



SOLID WASTE AGENCY OF LAKE COUNTY, IL

Executive Summary

The 60% Recycling Task Force was appointed by the Lake County Board and SWALCO Board of Directors in June 2010. The Task Force was comprised of 27 members representing a wide range of stakeholders. The Task Force held 12 meetings beginning in June 2010 and ending in October 2011, which resulted in the development of 36 recommendations that were approved by the Task Force at its final meeting in October 2011. The recommendations range from enhancing existing programs to mandatory programs if voluntary programs do not reach the diversion targets in the Task Force Report.

The 36 recommendations are grouped into three sectors: 1) residential (20 recommendations), 2) commercial (14 recommendations) and 3) construction and demolition (C&D) debris (2 recommendations). During the planning process the Task Force also agreed that while tracking the waste/material diverted from final disposal (the recycling rate) was important, the primary metric for judging the success of Lake County's diversion programs should be the pounds per capita per day (PCD) of waste disposed or the disposal rate. In 2010, the average pounds per day of waste disposed of by each resident in Lake County was 4.8 pounds. The goals set by the Task Force are to reduce this to 4.12 PCD in 2015 and 3.48 PCD in 2020, or in effect reduce the waste disposed to 40% of what is generated.

One of the primary barriers to reaching the disposal goal is the need to change the mindset of people from "waste management" to "material or resource management". Once people have a better understanding of the importance and benefits of recycling and composting they will likely participate more effectively if provided convenient programs. This need for education was discussed at length by the Task Force and led to the formation of an Education Subcommittee which helped develop the education and public outreach strategy contained in Section 4 of the Report. A second barrier is having a plan of action for achieving a 60% diversion of material/waste from final disposal, which has been addressed by this Report. Now the focus will shift to the implementation of the recommendations which will take a concerted effort by residents, businesses, the waste management and recycling/composting industry, and units of local government in Lake County.

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SOLID WASTE AGENCY OF LAKE COUNTY, IL

60% RECYCLING TASK FORCE REPORT (FINAL) December 15, 2011

SECTION 1

INTRODUCTION

1.1 PLANNING BACKGROUND

Lake County has been a leader in proactively planning for and managing the materials and waste generated by its residents, businesses and institutions evidenced by the fact that Lake County adopted the first solid waste management plan in Illinois in 1989 and subsequently adopted the first 20 year update to its plan in 2009 (under Illinois law, county-wide plans must be reviewed and updated every five years). With the formation of the Solid Waste Agency of Lake County (SWALCO) in 1991, municipal and county governments joined together to provide a countywide approach to managing Lake County's materials and waste. This cooperative approach has led to significant progress being made in diverting materials from the final disposal into more productive uses, with Lake County achieving a 39% recycling rate in 2010. But this is not enough, Lake County must continue to expand its material diversion programs and minimize its reliance on final disposal.

Many communities across the United States are developing plans that target much higher diversion goals, realizing that more can be done to recover the valuable materials in our material/waste stream, to foster job creation, and reduce environmental impacts. Some communities even go as far as to set goals of "zero waste" wherein all "wastes" are viewed as potential resources that have higher and better uses such as being reused or re-incorporated into the economic mainstream as commodities as opposed to wastes. SWALCO and Lake County are committed to the philosophy of zero waste, but recognize that significant barriers still exist to achieving higher diversion goals. A primary barrier is changing the mindset of people from "waste management" to "material management" or "resource management". In this report you will note that the term "material" is often used in place of or along with the term "waste". Another primary barrier is the need for an articulated vision or plan which draws on the involvement and commitment of all the key stakeholders, including waste generators, units of local government and the private material/waste management industry. The goal of this Task Force Report is to begin the process of reducing and ultimately eliminating these two barriers.

As noted earlier, SWALCO and Lake County recently prepared and adopted, respectively, the 2009 Solid Waste Management Plan for Lake County, Illinois. The Plan Update contains numerous recommendations, including Recycling Recommendation R.3 which reads as follows:

Convene a task force by July 1, 2010 to investigate, evaluate and develop recommendations on how SWALCO and Lake County can realistically achieve a 60% recycling rate by 2020. The task force members shall include members of the Citizens Advisory Committee and other members selected and approved by both SWALCO and Lake County. The Task Force shall complete its investigation, and prepare and approve a final report by March 1, 2011. SWALCO will be responsible for coordinating the meetings and preparing the final report.

This recommendation has been addressed although the deadline for approving the final report was not met due to the complexity of the issue and the need to take the time to let the planning process work.

1.2 ORGANIZATION OF THE TASK FORCE REPORT

The remainder of this Task Force Report is organized as follows:

- Section 2—Planning Approach
- Section 3—Task Force Recommendations
- Section 4—Education and Public Outreach Strategy
- Section 5—Implementation of the Task Force Report

There are three attachments to this Report:

1. Attachment A lists the members of the Task Force.
2. Attachment B provides the minutes for the 12 meetings held by the Task Force.
3. Attachment C contains a PowerPoint developed by the Education Subcommittee summarizing its deliberations.

