

RESOLUTION NO. 4497

A RESOLUTION ADOPTING THE  
CHAMPAIGN COUNTY SOLID WASTE MANAGEMENT PLAN  
5 YEAR UPDATE

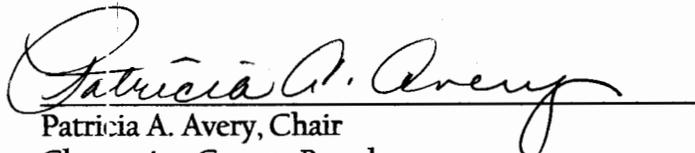
WHEREAS, pursuant to the "Local Solid Waste Disposal Act", 415 ILCS 10/3, the County of Champaign has adopted a Solid Waste Management Plan by Resolution Number 3077, adopted February 19, 1991; and

WHEREAS, pursuant to the "Local Solid Waste Disposal Act", 415 ILCS 10/3, the County of Champaign adopted a 5 Year Update to the Champaign County Solid Waste Management Plan on November 19, 1996; and

WHEREAS, the County of Champaign seeks to adopt a second 5 Year Update to the Champaign County Solid Waste Management Plan.

NOW, THEREFORE, BE IT RESOLVED, by the Champaign County Board, Champaign County, Illinois, that the Five Year Champaign County Solid Waste Plan 2001 Update, attached and incorporated with this Resolution, is hereby adopted.

PRESENTED, PASSED, APPROVED and RECORDED this 23rd day of January, A.D. 2002.

  
Patricia A. Avery, Chair  
Champaign County Board

ATTEST:

  
Mark Shelden, County Clerk and  
Ex-Officio Clerk of the County Board

# CHAMPAIGN COUNTY SOLID WASTE MANAGEMENT PLAN UPDATE

## GENERAL INFORMATION

Local Government: Champaign County  
Contact Person: Debra Busey  
Address: 1776 East Washington Street  
Urbana, IL 61802

Telephone: 217-384-3776 Plan Adoption Date: February 19, 1991  
Re-adoption Dates: May 31, 1996 and Plan Update Due: November 19, 2001

### **I. Recommendations and Implementation Schedule Contained in the Adopted Plan**

Approximately forty-six recommendations were made in the 1991 Champaign County Solid Waste Management Plan. These include both specific and general recommendations directed at Champaign County, the City of Urbana, the City of Champaign and interested parties in the private and nonprofit sector. The implementation schedule for most of these suggestions was left to the discretion of the implementing agency, the Intergovernmental Solid Waste Disposal Agency.

#### **A. Source Reduction**

Source Reduction recommendations can be divided into four different areas: Post-Consumer Source Reduction, Toxicity Reduction, Increasing the "Recyclability" of the Waste Stream and Industrial Source Reduction. No specific implementation schedule was associated with the eighteen source reduction recommendations.

#### **Post-Consumer Source Reduction**

1. An education coordinator should be part of the implementing agency's staff.
2. The County and municipal governments, as well as other municipal agencies, should encourage source reduction activities whenever possible.
3. County and municipal governments should encourage State and Federal officials and representatives to address the issue of source reduction in whatever means possible.
4. County and municipal governments, as well as other municipal agencies, should require that all departments complete a waste audit.
5. County and municipal governments should require that the ultimate disposal costs be calculated as part of their procurement process.

#### **Toxicity Reduction and Increasing the "Recyclability" of the Waste Stream**

1. The education coordinator should develop materials to inform consumers of the type of hazardous waste in their home.
2. A separate publication on the alternatives to hazardous waste should be made available through local offices.
3. Implementation of toxicity reduction should be coordinated with other community groups.

4. County and municipal governments should encourage the introduction and passage at the State and Federal level that address the issue of toxicity reduction.
5. If the State or Federal governments do not pass legislation addressing the proper disposal of hazardous materials, or if no private firm establishes a comprehensive program for proper disposal of the hazardous materials within 5 years, review of this plan should include consideration of banning these materials from any municipally owned or operated facilities or review the way and means of adding taxes on select hazardous materials.
6. If there has been no State or Federal legislation enacted to address problem components of the waste stream with 5 years of this plan's adoption, re-evaluation of deposits, surcharges, and product bans and other related activities should be undertaken.
7. The education coordinator should include information on the recyclability of items in all program material as well as making sure retail and wholesale outlets should use proper bags for the conveyance of purchases.

