

**LASALLE COUNTY, ILLINOIS**

**SOLID WASTE MANAGEMENT PLAN**

**(5 YEAR UPDATE)**



**ADOPTED 2024**

**DRAFT**



**LaSalle County**  
**Solid Waste Management Plan**  
**(5 Year Update)**

LaSalle County Board

Don Jensen, Chairman

LaSalle County Landfill Oversight Committee

Pam Beckett, Chairperson

LaSalle County Land Use Committee

Doug Stockley, Chairman

LaSalle County Land Use Department

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# SECTION 1 Introduction

## 1.1 History and Purpose

LaSalle County has, and continues to, adopt solid waste management plans in accordance with the Illinois Solid Waste Planning and Recycling Act (SWPRA) (415 ILCS 12/1 et seq.). The purpose of a solid waste plan is to assess waste disposal facilities and services and review diversion methods/facilities/programs.

LaSalle County originally adopted its first 20 year plan in 1991. The next 20 year plan update was adopted in March of 2012. The 2012 plan built off of much of the content of the 1991 plan, but included additional recommendations and new data. The last five-year update was completed in 2019, which met the minimum requirements of SWPRA, and only included limited updated data.

## 1.2 Process

This 5 year plan update will build off of all previous plans and will include all current available data. The following steps were taken to develop this plan update:

1. *Data Collection and update:*
  - Review and update demographic data based on the most recent US Census (2020)
  - Survey waste haulers
  - Survey LaSalle County Businesses for recycling data
  - Worked with permitted LaSalle County waste/compost facilities to obtain disposal quantities
  - Worked with permitted facilities outside of LaSalle County to obtain disposal quantities for LaSalle County waste
2. *Review and update disposal and diversion methods*
3. *Review and update previous plan recommendations*
4. *Review plan with Landfill Oversight Committee and Land Use Committee for additional updated recommendations.*
5. *Public Hearing*
6. *LaSalle County Board Adopts 5 year Plan Update*

## SECTION 2 County Setting and Demographics

### 2.1 County Setting

LaSalle County is located in North Central Illinois and nearly equidistant from metro areas of Chicago, Bloomington-Normal, Peoria, Moline-Rock Island, and Rockford. LaSalle County borders nine other Illinois counties: DeKalb, Kendall, Grundy, Livingston, Woodford, Marshal, Putnam, Bureau, and Lee.

The County has 37 townships and spans 1135 square miles; making it the second-largest Illinois county in land area. In 2019, urban/developed areas make up 9.23% of the County's acreage, agricultural land covered an additional 80.2%, and forest/grassland/wetland/water made up the remaining 10.57%. Urban areas are concentrated near the Illinois, Fox, and Vermillion Rivers. (2023 LaSalle County Comprehensive Plan)

### 2.2 Demographics

LaSalle County's population 2020 population of 109,658 decreased 3.7% from the 2010 population of 113,924 residents. Historically, LaSalle County has only previously had a decline in population between 1980 and 1990. Bruce Harris and Associates estimated the 2020 unincorporated population of LaSalle County at 31,243 based on census block and corporate boundary data. (2023 LaSalle County Comprehensive Plan)

The number of households in LaSalle County decreased slightly from 45,347 in 2010 to 45,203 in 2020. The average number of residents per household also decreased slightly from 2.51 in 2010 to 2.43 in 2020. (US Census Bureau Data)

LaSalle County Population by Municipality			
Municipality	2000 Population	2010 Population	2020 Population
Cedar Point	262	277	266
Dana	171	159	162 
Earlville	1778	1701	1613
Grand Ridge	546	560	515
Kangley	287	251	235
LaSalle	9769	9609	9582
Leland	970	977	951
Leonore	110	130	121
Lostant	486	498	423
Marseilles	4655	5094	4845
Mendota	7272	7372	7061
North Utica	977	1352	1323
Oglesby	3647	3791	3712
Ottawa	18307	18768	18840 
Peru	9835	10295	9896
Ransom	409	384	308
Rutland*	354	318	259
Seneca*	2053	2371	2353
Sheridan	2411	2137	2431 
Streator*	14190	13710	12,500
Tonica	685	768	749
Troy Grove	305	250	225
Estimated 2020 Unincorporated LaSalle County Population: 31,243 (based on census block/corporate limits)			
US CENSUS BUREAU DATA		* Includes population outside LaSalle County	

**FIGURE 2.1 POPULATION TABLE**

## SECTION 3 Waste Generation and Management

### 3.1 Waste Generation

A full update of waste generation quantities has not been completed since the 2012 Plan Update. This section will provide current available waste generation updates in order to provide data to assess the performance of existing waste diversion and disposal programs.

To estimate waste generation in LaSalle County for the 2024 update, surveys were conducted with the following entities located or operating within LaSalle County: municipalities, waste haulers, and waste/recycling/compost facilities. Disposal and diversion quantities were requested for 2023, as that was the most recent complete year for which data was available.

In January of 2024, the current recycling survey was distributed to the four local Chambers of Commerce (IVAC, Mendota, Ottawa, Streator) covering LaSalle County to distribute to its membership. Only a few businesses/industries responded; therefore, we are unable to use any of this data in the plan. These surveys are useful in trying to identify diversion that may go directly out of the County to a recycler. Otherwise, they would be included in the hauler/recycling center estimates.

Waste generation was estimated based on data from the landfill, compost facility, recycling facilities, and waste haulers operating in the County. Several waste haulers provided information on the waste quantities collected in different municipalities. All municipalities in the County were also contacted to identify those that contract with a single hauler for services. Sixteen municipalities in the County indicated they are served under a municipal contract for weekly waste services (Table 3.3). Using the hauler/landfill data obtained, a per capita estimate of disposal and diversion was calculated and applied to the County.

Total disposal quantities were obtained from Landcomp Landfill serving LaSalle County and hauler data for waste leaving the County. The landfill reported receiving 139,684 tons of waste from the County in 2023. In addition to this; haulers reported 9,393 tons disposed out of County. Total landfilled waste was 149,077 tons in 2023.

Total diversion (recycling and composting) quantities were obtained from recyclers, haulers, and composting facilities. It is estimated that 16,098 tons of material was recycled. An additional 1,463 tons of recycling and 863 tons of yard waste was taken to facilities outside the County. Composting facilities in the County reported receipt of 2,150 tons of landscape waste from LaSalle County in 2023. Total estimated diversion for LaSalle County in 2023 was 20,574 tons.