SECTION 2

PLANNING APPROACH

2.1 THREE SECTOR APPROACH

The three primary material/waste generation sectors tracked by SWALCO through its data collection efforts are:

- Residential (typically single family housing up to 4 unit multi-family);
- Commercial (includes all non-hazardous and non-special waste from typical commercial, industrial and institutional sources, and multi-family housing larger than 4 units); and
- Construction & Demolition Debris (material and waste placed in large roll-off containers, not including compactors which are part of commercial sector material/waste).

SWALCO has excellent sources of data for its residential sector due to the franchises held by most of SWALCO's municipal members, which require that the haulers provide accurate data on waste, recyclables and landscape waste collected in a given town. SWALCO and Lake County also license companies in Lake County that provide material/waste collection services and as part of the licensing requirements these companies must provide SWALCO with data on the waste and recyclables collected from the three sectors listed above. This data is relied upon to estimate the commercial and C&D debris sectors waste and recycling rates, but admittedly, this data source is not as accurate as the residential data collected from the municipal franchises.

It is also quite common for companies involved in material/waste collection to organize their businesses along the same three sectors. The collection of residential waste under franchises is much different than collecting waste from non-franchised commercial businesses or offering roll-off services for new construction, renovations, and demolitions. As a result, business lines are typically set up along these three sectors. Many companies specialize in roll-off services exclusively, with Lake County having approximately 41 companies offering roll-off services and 7 companies offering material/waste collection services to the residential and commercial sectors.

Given that SWALCO's data and the business lines of material/waste collection companies are aligned with these three sectors it seemed appropriate to split the planning process along these same three sectors. You will note that in Section 3 of this report that the Task Force developed separate recommendations for each of these sectors, with the goal of achieving a 60% diversion rate in each sector.

2.2 RECYCLING GOALS VS DISPOSAL GOALS

The Illinois Solid Waste Planning and Recycling Act requires counties to design programs to recycle 25% of the waste generated, which is considered a goal and not a requirement. Unlike other states that have penalties associated with not achieving a certain recycling rate (typically much higher than Illinois'), Illinois only requests that counties compile their data and report it to the Illinois Environmental Protection Agency on an annual basis. This data collection effort varies from county to county; much like the computation of recycling rates vary from state to state. Even the term "recycling" can be misunderstood. Does it include composting? Source reduction? Reuse? The end result is that recycling rates have become less meaningful as an accurate metric of a program's success, and for comparison purposes.

This has lead many countries in Europe and most recently the State of New York to use a different benchmark for recycling/diversion programs - the amount of waste disposed. Instead of going through the time-consuming and difficult process of tracking all the recycling, composting, reuse, and source reduction (which is not easily tracked), the focus is on reducing the amount of waste disposed and setting goals based on disposal rates, which are far easier to track from a data gathering and accuracy standpoint than material diversion. For example, New York has set a goal of reducing its pounds per person per day disposed from 4.1 pounds in 2008 to 0.6 pounds by 2030. Using the disposal metric also allows for taking credit for reuse and source reduction activities which are nearly impossible to track and take credit for under current recycling data collection efforts.

During the planning process the Task Force decided that while SWALCO should continue to make its best effort to track recycling rates (which for Lake County includes recycling and composting), the ultimate measure of the County's success should be reducing the amount of material/waste collected for final disposal. Section 2.3 contains a more detailed explanation of the data used to calculate the disposal goals for Lake County.

2.3 RECYCLING AND DISPOSAL GOALS

As discussed earlier, SWALCO collects recycling and disposal data from several different sources. Recycling data is collected from haulers, composting sites, recycling facilities, scrap yards and other known entities involved in recycling. Disposal and recycling data is collected from haulers in accordance with the Lake County Solid Waste Hauling and Recycling Ordinance on a countywide basis. More specific data on residential collection programs, including data on the amount of municipal waste, recyclables and landscape waste collected, is obtained from the haulers in accordance with franchise contracts maintained by most SWALCO members. Finally, the two in-county landfills (Zion Landfill and Countryside Landfill) provide SWALCO with annual estimates of the amount of waste disposed from Lake County and also out-of-county sources.

Combining this data and using it for useful metrics is a fairly complicated process. For this report the hauler data reported for residential franchises was used to develop the residential disposal goals. The landfill reported data was used (the data reported in accordance with the Lake County ordinance was used as a check on the landfill related data) to develop the commercial/C&D debris (combined) disposal goals. Table 1 shows the disposal data from these three sources for 2010, which is the base year for the disposal goals. Table 2 contains the disposal goals for 2015 and 2020 in pounds per capita per day (pcd) for the residential, and commercial/C&D debris sectors. These goals are quite relevant because if they aren't met by the individual members for residential disposal, and countywide for the commercial/C&D debris disposal, the mandatory recommendations in Section 3 of this Report must then be implemented.

Table 1. SWALCO Waste Disposal Data for 2010		
<u>Data Source</u>	<u>2010 Tons</u>	<u>2010 pcd</u>
A. Hauler Reported per County Ordinance		
1. Residential Waste Disposed	218,507	
2. Commercial Waste Disposed	206,498	
3. C&D Debris Disposed	152,066	
Total	577,071	4.49
B. Hauler Reported per Residential Franchise Contracts		
1. Residential (for SWALCO franchise towns only)	158,457	1.85
C. Landfill Reported (all sectors combined)		
1. WMI Countryside Landfill	314,559	
2. Veolia Zion Landfill	220,352	
3. Exported to Out of County Landfills	77,810	
Total	612,720	4.77
Notes:		
1. pcd means pounds per capita per day.		
2. 2010 Census data (703,462 Lake County population) was used to compute pcd for data sources A and C.		
3. Population used to calculate pcd for data source B was 468,681 which only includes the population estimated to be served by SWALCO members with residential franchises.		

