer of environmental liability. Once released from the post-closure care period, leasing could provide additional revenue for the City. While the responsibility for maintenance activities would ultimately be on the City, it could be contractually delegated to lessees. MDNR's development restrictions would still apply, but potential tenants could use the Site for staging, storage, or laydown areas for equipment and materials.

#### ***Ecological Restoration and Recreational Use***

Transforming the Site into an ecological restoration and/or recreational use area could be a thoughtful response to concerns once expressed by nearby residents during the landfill's operational period. A partnership with Cape Girardeau Conservation Nature Center or a similar nature-focused initiative could be explored. Cape Girardeau Conservation Nature Center is located approximately 10 miles east of the Site and six miles east of the City. Their amenities include two miles of nature trails, wildlife viewing areas, a children's play area, freshwater aquariums, exhibit galleries, and more. A collaboration with institutions such as Southeast Missouri State University or the University of Missouri Extension Center of Cape Girardeau County could also expand educational and community engagement. Developing the Site into a recreational area could offer a creative way to generate income and community engagement. One way to do this could be through the creation of a multi-use motorsports track, which could attract visitors through organized events, sponsorships, and possible entrances or usage fees, especially given the Site's proximity to agricultural areas where motorbikes, ATVs, and/or UTVs are commonly used. If the available space is too limited, a biking trail could be a more feasible option, offering a quieter option for the neighbors and a more flexible recreational option for the City. While most city recreational areas do not charge fees, income could be generated through special events, rentals, or partnerships. Parking could be accommodated in some of these parcels with proper ground leveling and preparation.

Use of the Site for ecological restoration and/or recreation would require significant public interest and both capital and operational funding. With the Site being miles away, the ecological restoration area would need to be unique, visually appealing, and well designed. Additionally, the presence of nearby livestock would require secure fencing and strict site management for security purposes. As mentioned, depending on the needed size for a specific recreational area, the Site might be too small or segmented to support a full-scale recreational facility. Noise from motor vehicles or incoming traffic could also be disruptive to nearby residents. Seasonal use, ongoing maintenance, security, and safety would also require consistent oversight. This option would need infrastructure such as restrooms and emergency access to be considered. The current entrance to the southeast parcel is located on its northwest corner, connecting through the central parcel of the Site. As shown in Attachment 1, visitors must pass through a neighboring parcel to access it. A shared entrance could have been an informal arrangement established years ago. It should not be assumed that this arrangement will apply to future use of the Site - access points to each parcel would need to be confirmed prior to moving forward with this option.

#### ***Hay/Open Space***

Designating the space for hay cutting or open space could offer lower maintenance requirements under the condition that hay harvested from within the permitted waste boundary is only used for non-consumption purposes. According to MDNR guidance (PUB2430), this means the hay must not be used for human consumption or as livestock feed due to the potential for contamination from landfill decomposition. It can be used for erosion control, composting, or other non-food applications. Other crops may be grown if they are reviewed and approved by MDNR.

Despite its potential, this option is constrained by MDNR's restrictions within the permitted waste area, limiting broader agricultural development. Still, this approach offers a straightforward way to keep the Site active and maintained without significant capital investment or operational complexity.

#### ***Composting/Yard Waste Facility***

Establishing a yard waste facility on the Site could offer a practical way to manage organic materials locally. The property could be used as a drop-off location, a secondary stockpiling location, and/or an active composting / mulching facility. A drop-off or stockpiling option would take advantage of the available space, though its location may be less convenient than the City's current system. A composting or mulching operation could produce useful materials and serve as a regional resource since the area has limited infrastructure.

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This option would require more effort and potentially higher costs compared to the City's current practices. Whether it is used for drop-off, stockpiling, or processing, the City would need to further analyze the transportation logistics, infrastructure needs, and staffing required to support the operation. Long-term viability would depend on operational costs, demand, and the ability to maintain the Site's integrity of the landfill cap, vegetative cover, and drainage.

#### **Material/Equipment Storage**

Repurposing the Site as a material or equipment storage space could help alleviate space constraints for the City by relocating items from more active or limited-use properties. This option would make use of available land without requiring significant structural development, thereby aligning with MDNR's restrictions on the Site. It offers a straightforward and functional use of property that supports municipal operations while keeping the land maintained and active.

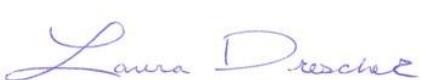
However, using the Site for storage would require investment in basic infrastructure and security measures to protect stored materials and prevent unauthorized access. Depending on the type of equipment or materials stored, fencing, surveillance, and controlled access may be necessary. Though the Site's distance from the City may impact logistical benefits, it remains a practical option for low-impact operational support.