Current (2023) generation quantities and rates calculated for this Plan Update are presented in Table 3.1. Total generation in the County has increased from 7.4 pcd (pounds/capita/day) in 2018 to 8.5 pcd in 2023. Though the 2018 estimate was based on trends and not based on local data.

**TABLE 3.1 WASTE GENERATION ESTIMATES (2023)**

	<b>Total</b>
Landfilled (Tons)	149,077
Recycled (Tons)	17,561
Composted (Tons)	3,013
Total MW Generated (Tons)	169,651
<b>PCD (2023)</b>	<b>8.5</b>
PCD (2018)	7.4
PCD (2011)	8.8
PCD (1991)	7.07

PCD (2015 State Data for Region)	7.1
<i>Pounds Per Capita Per Day (PCD)</i>	

The generation rates calculated for LaSalle County and presented in Table 3.1 are generally consistent with statewide data. The Illinois Department of Commerce and Economic Opportunity commissioned an analysis and characterization of waste in Illinois in 2015. The *Illinois Commodity/Waste Generation and Characterization Study*, completed in 2015, indicated that municipal waste is generated at a rate of 7.1 pounds per capita per day in IEPA Region 1.

The data in Table 3.1 indicates the County is achieving a diversion rate of 12% as of 2023. In previous plans, a source reduction (eliminating waste before it is created) of 5% was added in the overall diversion rate. When adding the 5% source reduction; the 2023 overall diversion rate is 17%. This is a decrease in diversion compared to the 2012 and 2019 Plan which estimated a 24% diversion rate. Several challenges in tracking and estimating waste generation in the County were identified during the development of this plan update including lack of recycling data, hauler data, etc. The 17% is very conservative; as the plan was not able to capture all the recycling data from a few major recycling centers or large industries (that may transport directly out of County). Based on hauler data; the average residential recycling/composting rate is estimated at 18% for 2023.

### 3.2 Waste Management Methods (Collection)

Haulers operating in the County were identified and were contacted to confirm their operations within the County. Waste haulers known to operate within the County are listed in Table 3.2. Additional haulers may be operating in the County but were not identified during the preparation of this Plan Update.

<b>TABLE 3.2 WASTE HAULERS OPERATING IN LASALLE COUNTY</b>	
Residential/Commercial/Roll-Off	Roll-off Only
All American Disposal	Buckmans
Community Disposal	Cimco
Groot	G&M
K and T Disposal	Humpty Dumpty
Lakeshore Recycling Services	Michael Recycle Disposal
Olsens	Valley Binz
Republic Services	
Thrush Sanitation	
Tongate Sanitation	
Waste Management	

Waste and recycling collection from residential sources is performed in one of three ways: 1) under municipal contract between a community and a private waste hauler; 2) under individual contract between a household and a private waste hauler; or 3) through self-haul, by which a household hauls its own waste and recycling to an appropriate facility.

All 24 municipalities within (around 70% of the population) LaSalle County were contacted to identify which communities have municipal contracts for waste and recycling collection services. Of the 24 municipalities contacted; 16 have municipal contracts for residential collection. These communities represent approximately 48% of the total households in LaSalle County. In addition, two large unincorporated developments (Lake Holiday and Wildwood Association) are covered by waste hauler contracts. A brief summary of the services provided

under these contracts is provided in Table 3.3. Most contracts provide for collection of waste and biweekly recycling. Landscape waste collection is offered in less than half of the communities with contracts.

The remaining 8 municipalities in the County do not have municipal contracts for residential waste collection. A few communities require the haulers to obtain haulers licenses or business licenses. Residents are required to contract with a licensed hauler on an individual homeowner basis in these communities. Residents must contract individually with a waste hauler of their choosing, if they wish to have waste/recycling collection service. Waste and recycling collection from non-residential sources is provided exclusively through individual contracts between haulers and businesses.

**TABLE 3.3 RESIDENTIAL COLLECTION**

Municipality	Households Served	Waste	Recycling	Landscape Waste	Hauler
Cedar Point	97	Weekly	Central Bin	No	WM
Dana	54	Weekly	Bi-weekly	No	Waste Mgmt
Earlville	803	Weekly	Bi-weekly	City	Republic
Grand Ridge	236	No Contract	No Contract	No Contract	No Contract
Kangley	120	No Contract	No Contract	No Contract	No Contract
LaSalle	4086	Weekly	Bi-weekly	Communal Dumpsters (Seasonal)	LSR
Leland	462	Weekly	Weekly	No	Community Disposal
Leonore	63	No Contract	No Contract	No Contract	No Contract
Lostant	176	Weekly	Bi-weekly	No	Republic
Marseilles	1705	No Contract	No Contract	No Contract	No Contract
Mendota	2791	Weekly	Bi-weekly	No	Republic
Millington	230	Weekly	Weekly	Weekly (Seasonal)	Groot
Naplate	226	No Contract	No Contract	City	No Contract
Oglesby	1637	Weekly	Bi-weekly	Weekly (Seasonal)	Republic
Ottawa	7,634	No Contract	No Contract	Communal Dumpsters (Seasonal)	No Contract
Peru	4370	Weekly	Bi-weekly	Weekly (Seasonal)	Republic
Rutland	97	Weekly	No	No	K&T
Seneca	947	No Contract	No Contract	No Contract	No Contract
Sheridan	440	Weekly	Weekly	Weekly (Seasonal)	Groot
Streator	5845	Weekly	Bi-weekly	Weekly (Seasonal)	Waste Mgmt
Tonica	291	Weekly	Bi-weekly	No	Republic
Troy Grove	77	No Contract	No Contract	No Contract	No Contract
Utica	437	Weekly	Bi-weekly	Weekly (Seasonal)	Republic
Ransom	125	Weekly	No	No	Republic
UNINCORPORATED					
Lake Holiday	-	Weekly	Weekly	Weekly (Seasonal)	Groot
Wildwood (mobile home park)	-	Weekly	Bi-weekly	Weekly (Seasonal)	Waste Mgmt
Source: (households) US Census American Community Survey 2022, Hauler/City Contacts					

## 3.2 Waste Management Methods (Diversion)

In the past, material recycling quantities were tracked through an annual survey distributed to businesses and service providers in the County. The following methods were used to gather 2023 recycling data for this plan: recycling surveys were distributed to local businesses through the local Chambers of Commerce, hauler surveys were distributed to haulers, and landfills/recycling/compost centers were contacted directly. The business recycling surveys drew very limited response; while the other methods were much more successful in gathering data.