As discussed earlier, the Task Force decided that instead of tracking the diversion goal of 60% that the County should instead focus on tracking and achieving a disposal goal of 40% of the material/waste generated. The following paragraphs describe the process used to develop the 40% disposal goals in Table 2.

Table 2. Disposal Goals for 2015 and 2020

<u>Disposal Sector</u>	<u>2010 Base Year (PCD)</u>	<u>2015 Goal (PCD)</u>	<u>2020 Goal (PCD)</u>
Residential	1.85	1.60	1.35
Commercial/C&D Debris	<u>2.92</u>	<u>2.52</u>	<u>2.13</u>
Total	4.77	4.12	3.48

The goals developed for residential disposal and commercial/C&D debris in Table 2 are based on the overall residential/commercial/C&D debris rate of 4.77 pcd (using the landfill reported data, Source C from Table 1) and the residential rate of 1.85 pcd (using the franchise reported data, Source B from Table 1). Subtracting out the residential rate (1.85 pcd) from the overall rate (4.77 pcd) leaves a combined rate for commercial/C&D debris of 2.92 pcd.

To achieve a 60% diversion rate means that 40% of the material/waste generated is disposed. The 2010 material/waste generation rate for Lake County was 8.76 pcd (612,720 tons disposed plus 511,368 tons recycled, divided by 2010 census population of 703,462). The 2020 target for material/waste disposed is 3.5 pcd ($8.76 \times 40\%$). To develop a reduction rate factor, the 2020 disposal goal of 3.5 pcd was divided by the current overall disposal rate of 4.77 pcd resulting in a reduction rate factor of 0.73 ($3.5/4.77 = 0.73$). This reduction rate factor was then applied to the current disposal rates for residential waste (1.85×0.73) and for combined commercial/C&D debris (2.92×0.73). Table 2 shows that the ultimate disposal goals in 2020 are 1.35 pcd for residential waste and 2.13 pcd for combined commercial/C&D debris. The 2015 goals are the half way points.

SECTION 3

TASK FORCE RECOMMENDATIONS

3.1 INTRODUCTION

In June 2010 the Lake County Board and the SWALCO Board of Directors passed a joint resolution (see Attachment A) appointing a 27 member Task Force pursuant to Recommendation R.3 in the 2009 Plan Update. The Task Force included members of the Citizens Advisory Committee that helped develop the 2009 Plan Update, the five primary haulers in Lake County, two compost facilities operators, a recycling facility operator, a C&D recycling facility operator, three members from Incinerator Free Lake County, three members from Lake County (two elected officials), three members from SWALCO (two elected officials), and representatives from the Lake County Municipal League, the Lake County Chamber of Commerce and a large retailer.

The Task Force met a total of 12 times beginning in June 2010 and ending in October 2011 (see Attachment B for the minutes for the meetings). The Task Force also formed an Education Subcommittee that met a total of 4 times beginning in December 2010 and ending in May 2011. The Education Subcommittee work formed the basis of the education and public outreach strategy outlined in Section 4. The remaining subsections below contain the recommendations developed by the Task Force, and approved or accepted by the Lake County Board and the SWALCO Board of Directors, including each of the 40 municipal members of SWALCO that passed local resolutions approving or accepting the Task Force Report. The recommendations are divided along the following three planning sectors: residential, commercial and C&D debris.

3.2 RESIDENTIAL SECTOR RECOMMENDATIONS

The residential sector recommendations were developed around 8 core objectives:

- Enhance existing programs
- Expand use of franchising
- Expand access to unit based pricing or pay as you throw (PAYT)
- Implement food scraps/organics collection programs
- Enhance and expand backyard composting
- Expand multi-family recycling
- Target specific materials in the material/waste stream for recycling
- Enact mandatory ordinances if voluntary measures are not successful

For each of the following residential sector recommendations the Task Force also provided input on the implementation timeframe (short - 1 to 3 years, medium - 4 to 7 years, and long - 8 to 10 years); fiscal impact (estimated percentage increase, if any, range of increase, or other appropriate cost measure); and political feasibility (low - difficult to enact local ordinances/program - medium, and high - likely to enact local ordinances/program changes).

A. Enhance Existing Programs

1. Require all single family residences in Lake County municipalities and unincorporated areas with franchises to use recycling carts (35, 65 or 95 gallon as appropriate) and single family residences in unincorporated Lake County without franchises to use either 18 gallon recycling bins or recycling carts (35, 65 or 95 gallon as appropriate) for curbside service. Municipalities should implement the transition to carts when their current contract expires or sooner.

Implementation Timeframe: Short/Medium

Fiscal Impact: \$1.50 to \$2.50 per household per month

Political Feasibility: Medium

2. Require all haulers providing residential recycling services to provide an educational flyer to their customers regarding service options/SWALCO programs at least once every other year. Utilize other means, including municipal newsletters, websites, utility bills, reverse telephone messages, to augment the hauler provided flyer on an ongoing basis.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: High

3. Beginning July 1, 2012 post quarterly material (recyclables and compostables) diversion results and refuse disposal rates in pounds per capita per day (PCD) for all SWALCO members on the SWALCO website.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: High

B. Expand Use of Franchising

1. Lake County should pursue a geographically limited franchise pilot program in the unincorporated area to test its effectiveness for lowering costs, and increasing recycling and composting by January 1, 2013.

