

Optional Project Narrative Attachment Form Work Plan for the Solid Waste Infrastructure for Recycling (SWIFR) Grants for States and Territories

Illinois Environmental Protection Agency

State/Territory Point of Contact:

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Total Amount Requested: \$ 733,568.00

Period of Performance: October 1, 2023 through September 30, 2026

Section 1. Project Summary and Overall Approach

Summary Statement: EPA's Solid Waste Infrastructure for Recycling (SWIFR) grants for states and territories will fund activities that support long-term planning and data collection needs to demonstrate progress toward the National Recycling Goal and Food Loss and Waste Reduction Goal and advance a Circular Economy for materials, as well as support the state-led implementation of plans to advance post-consumer materials management. The purpose of this award is to enhance Illinois's efforts to meet the SWIFR grants elements. Illinois will conduct a statewide waste characterization study that identifies the annualized volume of individual materials generated in Illinois and the end-of-life handling methods of those materials by geographic region of the state.

A. BACKGROUND:

Description of Existing Program. Illinois EPA anticipates using all awarded funds to conduct a statewide waste generation and characterization study that identifies the annualized volume of wide suite of individual materials generated in Illinois and the end-of-life handling methods of those materials by geographic region of the state. Illinois EPA believes this use is consistent with “develop[ing], strengthen[ing], and/or implement[ing] data collection efforts that demonstrate progress towards the National Recycling Goal and Food Loss and Waste Reduction Goal” eligibility criteria set forth in the Program Guidance. Illinois EPA plans to utilize a combination of existing

full-time employees and outside contractors to complete this project within three years of receipt of the award.

Allocation of Funds factors. The Program Guidance identified five factors USEPA would use to evaluate the allocation of SWIFR Funds for awards available to states and territories. The State's information related to those five factors is detailed below.

1. Legislation in place that mandates solid waste management planning or a waste characterization report:

Illinois law does not require the maintenance of a statewide solid waste management plan. Indeed, in the last three decades there have been only two legislatively driven statewide efforts that include some of the elements of a solid waste management plan set forth in 40 CFR 256. In 1990, the General Assembly amended the Illinois Solid Waste Management Act to require the Department of Commerce of Economic Opportunity to develop a report evaluating the effectiveness of existing recycling and solid waste management programs in the state. 415 ILCS 20/7. This report was published in July 1992. In 2019, the General Assembly amended the Illinois Solid Waste Management Act to require the Illinois EPA to facilitate the Illinois Statewide Materials Management Advisory Committee. 415 ILCS 20/7.1. That Committee was tasked with authoring a report to the General Assembly that evaluated the effectiveness of existing recycling and waste management infrastructure and identified achievable recommendations to enhance the performance of those systems. This [report](#) was published in July 2021.

Legislation is also currently pending in the General Assembly that would create the Statewide Recycling Needs Assessment and Postconsumer Recycled Content Act. The legislation calls for Illinois EPA to have a contractor conduct a Statewide Recycling Assessment that would comprehensively evaluate available options to recycle, compost, and reuse packaging and paper products. This needs assessment is consistent with a portion of the work that will be done under the project proposal for the SWIFR Grant opportunity.

2. Depth and breadth of a state's data collection efforts:

Illinois law does not require omnibus solid waste and materials management data collection or reporting. A patchwork of state laws requires individual industry sectors to annually report municipal solid waste disposal volumes. These reporting requirements include the volume of solid waste sent to landfills for disposal and landscape waste sent to permitted compost facilities for disposal. There is no comparable requirement to report municipal solid waste generation figures. Illinois EPA data collection efforts are managed by fulltime employees who primarily perform other materials management functions; Illinois EPA has not received any independent funding for statewide materials management data collection efforts in recent decades.

3. When a state's solid waste management plan or waste characterization report was last updated:

The State of Illinois does not have an overarching solid waste management plan as contemplated in 40 CFR 256. The closest comparable undertaking is the Materials Management Advisory Committee's [Report](#) from July 2021. This Report did not include an updated state waste characterization study. The [most recent such study](#) took place in 2008.

4. Available resources for implementing a solid waste management program (e.g., budget and personnel):

Illinois EPA does not currently have available funds or staff to exclusively dedicate to implementing a solid waste management program like that outlined in 40 CFR 256. Illinois EPA contemplates utilizing fulltime employees who currently oversee other materials management programs to perform the functions necessary to administer awarded SWIFR funds. These employees are paid from a pair of state funds derived from landfill tipping fees. These funds also support core Illinois EPA functions, such as landfill permitting, field inspections, and civil enforcement activities.