### **Industrial Source Reduction**

1. The implementing authority should develop a waste audit program that would consist of staff visits to facilities to assist businesses and industries in determining where and how they may be able to reduce their waste generation and toxicity levels or to alter their waste to make it more easily processed.
2. Development of a waste disclosure report should be included as part of the review process within the economic development and planning departments of member governments.
3. The County and municipal governments should encourage efforts to reuse existing structures in the community as much as possible.
4. Demolition permits should have a thirty-day waiting period.
5. The creation of a construction material recycling center should be investigated.
6. There should be a municipally sponsored Small Quantity Generator Program.

### **B. Recycling and Reuse**

The twenty-one recommendations for recycling and reuse were divided into two separate implementation schedules: seventeen recommendations for the next five (5) years (1990-1995) and four long-term recommendations. The recommendations for 1990-1995 were divided into five categories: General, Residential, Yardwaste, Commercial, and Community Recycling Center.

### **1990-1995 Recommendations**

#### **General**

1. The Cities and County should develop a unified recycling system and agency to operate the recycling programs.
2. The Cities and County, through their membership in the association, should develop a material recovery facility to "mainstream" recycling in Champaign County.

3. The Cities and the County should consider altering the current licensing structure for haulers.

#### **Residential**

1. The City of Urbana should add HDPE/PET collection to their curbside routes.
2. The City of Champaign and the City of Urbana should expand their curbside collection programs to service buildings with 5-9 units with a targeted participation rate of 30%.
3. Both Cities should use educational and promotional means to raise participation rates to a targeted range of 45 – 55%.
4. Both Cities should add the collection of cardboard/paperboard to the curbside programs (including the 5-9 unit buildings).
5. The County should maintain their current number of drop-offs.

#### **Yardwaste**

1. The City of Champaign should begin a nine-month yard waste collection program.
2. The City of Urbana should maintain their U-Bag and U-Tie Program.
3. Both Cities should investigate the development of residential backyard composting programs.

#### **Commercial**

1. There should be no municipally sponsored programs intended to service large commercial and industrial firms in the County.
2. A partnership between the private haulers and the implementing authority should be developed to increase the recycling opportunities for small to medium sized businesses.
3. Both the Cities and the County should review their zoning, building codes, health and safety codes or any other ordinance or regulation that may hinder recycling activity in the commercial and industrial sector.

#### **Community Recycling Center**

1. CRC should re-evaluate their operations and determine whether collection or processing should be their primary function.
2. The in-town drop-off sites should be upgraded.
3. CRC should determine how to optimize their current capacity without any major improvements.

#### **Long-Term Recommendations**

- The database of waste generation recycling and disposal information should be routinely updated.
2. The municipal programs should continuously adapt the materials collected to the changing mix of recyclable materials.
3. Studies on how to service 10 plus unit residential structures should be undertaken.

4. The recycling programs should be amended to accommodate generator-based waste reduction programs when appropriate.

C. Combustion for Energy Recovery

D. Combustion for Volume Reduction

Ten scenarios were considered with the body of Champaign County's Solid Waste Management Plan. Two of the ten scenarios considered in the Solid Waste Management Plan included the construction of a combustion facility. This facility was to be located in the vicinity of the University of Illinois' Abbott Power Plant. In the final analysis, these scenarios were not recommended to be the most cost effective way to achieve Champaign County's solid waste management goals.

E. Disposal in Landfills

Scenario #6 was chosen as the most cost efficient way to achieve Champaign County's solid waste management goals. This proposal calls for the construction of an in-county transfer station with material recovery component, and the construction of an in-county Landfill. Scenario #6 states that the previously mentioned expanded curbside program (see residential recommendations) be implemented in 1992, the Transfer Station with material recovery operational by 1992 and the new landfill opening in 1995. The following six recommendations associated with the implementation of Scenario #6 separated into four categories: Ownership, Operation and Procurement, Implementing Agency, Flow Control, and Financing.

**Ownership, Operation and Procurement**

1. Local government should own the facilities.
2. Local government should develop a public/private partnership for the operation of the solid waste facilities.

**Implementing Agency**

1. Designate the Intergovernmental Solid Waste Disposal Association as the implementing agency.
2. Local municipal recycling programs should continue under the direction of the member governments until such time as ISWDA can consolidate service.

**Flow Control**

1. Flow Control should be enacted immediately after the adoption of the Solid Waste Management Plan to insure demand for services for the future in-county landfill and reduce the municipality's liability with regard to out-of-county disposal sites.