Implementation Timeframe: Short

Fiscal Impact: None, typically lower rates with franchise

Political Feasibility: Medium

2. In areas that are not covered by a municipal or township franchise, Lake County should amend its Solid Waste Hauling and Recycling Ordinance by July 1, 2013 to require that haulers provide recycling service and include it in the cost for service regardless of whether residents choose to recycle or not.

Implementation Timeframe: Short

Fiscal Impact: \$4 to \$6 per

household per month for those without service now

Political Feasibility: Medium

C. Expand Access to Unit Based Pricing or Pay as You Throw (PAYT)

1. All Lake County municipalities and townships (with hauling franchises) should include a PAYT option in their franchise contracts with haulers in the next contract or extension. PAYT options include: 1) a sticker based program where each can or bag set out is charged for separately, with or without a base monthly fee, 2) a graduated can option with the price increasing as the size of the refuse can increases, or 3) a limited refuse program which requires a sticker for refuse that is in excess of the limited refuse requirement.

Implementation Timeframe: Short/Medium

Fiscal Impact: None

Political Feasibility: Medium

2. SWALCO/Lake County should evaluate compliance with Lake County's Solid Waste Hauling and Recycling Ordinance which currently requires haulers to offer a PAYT option to residents residing in unincorporated Lake County and take appropriate steps to ensure compliance by May 1, 2012.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: High

3. Lake County should amend its Solid Waste Hauling and Recycling Ordinance, by July 1, 2012, to require that haulers offer a PAYT option, as listed in Recommendation C.1, options 2 (graduated can) or 3 (limited), to residents in unincorporated Lake County.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: High

D. Implement Food Scraps/Organics Collection Programs

1. Conduct a pilot residential foodscrap collection program with a SWALCO member in 2012.

Implementation Timeframe: Short

Fiscal Impact: Depends on nature of pilot, may have costs for containers and supplies

Political Feasibility: High

2. Based on the knowledge gained from the pilot program and available processing capacity; decide whether to continue to expand food scrap collection in franchise agreements. By July 2013 review both the outcome of the pilot program and the status of processing capacity and make a determination on how to proceed with food scrap collection and composting.

Implementation Timeframe: Short

Fiscal Impact: Unknown until determination made on how to proceed

Political Feasibility: Unknown until program parameters are determined

E. Enhance and Expand Backyard Composting

1. SWALCO should resume its compost bin sale program (but no longer subsidize the cost) in 2011 and annually thereafter as long as reasonable demand exists.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: High

2. Lake County municipalities should modify local ordinances (if necessary) to not discourage backyard composting and to allow for neighborhood garden site composting.

Implementation Timeframe: Short/Medium

Fiscal Impact: None

Political Feasibility: High

3. All Lake County municipalities and the County of Lake should provide education to residents on greenscaping (e.g., mulching grass clippings and leaves) and backyard composting.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: High

F. Expand Multi-Family Recycling

1. All Lake County municipalities and the County of Lake should either include multi-family units in new or extended franchise contracts and require that recycling options be included in the services provided to multi-family units or enact ordinances requiring that property owners provide on-site recycling services to their tenants. If units of local government do not have a residential or commercial franchise contract they must enact an ordinance requiring property owners to provide on-site recycling service to their tenants by July 1, 2013.

Implementation Timeframe: Short/Medium

Fiscal Impact: Monthly rates may increase substantially to cover cost of new recycling service if changes are not made to refuse related services (many businesses are able to add recycling service for little or no cost if refuse services are adjusted downward)
Political Feasibility: Medium/Low

G. Target Specific Materials in Material/Waste Stream for Recycling

1. Electronic (E)-scrap: Continue to expand SWALCO's collection infrastructure so that all residents of Lake County have a convenient year round option for managing e-scrap.

Implementation Timeframe: Short

Fiscal Impact: Minimal, varies from site to site, partially offset by SWALCO's payments to collection sites

Political Feasibility: High

2. Pursue Extended Producer Responsibility (EPR) paint legislation by 2013 to cover costs for collecting, processing and managing latex and oil-based paints on a statewide basis.

Implementation Timeframe: Short

Fiscal Impact: May end up creating revenue for SWALCO depending if collection costs are covered by the EPR legislation

Political Feasibility: Medium

3. Pursue EPR plastic bag and film legislation in the 2012 session for collecting, processing and recycling plastic bags and film.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: Medium/Low

4. Pursue EPR legislation (CA just enacted first carpet law in nation) in the 2013 or 2014 session for collecting, processing and recycling carpet and padding.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: Medium/Low

H. Enact Mandatory Ordinances if Voluntary Measures are not Successful

1. If Lake County has not achieved a disposal rate of 1.6 pounds per capita per day (pcd) for calendar year 2015, using 2010 as the base year (1.85 pcd), the SWALCO Board members, the Lake County Board and all other municipalities located primarily in Lake County shall enact mandatory recycling ordinances in 2016 requiring all residential units (single units) to recycle those items listed as recyclable per the SWALCO recycling guidelines. If a unit of local government can demonstrate it has achieved the disposal rate goal of 1.6 pcd, it shall not be required to enact a mandatory recycling ordinance.