5. Additional programmatic factors such as the level of environmental justice incorporated into a program, extent of focus on source reduction efforts, climate considerations, or the existence of other grant programs:

Illinois EPA has the statutory authority to administer recycling and composting grants to a wide range of entities. Although funding has not been appropriated for these programs since 2014, the Materials Management Advisory Committee identified more than \$10 million of state funds that could be appropriated to support such grants without raising fees. Illinois EPA anticipates utilizing these resources to augment efforts undertaken with SWIFR funds if state financing becomes available. Illinois EPA contemplates weaving environmental justice principles and source reduction endeavors into the rubric for the report that will be produced using SWIFR funds.

B. ACTIVITIES, TIMELINE, AND MILESTONES:

Illinois will perform the following activities: Illinois EPA will procure a contractor to conduct a comprehensive statewide generation and waste characterization study in order to develop a detailed report. Illinois EPA will utilize a combination of existing full-time employees and an outside contractor.

The objective of this project is to produce a report detailing the tons of municipal solid waste generated by material type in Illinois and how those materials are handled at the end of their life. These data will be presented in terms of statewide generation and disposal, as well as county-by-county generation and disposal. The types of material will align with the taxonomy of materials included in the Illinois Materials Management Advisory Committee's July 2021 [report](#). The report will also detail the reduction of greenhouse gases, in metric tons of carbon dioxide, from collection, recycling, and composting efforts in Illinois. These outputs will be achievable during the assistance agreement funding period.

The primary outcome from the use of these funds will be providing Illinois EPA with contemporary, accurate data reflecting the statewide materials generation profile. These data will enable Illinois EPA to identify specific materials streams and generation locations to target for landfill diversion efforts. Depending on the results of the waste characterization, those efforts may include regulatory amendments to afford composting facilities flexibility to accept additional food scraps or targeted uses of state funds appropriated by the General Assembly to focus on materials generated at a high rate that are otherwise recoverable given the state’s existing infrastructure.

Timeline/Milestones: Relevant timelines and milestones are identified in the Activities Narrative Table below.

Eligible Activities/Use of Funding:

Table 1: Outputs and Outcomes

Possible Activities	Measures
<i>Conduct Statewide Waste Characterization Study</i>	<ul style="list-style-type: none"> • Identify the volume of MSW/C&D collected, recycled, composted, or managed via other management pathways in the state. • Identify the volume of MSW/C&D generated per material type and source in the state • Identify viable landfill diversion options for materials generated in the state and the maximal reasonable volume of those materials that could be reasonably diverted • Identify the possible volume of GHGs that could be reduced (in MTCO₂e) from enhanced collection, recycling, composting, or management via other management pathways in the state. • Number of temporary or permanent jobs created.

Activities Narrative Table

Activities Narrative	Timeframe for Accomplishment (FFY Quarter)	Results of Activities (Outputs)	Projected Environmental or Programmatic Improvement (Outcomes)
Task 1: Cooperative Agreement (CA) Oversight			
Activity 1: Program Management and Supervision			
Supervise and manage the SWIFR grant to meet program goals. Conduct periodic project status meetings with staff to discuss project issues and priorities.	Ongoing annual activities	Performance Management Program (PMP) Evaluations	Maintain effective work force to meet work plan commitments
Submit semi-annual reports and fulfil other reporting requirements in a timely and accurate manner	Semi-annually	Semi-annual reports	Improved implementation of SWIFR program, increased organization of information to better assist review
Activity 2: Cooperative Agreement Administration			
Ensure that CA work plan is developed in accordance with State and EPA policies. Ensure that budget and administrative aspects of application requests conform to State and EPA policies. Review new and revised CA agreement guidance and serve as a resource for staff.	Annually	CA work plans, budgets, and federal assistance forms	Effective CA applications, expedited processing, improved awareness of EPA guidance
Maintain current Quality Management Plan	Annually	Signed Quality Management Plan	Grant compliance

Activities Narrative	Timeframe for Accomplishment (FFY Quarter)	Results of Activities (Outputs)	Projected Environmental or Programmatic Improvement (Outcomes)
Administer project closeout activities.	Within 120 days of grant expiration	Final semi-annual performance report, financial status report	Project closeout
Activity 3: Cooperative Agreement Legal Assistance			
Review and provide interpretation of State laws and regulations to ensure effective implementation of the SWIFR program.	As necessary	Legal review	Improved implementation of the SWIFR program
Activity 4: Fiscal and Contract Management			
Track the status of deliverables for contracted projects	As projects progress through program	Semi-annual Report	Efficient contracting activity, ensure work plan commitments are met
Task 2: Program Enhancement			
Activity 1: Enhance Program			
Participate in meetings, conference calls, and other events with EPA and other states to exchange information regarding best practices, program updates, and the like.	As new learning opportunities occur	Identification of best practices	Established Networks for information exchanges
Evaluate perceived roadblocks to utilizing the SWIFR Program, reevaluate existing program and incorporate steps to streamline the program and increase its use. Institutionalize changes. Engage in dialogue with EPA regarding program changes.	Fiscal years 2024 - 2026	Updates to program	Increase use of the program
Task 3: Program Activities			