Two large recyclers provided 2023 recycling information. Cimco is primarily a scrap metal facility, but does accept other recyclable commodities including cardboard, plastics, glass, and electronics. Buckman Iron and Metal in Peru/Ottawa/Mendota are also major scrap metal recycling facilities.

Waste haulers providing mixed recycling collection in the County deliver recyclables to either to the Illinois Valley Recycling Transfer Station (operated by Republic) or to recycling facilities outside the County for processing.

Yard waste collected in the County is primarily delivered to composting facilities located in the County. Two landscape waste composting facilities are located in the County, including Peru Municipal Compost Facility and Compost Supply. Peru Municipal Compost only serves the City of Peru for bulk landscape waste. Compost Supply is permitted to receive food scrap, manure, and biosolids in addition to landscape wastes.

<b>TABLE 3.4 LASALLE COUNTY RECYCLING 2023</b>	
Material Recycled	(tons)
Mixed Recyclables	3689 (Illinois Valley Recycling) 1463(Out of County)
Yard Waste/Composting	2150 (Compost Supply), 863 Out of County
Metals	10,315
Cardboard	1,938
Paper	102
Electronics	54 Recycling Events
<b>TOTAL</b>	<b>20,574</b>

*Source: hauler and landfill surveys/contacts, recycling surveys/contacts, LaSalle County data*

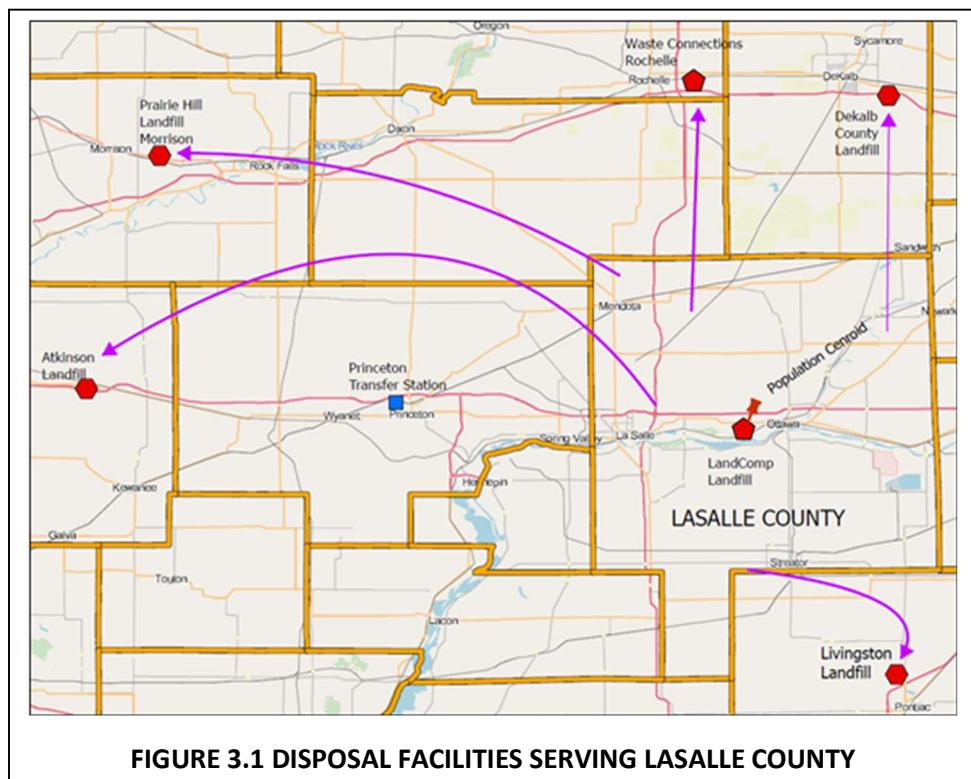
## 3.4 Waste Management Methods (Disposal)

The LandComp Landfill is the primary disposal site for LaSalle County waste, receiving around 93% of waste disposed from the County in 2023. This estimate is based on disposal data reported by waste haulers and landfills for this Plan Update. Additional waste may be disposed in landfills outside of LaSalle County that was not captured in this study due to incomplete data from waste haulers and landfills. If additional waste is being disposed at out-of-county landfills, this would decrease the percentage of the County's waste disposed in LandComp Landfill and increase the percentage of waste estimated as exported from the County.

The remaining 7% of waste disposed from LaSalle County in 2023 was disposed at landfills outside the County. These landfills, as identified by haulers operating within the County, included DeKalb Landfill, Atkinson Landfill, Livingston Landfill, Prairie Hill RDF, and Rochelle Municipal Landfill.

The LandComp Landfill is conveniently located for waste generators within LaSalle County. The landfill is less than 1 mile southwest from the population centroid of the County (see Figure 3.1). The population centroid represents the center of population within the County and takes into account the geographic distribution of the population. More than 90% of the County's population is located within 20 miles of the landfill, further supporting its convenience to LaSalle County.

All in county waste is delivered to the LandComp Landfill by direct haul in collection vehicles, and the majority of waste disposed at out-of-County landfills is also direct hauled. Disposal facilities and a general depiction of waste flows are shown in Figure 3.1. A few municipalities and large developments in the County have their waste hauled out of County including Streator, LaSalle, Mendota, Leland, Ransom, Rutland, Lake Holiday, and Wildwood Mobile Home Park.