Implementation Timeframe: Medium

Fiscal Impact: Low, related to enforcement of ordinances

Political Feasibility: Medium/Low

2. If Lake County has not achieved a disposal rate of 1.35 pcd for calendar year 2020 using 2010 as the base year, the SWALCO Board members, the Lake County Board, and all other municipalities located primarily in Lake County shall enact mandatory food scrap collection ordinances in 2021 requiring the diversion of food scraps from final disposal in a landfill. If a unit of local government can demonstrate it has achieved the disposal rate goal of 1.35 pcd, it shall not be required to enact a mandatory food scrap collection ordinance.

Implementation Timeframe: Long

Fiscal Impact: \$4 to \$6 per household per month for food scrap service, this can be reduced if other changes are made to collection frequency for refuse and/or recyclables, or other innovations are achieved through collection efficiencies
Political Feasibility: Medium-Low

3.3 COMMERCIAL SECTOR RECOMMENDATIONS

The commercial sector recommendations were developed around 7 core objectives:

- Enhance existing programs
- Assist units of local government evaluate the use of franchising
- Develop model contract for commercial sector businesses
- Expand scope of hauler licensing ordinances
- Provide material/waste audit assistance
- Expand food scrap collection program
- Enact mandatory ordinances if voluntary measures are not successful

For each of these objectives the following recommendations were approved:

A. Enhance Existing Programs

1. SWALCO should work with the local chambers of commerce, the County of Lake and the municipalities to develop and implement an award and recognition program that promotes awareness of businesses that do recycle (e.g., a window sticker indicating this store recycles), and also highlights success stories in Lake County. More specifically, SWALCO should develop a program by 2013, based on the Earth Flag program example, where local businesses that meet certain minimum recycling program standards could self-nominate for a SWALCO recognized recycling designation or status.

Implementation Timeframe: Short

Fiscal Impact: Minimal cost for stickers, awards, promotions

Political Feasibility: High

2. SWALCO should post commercial waste generation and management data on its website on a regular basis beginning in 2012. This data should include the countywide data provided by the haulers and municipal level data for those municipalities with commercial franchise agreements.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: High

3. As part of the business licensing process utilized by Lake County municipalities and the County of Lake, recycling should either be promoted during the licensing process or become a requirement of licensing. In the absence of a business licensing program, units of local government should consider other recycling outreach and education programs for local businesses.

Implementation Timeframe: Short

Fiscal Impact: None, if recycling is only promoted; if required, business costs may increase for recycling service if refuse service is not downsized/reduced or if such a reduction is not feasible (some businesses may already have minimal refuse service and won't be able to reduce service)

Political Feasibility: High if promotion only; Medium/Low if a requirement

B. Assists Units of Local Government Evaluate the Use of Franchising

1. SWALCO should continue to provide assistance and educational materials to municipalities in Lake County that are interested in evaluating commercial franchising.

Implementation Timeframe: Short/Medium/Long

Fiscal Impact: Potential savings to businesses

Political Feasibility: Medium

C. Develop Model Contract for Commercial Sector Businesses

1. SWALCO, with input from the haulers and business community, should develop, by October 1, 2012, a model contract for collection services provided to commercial sector businesses and institutions. The model contract should address key issues such as term of contract, renewal provisions, annual escalators, and surcharge fees. SWALCO should recommend the use of the model contract to local businesses as part of its outreach and assistance to local businesses.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: High

D. Expand Scope of Hauler Licensing Ordinances

1. SWALCO municipal members and other municipalities primarily located in Lake County should amend their hauler licensing ordinances, by July 1, 2013, to require that haulers offer recycling services to their commercial sector customers. Hauler licensing ordinances should be further amended to require that the hauler's offer to the business that currently don't recycle be in a written form and that the businesses be asked to respond to the hauler's offer in writing as well.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: High

E. Provide Waste Audit Assistance

1. SWALCO should provide, by July 1, 2012, reference materials and information on its website regarding waste audit procedures and the USEPA's WasteWise program.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: High

2. As requested and based on available staff time SWALCO staff should provide waste audit assistance to commercial sector businesses or institutions located in Lake County.

Implementation Timeframe: Short/Medium/Long

Fiscal Impact: None

Political Feasibility: High

3. The haulers should provide reference materials and information on their websites regarding their waste audit services by July 1, 2012. For those clients who are not recycling, the private haulers should offer to provide waste audit assistance, based on available staff, at least once every two years.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: NA, up to private sector to implement

F. Expand Food Scrap Collection

1. By July 1, 2012, SWALCO should provide reference materials and information on its website regarding the development and implementation of commercial food scrap collection programs, the location of composting sites that can accept food scraps in Lake County and counties contiguous to Lake County, and haulers that provide food scrap collection services. SWALCO should develop a food scrap collection education program targeted at the larger generators of food scrap such as grocery stores, restaurants, food processors, and institutions by January 1, 2013.

Implementation Timeframe: Short

Fiscal Impact: None

Political Feasibility: High

2. SWALCO should attempt to implement a pilot commercial food scrap collection program in 2012 to demonstrate the costs and benefits associated with separate food collection service.