Activities Narrative	Timeframe for Accomplishment (FFY Quarter)	Results of Activities (Outputs)	Projected Environmental or Programmatic Improvement (Outcomes)
Activity 1: Develop, strengthen, and/or implement comprehensive data collection efforts that demonstrate progress towards the National Recycling Goal and Food Loss and Waste Reduction Goal.			
Develop procurement documents to obtain a contractor to conduct a statewide waste characterization study	First Quarter FFY24	Prepare documents that comply with the Illinois Procurement Code that will enable the Illinois EPA to obtain a qualified contractor to conduct a statewide waste characterization	Satisfy the Illinois Procurement Code prerequisites in order to accomplish the outcomes identified in the final row
Publish procurement documents to obtain a contractor to conduct a statewide waste characterization study	Second Quarter FFY24	Obtain a qualified contractor to conduct a statewide waste characterization	Satisfy the Illinois Procurement Code prerequisites in order to accomplish the outcomes identified in the final rows.
Procure and execute contract following successful bidding process	Third Quarter FFY24	Execute contract with a qualified contractor to conduct a statewide waste characterization	Satisfy the Illinois Procurement Code prerequisites in order to accomplish the outcomes identified in the final rows
Contractor conducts outreach effort for study	Third Quarter FFY24	Characterize universe in which to conduct study	<ul style="list-style-type: none"> • Identify the volume of MSW/C&D collected, recycled, composted, or managed via other management pathways in the state. • Identify the volume of MSW/C&D generated per material type and source in the state • Identify viable landfill diversion options for materials generated in the state and the maximal reasonable volume of those materials that could be reasonably diverted • Identify the possible volume of GHGs that could be reduced (in

Activities Narrative	Timeframe for Accomplishment (FFY Quarter)	Results of Activities (Outputs)	Projected Environmental or Programmatic Improvement (Outcomes)
			MTCO _{2e}) from enhanced collection, recycling, composting, or management via other management pathways in the state.
Contractor drafts plan to conduct study	Fourth Quarter FFY25	Develop a plan by which study will be conducted	<ul style="list-style-type: none"> • Identify the volume of MSW/C&D collected, recycled, composted, or managed via other management pathways in the state. • Identify the volume of MSW/C&D generated per material type and source in the state • Identify viable landfill diversion options for materials generated in the state and the maximal reasonable volume of those materials that could be reasonably diverted • Identify the possible volume of GHGs that could be reduced (in MTCO_{2e}) from enhanced collection, recycling, composting, or management via other management pathways in the state.
Provide feedback and comments to proposed plan	Fourth Quarter FFY25	Final development of plan based upon Agency feedback.	<ul style="list-style-type: none"> • Identify the volume of MSW/C&D collected, recycled, composted, or managed via other management pathways in the state. • Identify the volume of MSW/C&D generated per material type and source in the state • Identify viable landfill diversion options for materials generated in the state and the maximal

Activities Narrative	Timeframe for Accomplishment (FFY Quarter)	Results of Activities (Outputs)	Projected Environmental or Programmatic Improvement (Outcomes)
			<p>reasonable volume of those materials that could be reasonably diverted</p> <ul style="list-style-type: none"> Identify the possible volume of GHGs that could be reduced (in MTCO_{2e}) from enhanced collection, recycling, composting, or management via other management pathways in the state.
Conduct and finalize statewide characterization study	Third Quarter FFY26	Contractor will conduct study to provide a report that refreshes the state's waste characterization data	<ul style="list-style-type: none"> Identify the volume of MSW/C&D collected, recycled, composted, or managed via other management pathways in the state. Identify the volume of MSW/C&D generated per material type and source in the state Identify viable landfill diversion options for materials generated in the state and the maximal reasonable volume of those materials that could be reasonably diverted Identify the possible volume of GHGs that could be reduced (in MTCO_{2e}) from enhanced collection, recycling, composting, or management via other management pathways in the state.
Provide Closeout Report	Fourth Quarter FFY26	Contractor will produce a report that refreshes the state's waste characterization data	<ul style="list-style-type: none"> Identify the volume of MSW/C&D collected, recycled, composted, or managed via other management pathways in the state.