**Financing**

1. In Champaign County, solid waste facilities should be financed with revenue bonds.

## **II. Current Plan Implementation Efforts**

### **A. Which Recommendations in the Adopted Plan have been implemented?**

#### **Source Reduction**

The county and municipal governments, as well as other municipal agencies, should encourage source reduction activities whenever possible.

Implementation of toxicity reduction should be coordinated with other community groups.

The County and municipal governments should encourage efforts to reuse existing structures in the community as much as possible.

#### **Recycling and Reuse**

The Cities and the County should consider altering the current licensing structure for haulers.

The City of Urbana should add HDPE/PET collection to their curbside routes. This change in curbside service was adopted in 1996.

The City of Champaign and the City of Urbana should expand their curbside collection programs to service buildings with 5-9 units. (Although municipally run curbside recycling has been discontinued in Champaign, some buildings with 5-9 units are receiving recycling services from independent haulers.) The City of Urbana U-cycle program service both multifamily and single residences. Champaign requires by ordinance that haulers provide service to residences of 1 to 4 units.

Both Cities should add the collection of cardboard/paperboard to the curbside programs. Urbana provides this service. (Although municipally run curbside recycling has been discontinued in Champaign, some independent haulers may supply these recycling services.)

Both Cities should investigate the development of residential backyard composting programs. The City of Champaign ran a Pilot program whereby they would supply a resident with \$20.00 to begin their own backyard composting programs. The City ran an ad in the local newspaper and attracted approximately 30 participants.

#### **Community Recycling Center**

CRC should re-evaluate their operations and determine whether collection or processing should be their primary function.

The in-town drop-off sites should be upgraded.

CRC should determine how to optimize their current capacity without any major improvements.

❖ **Briefly describe which recommendations were not implemented and the reasons why these were not implemented.**

Few of the some forty-six recommendations were implemented over the last five years. The primary reason for this is due to the community's rejection of the Solid Waste Management Plan's implementing agency, the Intergovernmental Solid Waste Disposal Association (ISWDA). ISWDA was comprised of members from Champaign County, the City of Champaign, and the City of Urbana.

ISWDA was recommended to be the implementing agency because an intergovernmental agency would, according to the Solid Waste Management Plan, "...allow the broadest county representation, ...allow multiple points for public input, and will ...offer a checks and balances system." One may infer from these statements that ISWDA's purpose was to develop a consensus between the various local municipalities, the private and non-profit sector, and the larger citizenry of Champaign County. Once plans moved forward, however, to centralize authority of Champaign County's solid waste management in the hands of ISWDA, it became apparent that there were many philosophical and practical barriers to ISWDA acting as the implementing agency. Large projects such as locating, financing and managing the recommended transfer and landfill facilities fostered disagreement and dissension. In addition, initiatives to standardize collection and processing procedures throughout the County through flow control measures met with resistance.

ISWDA proposed actions met with opposition mainly from four stakeholders. The farming community in Homer objected to the placement of a landfill in an area that was once farmland. The independent waste haulers who operated in the Urbana-Champaign area formed a Waste Haulers Association in August 1992 and lobbied for the privatization of solid waste management services in the City of Champaign and the City of Urbana. The Waste Hauler's Association objected to the type of flow control restrictions suggested by ISWDA. These restrictions on where the haulers could take their solid waste were an integral part of ISWDA plan to pay for the operation of a Champaign County landfill and transfer station. Local municipalities and regional nonprofit corporations raised doubts that ISWDA would operate these facilities as efficiently as would a private and/or nonprofit company.

In the Spring of 1992, after opposition was met from the farming community in Homer, and amidst negotiations with waste haulers to privatize collection of solid waste, the City of Champaign decided to withdraw from ISWDA. Champaign County had already relaxed its support for the inter-jurisdictional agency. The agency lost its original authority and its power to implement aspects of the Solid Waste Management Act became severely limited. Consequently, the following recommendations did not get implemented.

### **Source Reduction**

An education coordinator should be part of the implementing agency's staff.

County and municipal governments should encourage State and Federal Officials and representatives to address the issue of source reduction in whatever means possible.

County and municipal governments, as well as other municipal agencies, should require that all departments complete a waste audit.

County and municipal governments should require that the ultimate disposal costs be calculated as part of their procurement process.

The education coordinator should develop materials to inform consumers of the type of hazardous waste in their home.

A separate publication on the alternatives to hazardous waste should be made available through local offices.

County and municipal governments should encourage the introduction and passage of bills at the State and Federal level that address the issue of toxicity reduction.

The education coordinator should include information on the recyclability of items in all program material as well as making sure retail and wholesale outlets should use paper bags for the conveyance of purchases.