Implementation Timeframe: Short

Fiscal Impact: Unknown, expected to be less than \$5,000 for containers, liners for containers, and informational brochures

Political Feasibility: High

3. SWALCO members, other municipalities primarily located in Lake County, and Lake County should amend their hauler licensing ordinances, by July 1, 2014, to require that haulers offer food scrap collection services to their commercial sector food scrap customers (e.g., grocery stores, restaurants, and food processors).

Implementation Timeframe: Short/Medium

Fiscal Impact: None for offer, actual service if accepted may increase costs but actual impact will be case specific

Political Feasibility: High

G. Enact Mandatory Ordinances if Voluntary Measures are not Successful

1. If Lake County has not achieved a combined commercial/C&D debris disposal rate of 2.52 pounds per capita per day (pcd) for calendar year 2015, using 2010 as a base year (2.92 pcd), the SWALCO Board members, the Lake County Board and all other municipalities primarily located in Lake County shall enact mandatory recycling ordinances in 2016 requiring all commercial and institutional establishments to have recycling services provided by a hauler or some other service provider or program (e.g., direct to market, broker services, use of drop-off site).

Implementation Timeframe: Medium

Fiscal Impact: May increase costs for some businesses that cannot downsize refuse service enough to pay for recycling service

Political Feasibility: Low/Medium

2. If Lake County has not achieved a combined commercial/C&D debris disposal rate of 2.13 pcd for calendar year 2020, using 2010 as a base year (2.92 pcd), the SWALCO Board members, the Lake County Board and all other municipalities primarily located in Lake County shall enact mandatory recycling ordinances in 2021 requiring all commercial and institutional establishments to recycle those items listed as recyclable per the SWALCO recycling guidelines.

Implementation Timeframe: Long

Fiscal Impact: None, unless enforcement requires additional staff

Political Feasibility: Low/Medium

3.4 C&D DEBRIS SECTOR RECOMMENDATIONS

SWALCO has taken a proactive approach to assisting with the development of more C&D recycling facilities in Lake County by working with Senator Link to enact legislation in 2009 (Public Act 96-0611), which removes such facilities from local siting approval per Section 39.2 of the Illinois Environmental Protection Act and instead requires local zoning approval and a subsequent IEPA permit. To date, Lake County has one permitted C&D recycling facility owned by American Recycling and Roll-off Systems, Inc., located in Zion. There are two other facilities located south of Lake County in Northbrook (C&D Recycling) and Palatine (MBL Recycling), and both currently accept material/waste from Lake County. The City of Chicago with its mandatory C&D recycling ordinance and the green building movement (notably the Leadership in Energy and Environmental Design or LEED green building rating system) have had a significant and positive impact on the C&D recycling industry in the Chicago metro area. Now Lake County is ready to expand its C&D recycling programs as well with the introduction of mandatory C&D recycling ordinances (Lake County currently has a mandatory ordinance for certain projects in the unincorporated areas of Lake County) as discussed below in the C&D debris sector recommendations.

A. Enact Mandatory Ordinances

1. SWALCO should develop a model C&D debris recycling ordinance, based on state law, with the input of local developers, contractors, haulers and units of local government by April 1, 2012. SWALCO members, and other municipalities in Lake County shall enact the model ordinance (with modifications as deemed necessary by the unit of local government) by January 1, 2013 and make it effective once a C&D recycling facility is located within a reasonable travel distance from the unit of local government and is competitive with the price of landfilling the material.

Implementation Timeframe: Develop model ordinance – short; Enact local ordinances – short/medium

Fiscal Impact: Minimal, goal is to have this be cost neutral or save money

Political Feasibility: High, contingent on cost impact being neutral or less than landfilling

2. Lake County should amend its C&D recycling requirements (included in the Solid Waste Hauling and Recycling Ordinance) based on the model ordinance prepared by SWALCO in Recommendation A.1, and the location and cost competitiveness of the C&D recycling infrastructure in Lake County.

Implementation Timeframe: Short

Fiscal Impact: Minimal, goal is to have this be cost neutral or save money

Political Feasibility: High, contingent on cost impact being neutral or less than landfilling

3.5 OTHER FACTORS IMPORTANT TO REACHING THE DIVERSION GOALS

In addition to the 36 recommendations described above the Task Force also discussed several “macro realities” that are applicable across all three sectors, including:

- The need for conveniently located (to reduce transportation costs which are a main cost driver in the material/waste management business) and adequately sized processing capacity for recyclable and compostable materials that can manage the increased tonnage in an economically viable manner. This includes material processing facilities (MRF) for residential, commercial and institutional recyclables (both fibers and containers); composting facilities permitted to accept not only landscape waste but other organics such as food scrap and food processing residues; and recycling facilities that can manage C&D debris in compliance with state law. Reducing the reliance on landfilling and meeting the disposal goals in this Report will require diverting hundreds of thousands of tons of material out of the landfills and into such diversion facilities. The private sector will be relied upon to develop the needed infrastructure to manage these resources.