Activities Narrative	Timeframe for Accomplishment (FFY Quarter)	Results of Activities (Outputs)	Projected Environmental or Programmatic Improvement (Outcomes)
			<ul style="list-style-type: none"> • Identify the volume of MSW/C&D generated per material type and source in the state • Identify viable landfill diversion options for materials generated in the state and the maximal reasonable volume of those materials that could be reasonably diverted • Identify the possible volume of GHGs that could be reduced (in MTCO₂e) from enhanced collection, recycling, composting, or management via other management pathways in the state.

C. **ROLES AND RESPONSIBILITIES:** This project includes a clear division of responsibility between the Illinois EPA and the contractor obtained in accordance with the Illinois Procurement Code. Illinois EPA staff will be responsible for:

- preparing procurement documents;
- arranging for those documents to be published;
- reviewing the submitted bids;
- addressing questions from the contractor;
- reviewing the contractor’s work; and
- performing the administrative functions identified in Tasks 1 and 2 of the Activities Narrative Table.

The contractor will be responsible for conducting the waste characterization, submitting a report detailing its findings to the Illinois EPA, and complying with all procedural and substantive requirements set forth in the Illinois Procurement Code.

Section 2: Programmatic Priorities and Strategic Plan Goals

The activities described in this workplan support the following grant Programmatic Priorities and EPA’s FY 2022-2026 Strategic Plan by affording the Illinois EPA the necessary contemporary data to make meaningful programmatic decisions related to materials management and the impact from those materials on GHG emissions:

- Goal 1: Tackle Climate Change,
 - a. Objective 1.1: Reduce Emissions that Cause Climate Change,
- Goal 6: Safeguard and Revitalize Communities,
 - a. Objective 6.2: Reduce Waste and Prevent Environmental Contamination.

Section 3. Environmental Results—Outputs and Outcomes

The primary output from the use of these funds will be a report detailing the tons of municipal solid waste generated by material type in Illinois, statewide and by county, and how those materials are handled at the end of their life. The types of material will align with the taxonomy of materials included in the Illinois Materials Management Advisory Committee’s July [2021 report](#). The report developed using SWIFR funds will also detail the reduction of greenhouse gases, in metric tons of carbon dioxide, from collection, recycling, and composting efforts in Illinois.

The primary outcome from the use of these funds will be providing the Illinois EPA publicly available accurate data reflecting the statewide and local materials generation profile. These data will enable the Illinois EPA to identify specific materials streams and generation locations to target for landfill diversion efforts. Depending on the results of the waste characterization, those efforts may include regulatory amendments to afford composting facilities flexibility to accept additional food scraps and targeted uses of any state grant funds appropriated by the General Assembly focusing on materials generated at a high rate that are otherwise recoverable given the state’s existing infrastructure. The development of these data will have multiple beneficiaries. First, these data will enable the Illinois EPA

to appropriately tailor its programmatic efforts to align with the materials management reality within the state. Second, the report will afford units of local government throughout the state an opportunity to evaluate their historic materials management efforts and, consistent with their available resources, examine enhancements to maximize landfill diversion while minimizing their community’s carbon footprint. Third, the data will provide state policymakers and interest groups a sound foundation for crafting legislative and regulatory concepts related to materials management, rather than having to extrapolate from historic studies or other jurisdictions. Taken together, this will create an opportunity to foster policy and programmatic enhancements grounded in objectively verifiable principles.

Section 4. Budget Narrative

Proposed Budget

	Task 1: Cooperative Agreement Oversight Amount	Task 2: Program Enhancement Amount	Task 3: Program Activities Amount	Total
Personnel	\$0.00	\$0.00	\$0.00	\$0.00
Fringe ([%] of Personnel)	\$0.00	\$0.00	\$0.00	\$0.00
Travel	\$0.00	\$0.00	\$0.00	\$0.00
Supplies	\$0.00	\$0.00	\$0.00	\$0.00
Contractual	\$0.00	\$0.00	\$733,568.00	\$733,568.00
Other (Subawards, Participant Support Costs)	\$0.00	\$0.00	\$0.00	\$0.00
Indirect	\$0.00	\$0.00	\$0.00	\$0.00
TOTAL	\$0.00	\$0.00	\$733,568.00	\$733,568.00

Budget Description

The Illinois EPA will utilize \$733,568.00 to hire a contractor to conduct the statewide waste characterization. These costs are reasonable because the contract will be awarded competitively under the Illinois Procurement Code and other applicable federal law and the figure is consistent with similar awards issued by other states, when adjusted for Illinois’s population. Price will be one factor in determining which consultant offers the best value for the project.

Task 3	Contractor	\$733,568.00
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TOTAL CONTRACTUAL: \$733,568.00