The implementing authority should develop a waste audit program that would consist of staff visits to facilities to assist businesses and industries in determining where and how they may be able to reduce their waste generation and toxicity levels or to alter their waste to make it more easily processed.

Development of a waste disclosure report should be included as part of the review process within the economic development and planning departments of member governments.

Demolition permits should have a thirty-day waiting period.

The creation of a construction material recycling center should be investigated.

There should be a municipally sponsored Small Quantity Generator Program.

### **Recycling and Reuse**

The Cities and County should develop a unified recycling system and agency to operate the recycling programs.

The Cities and the County, through their membership in the Association, should develop material recovery facilities to "mainstream" recycling in Champaign County.

The City of Champaign should begin a nine-month yard waste collection program. The City of Champaign practices yard waste collection nine weeks out of the year. Currently, they run a five-week leaf collection schedule in the fall, a two-week tree collection after Christmas, and a two-week general yard waste collection program in the spring.

Both Cities should use educational and promotional means to raise participation rates to a targeted range of 45-55%. Currently, there are no planned educational or promotional initiatives and the City of Urbana and the City of Champaign has no way to track the participation rates in their respective municipalities.

The City of Urbana should maintain their U-Bag and U-Tie programs. Independent Waste Haulers now operate a similar system.

Both the cities and the County should review their zoning, building codes, health and safety codes or any other ordinance or regulation that may hinder recycling activity in the commercial and industrial sector.

The database of waste generation recycling and disposal information should be routinely updated.

The municipal programs should continuously adapt the materials collected to the changing mix of recyclable materials.

Studies on how to service 10 plus unit residential structures should be undertaken.

The recycling programs should be amended to accommodate generator-based waste reduction programs when appropriate.

A partnership between the private haulers and the implementing authority should be developed to increase the recycling opportunities for small to medium sized business.

### **Disposal in Landfills**

Scenario #6 was chosen as the most cost efficient way to achieve Champaign County's solid waste management goals. This proposal calls for the construction of an in-county transfer station with a material recovery component, and the construction of an in-county Landfill. Scenario #6 states that the previously mentioned expanded curbside program (see residential recommendations) be implemented in 1992, the transfer station with material recovery operational by 1992 and the new landfill opening in 1995.

### **Ownership, Operation and Procurement**

Local government should own the facilities.

Local government should develop a public/private partnership for the operation of the solid waste facilities.



Yes \_\_\_\_\_ X \_\_\_\_\_ No \_\_\_\_\_

E. Does the recycling program include provisions for compliance, including incentives and penalties?

Yes \_\_\_\_\_ No X (If yes, please describe)

F. Does the program include provisions for recycling the collected materials, identifying potential markets for at least three materials, and promoting the use of products made from recovered or recycled materials among businesses, newspapers, and local governments?

Yes \_\_\_\_\_ No X (If yes, please describe)

G. Provide any other pertinent details on the recycling program.

**Introduction**

Recycling is not mandatory in Champaign County, and businesses and institutions are free to choose whether or not to institute a recycling program. Residential recycling is also not mandatory and is handled by the individual municipalities.

The County currently favors a recycling policy that encourages recycling at the individual municipality or the private or non-profit sector level. This policy is a result of the failure of the ISWDA (information provided in section two under describe recommendations not implemented). The failure of the ISWDA is seen as an indication of total lack of support and rejection of centralized government intervention in solid waste activities in Champaign County.

The following is a description of the residential recycling program in various Champaign County communities and at the University of Illinois.

**Champaign**

According to Champaign City Code, Section (15-57), commercial haulers must offer recycling, on a weekly basis. At least newspapers, glass jars and bottles, tin and aluminum cans and HDPE plastic containers from residences of four units or less must be picked up at no additional cost to the customer. Haulers may pick up additional materials. Champaign requires haulers to be licensed with the city and to submit monthly reports documenting the amount of recycled material collected. The City of Champaign also has one drop off site that accepts aluminum and tin cans, glass containers, newspapers, magazines, cardboard, office paper, and PETE and HDPE plastic containers. Each year yard waste and Christmas pick-ups are provided.