**TABLE 3.4 LANDCOMP LANDFILL DISPOSAL QUANTITIES (tons)**

	<b>LaSalle County</b>	<b>Out of County</b>	<b>Total</b>
<b>2023</b>	139,684 (89%)	16,749	156,433
<b>2022</b>	156,792 (85%)	26,693	183,485
<b>2021</b>	154,658 (86%)	25,684	180,342
<b>2020</b>	217,609 (87%)	31,729	249,338
<b>2019</b>	195,619 (87%)	28,860	224,479

## SECTION 4 Implementation of Prior Plan Recommendations

### 4.1 Introduction

The LaSalle County Solid Waste Management Plan, as originally adopted in 1991 and subsequently updated every five years, contained a number of recommendations for the diversion and disposal of waste generated in LaSalle County. This section identifies prior plan recommendations and their implementation status. Section 5 of this Update identifies additional recommendations for the next five-year planning period.

### 4.2 Status of Prior Diversion Recommendations

The diversion rate in LaSalle County was estimated to be approximately 10% when the original Plan was developed in 1991. The Plan recommended increasing the diversion rate to 25% by 1996, consistent with the requirements of the Solid Waste Planning and Recycling Act. The Plan further recommended increasing the diversion rate to 40% by 2011. The 1991 Plan envisioned that these diversion goals would be achieved from three principal sources: source reduction, material recycling, and landscape waste diversion. The Table 4.1 below identifies the contribution that each sector was proposed to make to the overall diversion goals.

TABLE 4.1 WASTE DIVERSION GOALS ESTABLISHED IN THE 1991 PLAN

Diversion Source	25% Diversion Goal (1996)	40% Diversion Goal (2011)
Source Reduction	2%	5%
Material Recycling	9%	19%
Landscape Waste Diversion	14%	16%
<b>Total</b>	<b>25%</b>	<b>40%</b>

Source: LaSalle County Solid Waste Management Plan, 1991, 2012

Waste generation data compiled for this Plan Update indicates the County is currently diverting approximately 17% of its waste from disposal (including source reductions).

The diversion goals in the 1991 Plan projected landscape waste diversion to contribute significantly to overall diversion. Based on discussions with haulers during the development of this 20-Year Plan Update, landscape waste collection is not prevalent within the County. Residents typically manage their grass clippings on-site by leaving them on the lawn (mulching) or composting them. Leaves are collected in some municipalities during the fall, but many residents (particularly in unincorporated areas of the County) burn their leaves and yard trimmings.

Previous plans recommended implementation of several programs and services to achieve the stated diversion goals. These programs and services, and the implementation status of each, are summarized in Table 4.2. A more detailed description of specific programs and services implemented by the County are provided below:

- **Waste reduction.** *The County established a staffed office through the Land Use Department with responsibilities including: IEPA Delegation to inspect landfills/compost facilities/transfer station/open dump sites/ open burn sites, hosting recycling/HHW/tire events, internal recycling, and recycling education.*

- **Curbside recycling services.** Curbside collection of recyclables is offered in many larger communities in the County, as identified in Section 3 of this Plan Update. *The County does not provide collection or contracting services; these services have been procured through municipal contracts with private haulers or are provided through individual contracts between households and private haulers.*

- **Drop-off recycling services.**

Beginning in 1994, the County sponsored a network of drop-off recycling sites throughout the County. This service, referred to as the LaSalle County Rural Recycling Program, provided recycling opportunities to residents in rural areas that could not reasonably be provided curbside recycling collection. Four permanent sites (Lostant, Leonore, Farm Ridge Township, and Troy Grove) provided continual service. Four additional mobile/rotating sites (Cedar Point, Dimmick Township, Harding, and Norway) provided once-per-month service, with containers being placed in each location one Saturday per month. County-sponsored drop-off sites were discontinued in 2005 due to high costs of service relative to material quantities collected and contamination and illegal dumping concerns at some locations.

Currently, recycling drop off is available for all LaSalle County residents at the LandComp Landfill. The site offers a central location within the County that provides monitoring for contamination and illegal dumping. *The Land Use Department surveyed townships' interest in resurrecting the township drop off locations in 2022. There was very little interest due to past issues with illegal dumping.*

- **Electronics collection and recycling program.**

Beginning January 1, 2012, electronic items in 17 categories were banned from landfill disposal in Illinois. Banned items include televisions, monitors, printers, computers (laptop, notebook, netbook, tablet, desktop), electronic keyboards, facsimile machines, videocassette recorders, portable digital music players, digital video disc players, video game consoles, small scale servers, scanners, electronic mice, digital converter boxes, cable receivers, satellite receivers, and digital video disc recorders.

*The County has contracted with an electronic waste collector to host 2 free collection events per year to process and recycle electronics from residential sources in the County. Residents are able to drop off electronics at no charge, and processing and recycling is paid for by electronics manufacturers under Illinois' Electronic Products Recycling and Reuse Act.*

- **Use of recycled-content materials in government offices.** The County promotes the use of recyclable and recycled-content products in County offices. The Land Use office is also responsible for providing recycling for County offices.
- **Tire collection program.** Used tires were historically collected every other year through a program co-sponsored by the County and the Illinois Environmental Protection Agency (IEPA). Up to 1,000 tires per participant could be accepted, and participants could only deliver tires in one event. The most recent countywide collection event was held in 2006. The IEPA now partners with LaSalle County to annually host collections for townships and cities to handle fly-dumped tires (this event is no longer available to residents). The collection event takes place in the fall at the Highway Department.
- **Household hazardous waste collection program.** LaSalle County works with the IEPA to host 1 event per year. The IEPA provides the contractor for collection and the County works on advertising, traffic control, and scheduling. The last event in 2023 collected the equivalent of 60 (55 gallon drums) of waste.