- Related to the macro reality discussed above is the concept of encouraging the two in-county landfills to begin evaluating on-site scavenging (which will likely require a modification of their IEPA permits) of the material/waste accepted at the landfills. This ranges from a dirty-MRF located on site to sort out valuable recyclables prior to landfilling, using magnets to harvest metals from the open face of the landfill, to using dedicated drop boxes for materials such as carpeting and mattresses that would then be transported off-site to downstream recycling facilities.
- Market development is essential if Lake County is to be successful in diverting materials from the landfill. The area needing most attention is markets for finished compost as Lake County begins to divert food scraps and other organics from the landfill to composting sites. If food scrap composting is implemented county wide it will increase volumes by 50% or more above current volumes from landscape waste. Other materials that offer unique collection or marketing challenges are #6 and #7 plastics, plastic film and glass.
- Education will be essential if Lake County is to move forward and reach the disposal goals set for 2015 and 2020. Those that generate materials/waste must realize that all programs start with their participation, and they need to understand why that participation is important. In addition, their participation must be made relatively easy and convenient. Section 4 of this Report discusses the education strategy which is partly based on the concept of community-based social marketing. Community-based social marketing utilizes various “tools” (developed and tested by social science research) to foster behavior change by understanding and overcoming barriers at the community level.

SECTION 4

EDUCATION AND PUBLIC OUTREACH STRATEGY

4.1 BACKGROUND AND INTENT

An Education Subcommittee, comprised of several members of the Task Force, was formed to evaluate and discuss how to effectively communicate the need for and means of achieving a 60% diversion/recycling rate in Lake County. The Subcommittee first met in December 2010 and met several times thereafter to brainstorm and strategize possible methods and initiatives that were then presented back to the Task Force. Attachment C contains a PowerPoint that summarizes the work effort and final recommendations of the Subcommittee.

4.2 ISSUES AND CHALLENGES

The Subcommittee discussed articles, conducted research, and shared information to determine what the key issues were that needed to be addressed by an education and public outreach strategy. The Subcommittee developed the following list of key issues:

- Convenience and hassle factor
- Access
- Education (address why recycling is important and how to participate effectively)
- Language Barriers
- Contamination
- Cost
- Perceptions

4.3 APPROACH/WHERE TO BEGIN

The most convincing and well-documented work in changing environmental behavior is through social marketing efforts that promote an idea or behavior to a target audience. After reviewing the challenges and obstacles to recycling, the Subcommittee outlined and developed several categories or groups of recyclers here in Lake County (and other regions as well).

- Hardcore
- Green
- Fair weather recyclers
- Trying but confused
- Because you make me
- Not getting the message
- Unreachable (hopeless)

Of these groups, it was agreed that Lake County would have the most success in reaching and encouraging new behaviors, and increased recycling with the: 1) fair weather recyclers, 2) trying but confused, and 3) not getting the message. These groups were also considered to be some of the larger sized population segments. The Subcommittee defined a list of probable barriers for each group and created tactical plans for each, based on the anticipated obstacles and challenges specific to each.

4.4 UNDERSTANDING THE TARGETED GROUPS

The following is a brief overview of the recycling outlook of each group and the barriers to increasing recycling activity with each group as determined by the Subcommittee.

- A. Fair Weather: Know that recycling is important; not truly important to them personally; may recycle occasionally. Key barrier is inconvenience, if easy and not too invasive will participate. Other key factors in behavior are peer pressure; financial incentive or consequence; cynical about where recycling goes. Barriers include: convenience, storage, lack of time, lack of space, pests, too few drop off sites, can't move bin to curb, access, cynical, financial and other perceptions.
- B. Trying But Confused: Try to recycle, but really don't know what to do and don't fully understand importance. Education is barrier, if given education and tools behavior would change; don't understand the program; particularly multi-family where access is challenging. Barriers include: Not sure what to recycle, not sure what to do, don't know where to get information, and financial concerns.
- C. Not getting the Message: Not recycling due to lack of education and information. Barriers exist to receiving information, including language, socio-economic, and cultural. Barriers include: language, don't understand the importance of recycling, doesn't see the big picture, not invested or committed, don't know what can be recycled, and financial concerns.

4.5 CRITICAL SUCCESS FACTORS FOR ALL GROUPS

The following are considered the critical success factors that must be addresses with each of the target groups discussed above.

- A. Target groups need to see the big picture around material/waste generation and management, and their role in it.
- B. Target groups need to understand that "waste" contains resources that can be recovered.
- C. Target groups need specific information and direction on how to recycle and divert material/waste.

4.6 SUGGESTED TACTICS AND RECOMMENDATIONS

After identifying the targeted groups and discussing the overall factors that would be critical for success the Education Subcommittee then focused on the specific tactics that would best communicate with the targeted groups and overcome the barriers to participating in Lake County's recycling programs. After discussing numerous educational tactics/programs the Subcommittee grouped the tactics into three primary programmatic areas: 1) public relations campaign, 2) electronic or web-based program (E-program), and 3) community outreach program. For each of these three primary program areas a more detailed list of recommendations was developed, as shown below.

A. Public Relations Campaign

- 1. Develop "umbrella campaign" and logo in an effort to brand the 60% recycling effort in Lake County
- 2. Develop contests and challenges to encourage participation.
- 3. Look further at other successful efforts nationally and internationally.
- 4. Issue periodic press releases and articles.
- 5. Develop PSAs (Public Service Announcements) and messaging through other media, including television. Focus media attention and efforts around the time of "Environmental Holidays" including Earth Day and America Recycles Day.