#### **Conclusion**

As the Site approaches the end of its 30-year post-closure care period, several future land use options can be considered in anticipation of potential release from regulatory oversight. The City may part with the Site through outright sale or a leasing arrangement. Alternatively, the Site could be developed into a beneficial property for ecological restoration and recreational use, hayfield or open space, yard waste management, or municipal material and equipment storage. These alternatives offer varying levels of feasibility, community benefit, and level of effort for MDNR compliance. While options may present opportunities for revenue generation and/or public engagement, they may require permit modifications, infrastructure investment, and/or ongoing maintenance. Ultimately, selecting a path forward will depend on careful planning, regulatory approval, stakeholder input, and the City's goals for responsible land management and beneficial use of the property.

Sincerely,

Burns & McDonnell Engineering Company, Inc.



**Laura Drescher, PE**  
Project Manager

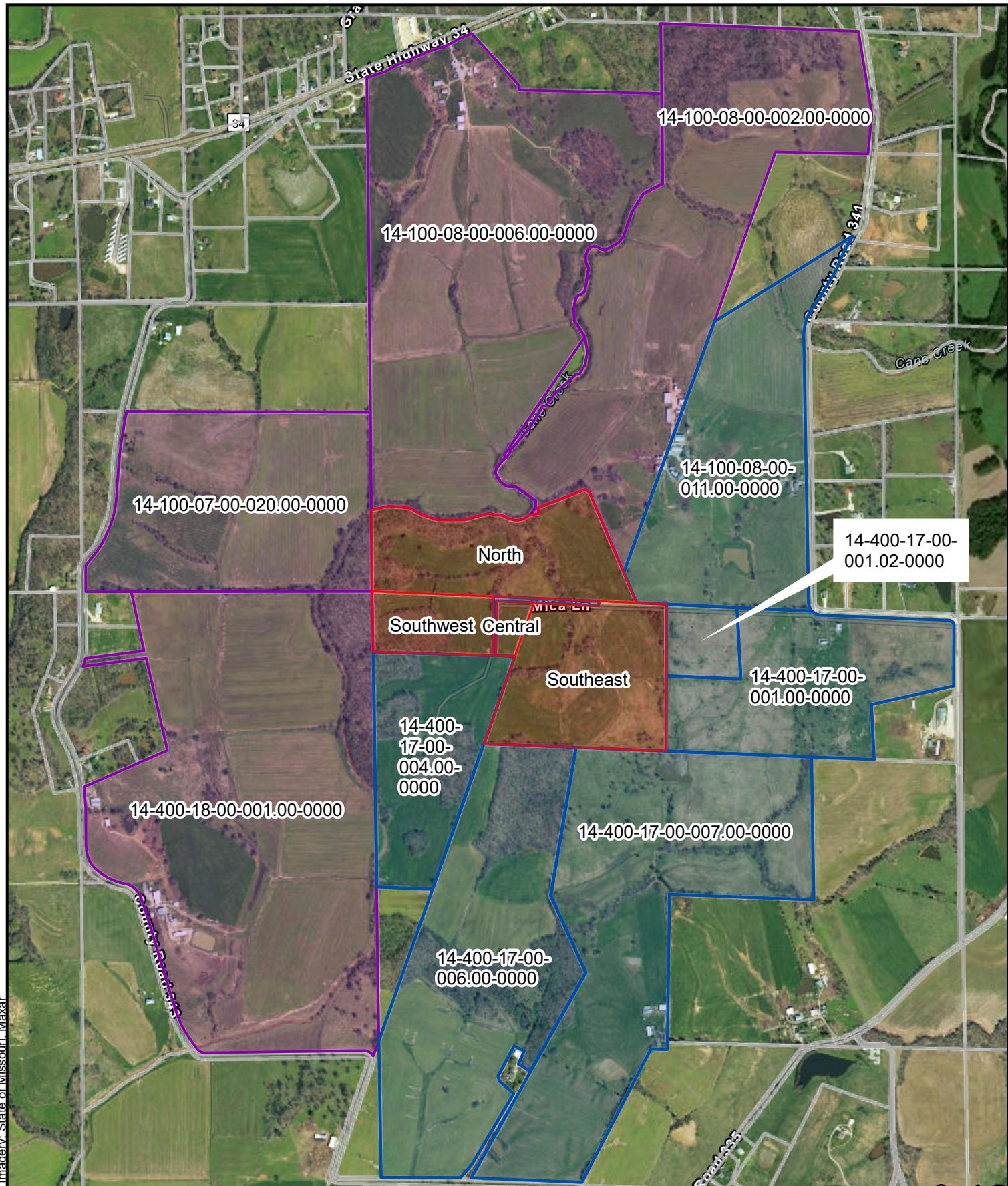


**Brit Hoffman, PE**  
Project Engineer

#### Attachments

Attachment 1 – Jackson Sanitary Landfill Parcels

cc: Matt Winters, City of Jackson, Missouri



- Current Landfill Parcels
- Non-Waste-Adjacent Parcels
- Waste-Adjacent Parcels



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US Feet

**BURNS**  
**MCDONNELL**

Jackson Sanitary Landfill Parcels