**TABLE 4.2 DIVERSION PROGRAMS AND SERVICES FROM 1991/2012 PLANS**

PROGRAM/SERVICE AREA	REACH 25% DIVERSION	REACH 40% DIVERSION
Waste Reduction	<ul style="list-style-type: none"><li>Develop a staffed waste reduction information office (Implemented within the Land Use Office)</li><li>Implement school education programs (Previously Implemented)</li><li>Implement waste reduction programs for municipal and county government (Implemented at the County level)</li><li>Support legislative efforts (Implemented)</li><li>Encourage adoption of a volume-based fee structure for residential waste collection (Implemented)</li></ul>	<ul style="list-style-type: none"><li>Expand services provided by the waste reduction office (Implemented)</li><li>Administer waste audits for small commercial and industrial businesses (Previously implemented)</li><li>Allocate funds to support waste reduction grants, loans and subsidies (Previously implemented)</li><li>Support beverage container reuse legislation (not implemented)</li></ul>
Curbside Recycling	<ul style="list-style-type: none"><li>Implement bi-weekly collection of 4-5 types of materials in communities of 1000+ population (Partially implemented)</li></ul>	<ul style="list-style-type: none"><li>Increase collection to weekly service, collecting 10-14 types of materials (Partially implemented)</li></ul>
Drop-Off Recycling	<ul style="list-style-type: none"><li>Establish a network of 20 drop-off sites throughout the County (Partially previously implemented; currently only one drop off site remains at the LandComp Landfill)</li></ul>	<ul style="list-style-type: none"><li>Expand and increase publicity for drop-offs (Not implemented)</li><li>Accept more materials at drop-off sites (Implemented) The Landcomp drop off site takes most household recyclables.</li></ul>
Commercial Recycling	<ul style="list-style-type: none"><li>Maintain current commercial programs (Implemented)</li><li>Collect cardboard in retail/shopping areas (Not implemented by the County; service is offered by waste haulers)</li><li>Collect office paper in major office buildings and institutions (Not implemented by the County; service is offered by waste haulers)</li></ul>	<ul style="list-style-type: none"><li>Collect mixed paper in offices, banks, financial and real estate offices, and other businesses (Not implemented by the County: service is offered by waste haulers)</li><li>Collect glass/metal/plastic beverage containers from restaurants, taverns, hotels, and other public and institutional eating establishments (Not implemented by the County; service is offered by waste haulers)</li></ul>
Yard Waste	<ul style="list-style-type: none"><li>Educate residents to increase backyard composting Previously Implemented)</li><li>Educate residents to reduce burning (Implemented)</li></ul>	<ul style="list-style-type: none"><li>Educate residents to increase backyard composting Previously Implemented)</li><li>Educate residents to reduce burning (Implemented)</li></ul>
Other Programs	<ul style="list-style-type: none"><li>Develop a material recovery facility to process 25-30 tons per day (not implemented)</li></ul>	<ul style="list-style-type: none"><li>Expand material recovery facility to process up to 60 tons per day (Not implemented)</li><li>Implement construction and demolition debris reuse programs. (not implemented by County; however ReStore in Peru provides an outlet for reuse of building materials).</li></ul>

### 4.3 Status of Prior Disposal Recommendations

#### Background: Development of LandComp Landfill

During the development of the 1991 Plan, three landfills were operating in LaSalle County. Two of these landfills, Peru Municipal Landfill and Oglesby Landfill, were planning to close in 1992 due to the implementation of new landfill regulations. The remaining landfill, States Land Improvement Landfill, was anticipated to reach capacity in 1995. As a result of the impending closure of the in-County landfills historically relied upon by the County, the County evaluated several options for waste disposal in the future. Ultimately, the 1991 Plan recommended the continued landfilling of remaining disposed waste (after waste reduction and recycling), with development of a new or expanded landfill in the County by 1995. The 1991 Plan identified three potential owner-operator arrangements for a proposed landfill in the County: 1) publicly owned and privately operated; 2) publicly contracted-for capacity at privately owned landfills; or 3) privately owned and privately operated. The Plan was

amended in February, 1993 to recommend that one privately owned and privately operated landfill be developed in the County and that the developer enter into a host agreement with the County to address, at a minimum, 10 conditions specified in the Plan amendment. In January, 1994, the County issued a Request for Proposals (RFP) to solicit a private landfill developer to site, permit, own and operate a new or expanded landfill in the County.

LandComp Corporation was selected to own and operate a new in-County landfill through the County's RFP process. Pursuant to the terms of the host agreement with the County: The landfill is to provide the County with a minimum of 25 years of guaranteed disposal capacity for non-hazardous waste generated within the County, beginning upon commencement of operations. Since the landfill began operating in 1998, the capacity guarantee concluded in 2023. The landfill originally was limited to receiving no more than 200,000 tons of waste per year; however, this was increased to 300,000 tons per year.

The service area of the facility designated by the host agreement includes LaSalle, Bureau, DeKalb, Grundy, Kendall, Lee, Livingston, Marshall, Putnam, and Woodford Counties (the "Designated Service Area"). The host agreement was subsequently amended in 2000 to also include Cook (excluding City of Chicago), DuPage, Kane, and Will Counties (the "Expanded Service Area"). The service area was again amended in 2021 to include Tazewell county with a limit of 150 tons per month.

In addition to landfilling, the 1991 Plan considered other disposal options. These options were not pursued further because the preferred option – development of additional in-County landfill capacity – was successfully implemented. The other disposal options evaluated included the following:

- **Municipal solid waste composting.** The 1991 Plan recommended evaluating municipal solid waste composting to determine its potential role in the County's solid waste system. *MSW composting was not evaluated further as a result of the landfill procurement process and subsequent siting and permitting of the LandComp Landfill.*
- **Municipal solid waste combustion.** The 1991 Plan evaluated the feasibility of combustion for energy recovery and volume reduction and determined that, given the lack of interest in the energy produced by a facility, such a facility may not be feasible for the County. *Subsequent Plan Updates stated that combustion for energy recovery or volume reduction is prohibited by County Board resolution.*
- **Transfer stations.** The 1991 Plan stated that the cost of a transfer station was not justified in the near term and that the location of landfills would ultimately determine the viability of transfer stations in the long term. The 1991 Plan and subsequent amendments do not preclude the development of a transfer station. The Village of Mendota did permit and develop a transfer station which began operating in 1991; this facility is not currently operating as a waste transfer station. *No other transfer stations have been proposed or developed within the County.*

The Mendota Transfer Station was not required to secure local siting approval in accordance with Section 39.2 of the Illinois Environmental Protection Act because the facility was permitted to receive only waste collected by the City's municipally-contracted waste hauler from the City's residents and was to be operated by the hauler. The facility ceased accepting municipal waste in 2004 and is now closed.