B. E-Program

1. Utilize, promote and direct residents and groups to the SWALCO website – much information is already there including Recycling Guidelines, Task Force Information page, What Do I Do with my Stuff: Recycle and Redirect Guide, Upcoming Electronics and HCW collections and more. Further develop web presence and information including web pages dedicated to issues such as “why recycling matters”, “top 10 reasons to recycle”; post videos on recycling operations so people can see what happens to recyclables and how they are used as feedstocks for other products; focus on a recyclable for a given month much like a “recyclable of the month”; and develop a frequently asked questions page. Additional pages should also be developed on food scrap composting, commercial sector recycling and waste audits, and C&D debris recycling.
2. Provide specific and detailed information on why it is important to recycle and the impact it has on our own community and beyond.
3. Provide promotional materials people can download view or print.
4. Make educational materials available in English and Spanish.
5. Develop a Recycling Wizard (for example, Toronto’s online “Ask the Waste Wizard”).
6. Consider developing downloadable apps for smart phones and other electronic devices.
7. Utilize You Tube and post informative and fun videos, for example, “The Life of a Can”, “Trip to the Landfill”, etc.
8. Develop social media presence – SWALCO Facebook Page and Twitter.
9. Continue to share/communicate information and ongoing updates and results online throughout process.

C. Community Outreach

1. Develop a “Recycling 101” media kit that includes:
 - a. Educational presentations (PowerPoint, handouts)
 - b. A speakers training guide
 - c. Reminder items (stickers, magnets and bookmarks)
 - d. BRCs or opt-in for website
 - e. English and Spanish formats.
2. Develop Eblasts, quarterly or bimonthly newsletter (English and Spanish) using Constant Contact.
3. Develop monthly set of factoids that other stakeholders can use (schools, community groups, SWALCO members and other municipalities) in newsletters and websites.
4. Supply books, movies, etc. to schools, educators and possibly other appropriate groups.
5. SWALCO should continue and enhance, if possible, its school and community outreach programs, including Earth Flag, and others. Zero waste grant applications and other helpful information and resources.
6. Develop direct mail content in bills for municipal hauling (work with local haulers to assist in this effort).
7. Develop posters for variety of venues, including copy machine areas, recycling bins showing what to do, etc.
8. Continue to educate children to drive household behaviors.

9. Get municipalities more involved; and distribute information to schools, churches, libraries and other community groups.
10. SWALCO should continue to work with its members and non-member municipalities, and provide programs, information (via website and other), attend community events, etc. Develop new tools and programs to help meet mission and reach 2020 goal. Continue to promote the Rs.
11. SWALCO should continue to network with other organizations and public information officers throughout the County to develop a broad based and consistent message regarding the drive to increase recycling and lower disposal volumes in Lake County.

SECTION 5

IMPLEMENTATION OF THE TASK FORCE REPORT

5.1 APPROVAL OF THE TASK FORCE REPORT

The Task Force Report was approved by the 60% Recycling Task Force at its meeting on October 12, 2011. From there the Report was sent to Lake County and each of the 40 municipal members of SWALCO in good standing with the Agency. The members' legislative bodies reviewed the Report and ultimately passed a resolution approving or accepting the Report. After each municipality and Lake County passed resolutions during the period of _____ to _____ approving or accepting the Report, a final vote was taken by the SWALCO Board of Directors at its meeting on _____.

SWALCO is comprised of 41 municipal members and the County of Lake. The City of Waukegan was suspended from SWALCO in 2008 due to its non-payment of the Operations and Maintenance (O&M) fee instituted by SWALCO in 2007. Waukegan along with the other 11 Lake County municipalities that are not members of SWALCO have not participated in the development of this Report. SWALCO intends to reach out to these units of local government to educate them about the Report and to hopefully gain their approval as well.

5.2 IMPLEMENTATION OF THE TASK FORCE REPORT

Planning without implementation renders the planning process a useless exercise. While the planning process was time consuming and required extensive discussions and compromise, the key to success for this Report is its implementation. It will take a public-private commitment to make the type of progress the Report envisions by 2015 and ultimately 2020. Most importantly, it will take a change in attitude and subsequent action by all Lake County residents and businesses to be successful.

SWALCO members have been advised that the first step in implementing the Report is to choose several recommendations, from the list of 36 recommendations that are applicable to them (15 recommendations are applicable to Lake County, 18 to municipalities, 22 to SWALCO and 3 to haulers), that can be achieved relatively quickly and easily. Then start working on ones that are slightly more challenging until they reach those that are most challenging. Building momentum is important and essential in order to stay focused on the goals and to keep making progress. If you asked people 20 years ago if smoking in bars would eventually be against the law in Illinois, they would likely have laughed at the notion. Change is possible, we need to stay focused, have a plan and implement it. SWALCO is not starting at ground zero, the Agency has some of the best recycling and household chemical waste programs in the State, but as stated earlier, we must do better.

ATTACHMENT A

ATTACHMENT A TASK FORCE MEMBERS

ATTACHMENT B

ATTACHMENT B TASK FORCE MEETING MINUTES

ATTACHMENT C

ATTACHMENT C EDUCATION SUBCOMMITTEE POWERPOINT