**Urbana**

The City of Urbana operates a city-sponsored curbside recycling program that offers both residential and multifamily service. The residential program, offered to buildings with six units or less, collects aluminum, steel, tin and bi-metal cans, non-paint aerosol cans, glass bottles and jars, PETE and HDPE plastic containers, newspapers, cardboard, paperboard, residential paper, junk mail, file folders,

magazines and catalogs. Residents pay a per month recycling tax for the service. Participation by residents is voluntary, though the tax is not. Residents may choose to recycle with their hauler if the service is offered. The multifamily program, offered to buildings with 7 or more units, collects aluminum, steel, tin and bi-metal cans, non-paint aerosol cans, glass bottles and jars, dairy/juice cartons, 6 pack ring carriers, PETE and HDPE plastic containers, narrow-necked plastic bottles marked V, LDPE, PP, PS, or OTHER, newspapers, cardboard, paperboard, residential paper, junk mail, and file folders. Buildings are provided with a recycling station for the residents' use. Building owners are assessed a fee for this service, which they may pass on to their tenants. To encourage source reduction and recycling, Urbana requires volume-based garbage collection. Haulers are required to be licensed with the city and to submit reports on the volume of recyclables collected. Each year yard waste and Christmas pick-ups are provided.

### **Drop Sites**

Champaign County has encouraged local recycling efforts. In 1993, Champaign County distributed over \$22,000.00 to six municipalities through the Hometown Assistance Grant Program. The purpose of these funds was to provide start-up costs for recycling drop-off centers in participating municipalities. Of the six sites established, five remain in operation, funded either by the municipality or combined efforts of the municipality and the township. Communities with sites in operation include Homer, Philo, Odgen, Sidney, and St. Joseph. The type of recyclables that are collected include aluminum and tin cans, glass bottle and jars, plastics including PETE, HDPE, V, LDPE, PP, PS, and OTHER, newspapers, cardboard, paperboard and most non-carbonized household papers.

A drop site operates in the Village of Rantoul. The Village of Thomasboro and Mahomet lost their drop sites when service was discontinued as a result of a fire at the Rantoul recycling center. Thomasboro is attempting to reopen its drop site. Local haulers have offered to reopen the Mahomet site but at a fee to the Village. The site formerly operated without municipal subsidy. Village officials would prefer if haulers offer curbside service.

The Village of Savoy does not mandate, fund, or coordinate any recycling efforts, however, the Village administrator reports that at least one residential hauler offers curbside service. Also, several haulers offer yard waste pick up and most of the commercial haulers offer office paper recycling.

Municipalities with populations exceeding 1,000 that do not have recycling options available to residents include Fisher and Tolono. Mahomet and Thomasboro are without drop boxes at the current time with the availability of recycling to be resolved at some future date.

### **University of Illinois**

In the fall of 1997, the university opened its Material Recovery Center. It is believed that the center will allow the university to improve its recycling rate to over 50% of

its waste stream. The university recycles cans: aluminum, tin, steel, paper: office paper, magazines, journals, envelopes, junk mail, newspapers, manila and file folders, blue prints, and books, and plastics: PETE and HDPE.

#### **Landscape Waste**

The Landscape Recycling Center is operated by the City of Urbana on the behalf of the City of Urbana, the City of Champaign, and Champaign County. Materials accepted by the center include trees and shrubs, bulkwood, brush and plant cuttings, leaves and grass clippings, sod, woodchips, and clean soil. The center sells processed materials to both the public and to private firms.

#### **Other Information**

The communities of Rantoul, Champaign and Urbana have sponsored household hazardous waste collection days in 2001.

### **IV. Current Needs Assessment Information (optional)**

#### **V. New Recommendations and Implementation Schedule**

Recognizing the demonstrated lack of political sentiment for centralized, government-administered, countywide solid waste management, Champaign County should pursue a practical approach to solid waste management in the next five years. At this time, Champaign County has no further plans to construct a transfer or landfill facility. The county will focus its limited resources upon providing support for the current source reduction and recycling efforts initiated by local municipalities, the private and nonprofit sectors. The central goal of the county should be to reduce the amount of municipal waste that is land filled outside of the county by reducing the waste stream and improving the ratio of waste recycled to waste generated.

The following recommendations outlined below are intended to improve the reduction of the amount of waste generated and increase the amount of waste recycled.

1. Champaign County shall, as resources permit, encourage recycling initiated by municipalities or by private or non-profit groups and encourage education efforts made by such groups.
2. The County should consider using any excess funds from waste hauler licensing to promote recycling efforts.
3. The County should encourage all departments to promote and educate staff on office recycling efforts.
4. The County should, as possible, encourage volume based collection fees.

5. The County should monitor, where information exists, County recycling rates and consider programming changes should current rates fall below 20% for non-market related reasons.
6. The County should, as possible, encourage landscape waste recycling efforts.
7. The County should, as possible, consider requiring businesses that contract with the County to practice commercial and/or industrial recycling.