#### **4.4 Status of Prior Administrative Recommendations**

The 1991 Plan included a number of recommendations directing the implementation and administration of the Plan. These recommendations and their current status are identified below:

**Establish three staff positions to administer the Plan.** Status: Implemented. A fulltime recycling coordinator, part-time solid waste manager, and part-time clerk are envisioned. The LaSalle County Land Use Department was designated as the County department responsible for Plan administration. *The Department employs four personnel, including a Director, Supervisor of Field Operations, Landfill Inspector, and Office Coordinator. The office is responsible for all County-sponsored waste diversion programs, education, inspection and enforcement*

*at waste facilities, and all other aspects of solid waste plan development and implementation. LaSalle County also has a delegation agreement with IEPA that provides the Department with inspection and enforcement authority for permitted solid waste facilities and suspected illegal disposal operations within the County. This delegation authority is renewed annually with IEPA. Department staff also have responsibilities regarding building, zoning and land use within the County in addition to their solid waste responsibilities.*

**Form committees to guide Plan implementation.** Status: Implemented. The Plan recommended the formation of three committees: the Solid Waste Management Implementation Committee (responsible for overseeing Plan implementation, and comprised of municipal and County Board representatives), Citizen Advisory Group (responsible for providing input to the Solid Waste Management Implementation Committee and comprised of key stakeholders from industry and citizen groups), and Siting Committee. (responsible for identifying potential landfill sites in the County and comprised of members of the Solid Waste Management Implementation Committee and the Citizen Advisory Group (CAC); this committee was ultimately formed to review and participate in the siting process for the LandComp Landfill). These committees were formed following adoption of the Plan and were active through the siting of the LandComp Landfill. These committees have since been dissolved. *The Landfill Oversight Committee is currently functioning to oversee the Landfill Host agreement and solid waste planning. This committee is comprised of three County Board members, the Director of Land Use, one citizen, and a representative from Ottawa Township.*

**Track and report recycling data.** Status: Partially implemented. The Plan recommended that municipalities track and report amounts of residential, commercial and institutional waste recycled within their borders. The data was to be reported to the County on a quarterly basis. The County has in the past implemented an annual recycling survey to address this recommendation. Due to lack of participation and response; this survey was discontinued. As part of this plan a survey went out to local businesses, but there was very limited response. *Municipalities have not previously tracked this data. It is also not available from municipalities without MSW collection contracts. The County has access to data from main MSW recycling facility owned by Republic Services.*

**Establish a solid waste management fund.** Status: Implemented. The purpose of the fund was to finance countywide solid waste expenditures. Funding sources suggested included grants, a landfill surcharge, or annual assessments by the County. The County receives a host fee from LandComp Landfill, charged on a per-ton basis, which is utilized to fund general County operations, operations of the Land Use Department, recycling and disposal events, abandoned property clean-up and demolition, and waste reduction education. *No other funding sources suggested in the 1991 Plan have been established.*

## **SECTION 5 Status of Solid Waste Management Options and Recommendations**

### **5.1 Identification of Solid Waste Management Options**

LaSalle County has actively implemented its Solid Waste Management Plan for over 30 years, since its adoption in 1991. Several of the diversion recommendations in the 1991 and 2012 Plan have been implemented. Curbside recycling collection is offered in several communities within the County. Drop-off recycling was offered by the County for several years with mixed success; this program was discontinued due to high operating costs and concerns about material contamination and illegal dumping at drop-off sites. The County has also provided, and continues to provide, a number of programs targeting hard-to-handle materials such as tires, used oil, household hazardous waste, and electronics.

The review of the existing solid waste management system contained in Section 2 of this update indicates that organized collection from residential sources is offered in over half the communities in the County. Commercial and industrial waste is handled exclusively through individual contracts between businesses and haulers. This open market type of system for both residential and commercial waste collection has existed for decades in LaSalle County, and input from waste haulers and County staff is that this is expected to continue to be the preferred method for managing solid waste collection throughout the County.

Under the existing solid waste system, waste diversion quantities vary from year to year, but still continue to reduce reliance on landfill disposal capacity. Furthermore, the County has secured long-term disposal capacity at the LandComp Landfill (approximately 31 years of life expectancy left), conveniently located in the center of the County and near the County's population centroid.

The Landfill Oversight Committee and Land Use department reviewed previous plans and identified several options for future diversion and disposal of waste in LaSalle County. The options are divided into diversion, disposal, and administrative. Many of these options and recommendations were originally developed by the Citizens Advisory Committee, staff, and the planning consultant from the 2012 Plan. These options/recommendations were found to be the most reasonable and appropriate for LaSalle County. This plan update includes the current status of many previous options, as well as, some additional recommendations.

### **5.2 Status of Diversion Options and Recommendations**

Based on the analysis of waste generation quantities conducted in Section 3 of this Plan Update, the County is currently diverting approximately 17% of its waste from disposal. Previous plans recommend increasing diversion quantities and providing additional diversion opportunities for residents and businesses within the County. To further increase diversion quantities; the following diversion recommendations have been made:

1. Curbside recycling collection is offered to residents in most communities with organized collection in the County (see Table 3.3). Residents in these communities represent approximately 48% of the County's population. In addition, several waste haulers operating in the County offer curbside recycling collection in communities with populations greater than 1,000, consistent with recommendations from previous plans. Haulers generally don't offer curbside recycling collection in unincorporated areas and may not offer recycling collection in very small communities because it is inefficient and costly given the low customer density. Few drop-off recycling opportunities are offered in the County, further limiting access to recycling for residents in unincorporated areas and small communities.

2. In the previous plans, options were discussed for increasing access to recycling in unincorporated areas of the County. Around 30% of the County's population resides in unincorporated LaSalle County. The Citizens Advisory Committee determined that the County should evaluate the feasibility of implementing a County-procured residential curbside recycling collection program for residents in unincorporated areas and communities in the County in which curbside recycling is not currently offered. Given the challenges noted above, a collection program must consider methods to increase the efficiency and cost-effectiveness of collecting recyclables in low-density, rural areas.

As an initial step, the County must assess its legal capacity to contract for recycling collection services on behalf of its unincorporated residents and residents in incorporated areas that are not served under municipal collection contracts. If the County determines that provision of such services is allowable under Illinois law, evaluation of resident interest is recommended. The County may deploy a survey to residents in areas targeted for implementation to assess public interest in curbside recycling service, identify the potential level of participation that may be achieved, and gauge residents' willingness to pay for services.

A County-procured collection program is envisioned to be implemented on a zoned basis throughout the County. In this way, a separate recycling collection contract would be procured for each zone, providing the opportunity for more than one service provider to secure a collection contract within the County and enabling smaller companies to potentially compete for one or more contracts in the County.

As envisioned that resident participation in the program would be voluntary; interested residents would be required to contact the contracted hauler to establish service. (As an example, the Village of Sheridan has previously structured its municipal contract in this way.) Contracts may be written to be effective once a minimum threshold of participation is achieved, with the minimum threshold being either specified by the County in the procurement process or requested from haulers as part of their proposal (incorporating a minimum threshold of resident participation into the contract is expected to result in lower service costs than if no threshold was established because haulers can then price the service based on a minimum customer density).

***This recommendation has yet to be implemented. It is recommended that the County begin its legal assessment after this plan update.*** If the program is considered to be legally feasible, and if public interest supports moving forward with implementation, then it is recommended that a pilot zone be established and services be procured for this zone. If implementation in this zone is unsuccessful, it is recommended that the service be expanded and that service providers be procured in additional zones.

3. Previous plans suggested that incentive programs to reward customers for recycling be evaluated for implementation in the County. Incentive programs were viewed as a means to encourage increased resident participation in curbside recycling programs. The County will rely on waste haulers to propose recycling incentive options to municipalities when contracting for collection services. Additionally, the County may consider incorporation of an incentive program into a County-procured recycling collection program, if implemented. ***As of this plan update; no incentives have been offered for residential recycling.***

4. Few recycling drop-off sites are available within the County. The County previously operated a network of drop-off sites; this service was discontinued in 2005 due to its high cost (the drop-off operations were budgeted at \$36,000 during their last year of operation) and observed contamination and illegal dumping at some locations. Previous plans indicated an interest in exploring other methods by which drop-off services may be offered, and the County has continued to explore this option. ***In 2022, the Land Use Department sent out correspondence to the Townships to gage interest in either recycling drop-off or cleanup day dumpster locations. The inquiry generated limited response.***

5. Landscape waste diversion was projected to be a significant contributor to the County's overall diversion rate in previous plans. The 1991 Plan recommended that on-site management of landscape waste be encouraged. Currently, most residential haulers offer landscape waste collection service to their customers on a subscription basis, and almost half of the communities with municipal collection contracts include landscape waste collection within the contract. Many residents manage landscape wastes on-site, and residents throughout the County continue to burn landscape waste (particularly leaves).

***It is recommended that County staff continue to educate residents on the landscape waste collection services available, home management options that can be employed, and the risks posed by burning to discourage burning. Continued on-site management of landscape waste is cost-effective and minimizes the demand for composting infrastructure; however, landscape waste diverted from disposal through on-site management cannot be quantified and therefore cannot be included in diversion rate calculations.***

6. Waste haulers have previously indicated that non-residential recycling is well-established with large businesses and institutions in the County, such as retailers, grocers, manufacturers, and medical facilities. These businesses and institutions typically have implemented recycling programs for at least one or two primary recyclables (such as cardboard, office paper, or metal). In many cases, these large businesses contract directly with material brokers to collect the recyclables and transport them to end markets.

Previously, haulers also reported that smaller businesses such as bars and restaurants often have large quantities of glass in their waste, and offices and retail locations often have large quantities of office paper and hardboard in their waste. However, waste haulers indicated that many smaller businesses do not currently recycle. Reasons businesses have cited for not recycling include lack of space for an additional dumpster or collection container, or lack of commitment from employees to segregate materials for recycling.

Waste and recycling collection from businesses in the County is performed through individual contracts between the businesses and waste haulers, without involvement by the County. ***With this; it is recommended that waste haulers provide education and outreach to their commercial customers regarding opportunities for and benefits of implementing or expanding recycling programs. Outreach and education may be provided in a number of ways, including notations on billing statements, flyers, phone calls, emails or website references, and other methods that may be identified by haulers.***

7. The 1991 Plan contained several recommendations to increase diversion from businesses, including targeting specific materials for recycling collection and performing waste audits for small businesses. The County has deferred to the private sector for implementation of collection programs from commercial sources, and the County has not been requested to provide waste audit assistance to businesses. ***It is recommended that the Land Use Department shall continue to provide education and information to businesses regarding waste reduction and recycling opportunities when contacted by businesses.***

8. Previous plans discussed the need for a mandatory recycling ordinance, requiring residents and/or businesses in the County to recycle. Administration and enforcement of such an ordinance, as well as public acceptance, were identified as impediments to implementing a mandatory ordinance. Also, it was not believed that the necessary collection infrastructure was in place to cost-effectively implement such a requirement. With these issues, it was previously recommended that the County reevaluate the need for and interest in a mandatory recycling ordinance during future Plan Update processes. ***It is also not recommended that a mandatory recycling ordinance be implemented at the present time, due to the same concerns.***

9. Construction and demolition debris generated within the County is typically disposed in landfills as waste. No permitted construction and demolition debris recycling facilities are located in the County. Such facilities are considered pollution control facilities and, if proposed, would require local siting approval in accordance with Section 39.2 of the Illinois Environmental Protection Act and a permit from the Illinois Environmental Protection Agency Bureau of Land.

Waste haulers operating in the County have previously indicated that the availability of a local processing facility for construction and demolition debris may be beneficial, particularly when serving construction projects that are seeking LEED (green building) certification or those that have material recycling requirements (such as construction projects for nationwide companies that have corporate policies requiring recycling of building materials).

The County has not historically developed or operated solid waste facilities. In keeping with this historical practice, the County does not intend to develop a construction and demolition debris recycling facility. Development of such a facility in the County, if desired, would therefore be performed by a private owner and operator. ***LaSalle***

***County will continue to rely on the private sector to identify the need for and interest in developing such a facility.***

### **5.3 Status of Disposal Options and Recommendations**

**LandComp Landfill has a design capacity of 18,130,148 cubic yards. As of January 1, 2024, the landfill reported a remaining capacity of 6,475,53 cubic yards and an estimated remaining life of 31 years, or through 2054.** Based on the anticipated continued availability of the LandComp Landfill to provide in-County disposal capacity, no additional disposal facilities are recommended for development in this Plan Update. Specifically, the following disposal recommendations are made:

1. The County will continue to rely on existing, in-county disposal capacity at the LandComp Landfill for the next 5-year planning period. No additional landfill capacity should be developed in LaSalle County at the current time, given the remaining capacity of the landfill.
2. Consistent with prior Plan Updates, combustion of waste for either volume reduction or energy recovery is not recommended in LaSalle County. Prior Plan Updates have stated that combustion of waste in the County is prohibited by County Board resolution. Therefore, any proposed combustion facility would be in violation of County policy and inconsistent with the LaSalle County Solid Waste Management Plan.
3. Emerging disposal technologies, including but not limited to facilities which employ gasification, pyrolysis, plasma arc gasification, or waste-to-fuel technologies or processes, are not recommended for development in LaSalle County during the next five-year planning period. However, the emerging technologies shall not be precluded from consideration in the County at some point in the future. Therefore, as these technologies evolve and the County prepares future Plan Updates, emerging technologies should be reevaluated for their applicability and appropriateness for development in LaSalle County.
4. Previously, some haulers indicated an interest in the development of a transfer station within the County in the future. The County has not historically developed or operated solid waste facilities. Development of a transfer station in the County, if desired, would therefore be performed by a private owner and operator. The County should rely on the private sector to identify the need for and interest in developing a transfer station in the County in the future. A facility would be required to apply for and secure local siting approval and comply with the requirements of recommendations 5 and 6 below.
5. The LandComp Landfill currently serves as the primary disposal site for waste disposed from LaSalle County. LandComp Landfill and the County entered into a host agreement prior to siting of the landfill to provide certain protections and compensation to the County as the host for the facility.

To ensure equal treatment of all pollution control facilities in the County and to provide equivalent benefits and protections to the County from all such facilities located within its borders, it has been the consensus of County staff and the previous Citizens Advisory Committee, that any pollution control facility proposed in LaSalle County which requires local siting approval be required to enter into a host agreement with the County prior to applying for local siting approval in order to be consistent with the LaSalle County Solid Waste Management Plan. The host agreement must include, but may not be limited to, the following provisions, consistent with the host agreement for the LandComp Landfill:

- a. The facility shall not accept waste defined as hazardous under the Illinois Environmental Protection Act.
- b. The facility shall provide the County with disposal capacity for at least a 20-year period for all solid waste and nonhazardous special waste generated within the County.
- c. The facility shall be limited in the amount of waste accepted per year, and in no case shall the facility accept more than 300,000 tons per year.

- d. The host agreement shall identify a method to establish tipping fees for users of the facility, which may include, but not be limited to, (1) assurances that rates to County users do not exceed rates charged to other users; (2) assurances that rates charged at the facility are competitive with other area facilities, and (3) establishment of an oversight commission to review user fee structures.
- e. The facility shall have a defined service area that is not greater than the counties allowed for the LandComp Landfill.
- f. The facility shall pay the County a host compensation fee at least equal to that paid by LandComp Landfill. If the facility is not a final disposal facility, the host compensation fee would not be charged on any portion of the waste handled by the facility that is delivered to the LandComp Landfill or another final disposal facility in LaSalle County that pays a host compensation fee to the County.

6. It is recommended that any pollution control facility proposed in LaSalle County which requires local siting approval must provide waste reduction and recycling opportunities. These opportunities must be detailed in the application for local siting approval and shall be made a condition of any grant of siting approval.

## 5.4 Administrative Options and Recommendations

To continue to support development and implementation of the LaSalle County Solid Waste Management Plan, the following administrative recommendations have been made. Implementation of these recommendations will be the responsibility of the LaSalle County Land Use Department staff and the LaSalle County Board.

1. The LaSalle County Pollution Control Facility Siting Ordinance provides explicit direction to applicants for local siting approval, identifying the required contents of the siting application, establishing public hearing procedures, and identifying the filing fee for all applications. Parts VI and VII of the Siting Ordinance specifically address application requirements and operating procedures for landfills; incineration facilities; waste treatment, storage or disposal facilities; and transfer stations. These sections do not identify specific requirements for construction and demolition debris recycling facilities or conversion technologies, as these facilities were never contemplated for development when the ordinance was developed.

*It is recommended that the LaSalle County Board update the LaSalle County Pollution Control Facility Siting Ordinance to clarify siting application requirements for construction and demolition debris recycling facilities or conversion technologies, if specific requirements are to be established for these facilities.*

2. The survey administered by the Land Use Department for this plan was distributed to a limited number of businesses in the County. Large businesses (including hospitals, manufacturers, and retailers) do not generally respond to the survey. These businesses should be contacted to confirm how their waste and recycling materials are collected and managed; if they haul their own materials or contract with brokers (not waste haulers) for collection of recyclables, for example, these quantities may not be collected through current surveys of haulers and facilities in the county.

*To obtain more comprehensive information on the prevalence of recycling in the County and the quantities of material recycled, it is recommended that the Land Use Department review the distribution of the survey. The survey should also request respondents to identify the facilities to which materials are delivered. This information should be reviewed and compiled by the County Land Use Department.*

3. LaSalle County shall consider implementing a waste hauler licensing process in the County in order to identify and monitor haulers operating within the County. Licensing can enable the County to provide residents and businesses with a comprehensive list of service providers when requested, track waste and recycling quantities (for example, by requiring licensed haulers to respond to the County's survey as a condition of license renewal), and ensure waste haulers operate in accordance with specified standards. Similar ordinances have been enacted in other area counties, including Grundy, Kendall and Will Counties. Waste haulers previously, during the 2012 plan process, were not opposed to the implementation of a hauler licensing system. *County staff recommends that the County Board consider adopting an ordinance requiring all waste haulers operating within the County to be licensed by the Land Use Department.*

4. LaSalle County shall consider implementing an enhanced public education program to inform residents and businesses of the waste reduction and disposal services available within the County. Education methods suggested included the use of traditional print media as well as electronic media. Development of additional information for the Land Use Department website and update the digital "Green Pages" guide to identify outlets for recyclable and hard-to-handle materials as well as all types of wastes that may require disposal in the County were identified as specific elements to be incorporated in the public education program. *The LaSalle County Land Use Department has developed the LaSalle County Environment Guide and provides recycling information on its website. The Land Use Department currently looking at opportunities to educate youth on recycling and solid waste, and is working with recyclecoach.com to provide detailed County recycling and solid waste resources.*