# Solid Waste Management Plan

2025 – 2030 AND BEYOND

LA CROSSE COUNTY SOLID WASTE DEPARTMENT

LA CROSSE COUNTY, WI

LA CROSSE COUNTY

Exceptional services. Extraordinary place.

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Exceptional services. Extraordinary place.

September 3, 2025

RE: Solid Waste Management Plan
La Crosse County Solid Waste Department
La Crosse County, Wisconsin

Mr. Jadd Stilwell, Solid Waste Director
La Crosse County Solid Waste Department
3200 Berlin Drive
La Crosse, WI 54601

Dear Mr. Stilwell:

The La Crosse County Solid Waste Management Plan (SWMP) is an officially recognized policy document by the Wisconsin Department of Natural Resources (WDNR). The 2025 SWMP provides an update to the previously adopted 2015 SWMP. It is intended to guide solid waste decision making in the region. The Plan describes the La Crosse County regional disposal system, summarizes trends impacting the System, identifies key strategic issues and opportunities, and presents a set of strategic recommendations to help guide decision-making over the next five-, ten- and fifteen-year time periods.

Sincerely,

Brian Kent
Project Manager
Short Elliott Hendrickson Inc. (SEH)

Ryan Shimko
Project Engineer
Short Elliott Hendrickson Inc. (SEH)

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# Executive Summary

(Insert Executive Summary)

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# Solid Waste Management Plan

## 2025 - 2030 and Beyond

Prepared for La Crosse County Solid Waste Department

## 1.0 Introduction

La Crosse County (County) is a recognized leader in solid waste management in the region, the state of Wisconsin, and nationally. Through partnerships with multiple municipalities, counties, and private industry, the County has led the creation of the La Crosse County Regional Disposal System (the "System") that reflects community values, provides accountability to the public, manages resources locally, reduces liabilities, and ensures strong private sector competition by having equal opportunities for all haulers.

Through planning processes such as this update to the Solid Waste Management Plan (SWMP), the County and its partners stay abreast of changing conditions and prepare for the future. The purpose of the 2025 SWMP update is to:

1. Identify and describe strategic issues that could affect the County Solid Waste Department's (Department) delivery of solid waste services, and to provide recommendations for addressing these issues for the period 2025-2030 and beyond.
2. Provide a document that the Wisconsin Department of Natural Resources (WDNR) will identify and recognize as the approved SWMP for La Crosse County and those services within this plan that are coordinated within the System.
3. Strengthen relationships of current and future participants to the continued successful performance of the System.
4. Stay abreast of changing conditions and prepare for the future.
5. To encourage cooperative approaches and inter-governmental coordination.

## 1.1 Plan Development

The County's long-term commitment to delivering environmentally sound, financially stable solid waste services is reflected in this update to its SWMP. The process to develop this SWMP was based on a long history of solid waste planning in the region that dates to 1971, when the "Report on Proposed Sanitary Landfill Facilities for the

La Crosse Urban Area" was prepared. The report stated that the disposal of solid wastes should be accomplished through a regional program.

This SWMP was updated through engagement with Department staff, Department provided data regarding waste disposal and diversion, the latest national data on waste management, tracking of progress since the previous SWMP update, discussion/input from the solid waste policy board, and general input from stakeholders. The previous SWMP was updated in 2015 over a year-long period with significant stakeholder input and feedback. Much of the information gathered from that process including the SWMP's mission, values, recommendations, and strategic initiatives are still relevant today and are carried forward, as applicable, in this update. Other areas of the plan have been updated to reflect new solid waste management approaches and strategies.

The structure of this SWMP is as follows:

- **Section 1 Introduction** of the SWMP describes the purpose of the plan, the mission of the County regional disposal system, and the authorities and responsibilities for solid waste management in Wisconsin and Minnesota.
- **Section 2 System Description** provides an overview of the regional waste and recycling marketplace itself and how the County regional disposal system fits into it.
- **Section 3 Solid Waste Quantities and Characteristics** provides data on solid waste quantities and characteristics across the region. A summary of tonnages and capacities is provided, with more detailed information provided in the appendices.
- **Section 4 Key Trends and Growth Projections** summarizes key trends and growth projections impacting the solid waste industry both nationally, at the state level and regionally, helping set the stage for a discussion of key issues and opportunities facing the system in Section 5.
- **Section 5 Strategic Issues and Recommendations** identifies key issues impacting the system and then outlines a set of strategies to address those key issues.
- **Section 6 Implementation Framework** provides an implementation framework to guide the County and its regional partners as they implement the strategies identified in Section 5 over the next five-, ten- and fifteen-year time periods.

## 1.2 Mission and Values

The purpose of the La Crosse County regional disposal system is to provide regional environmentally and economically sound solid waste services through:

1. Cooperation with a regional mindset
2. Comprehensive communication and education
3. Fiscally responsible management
4. Creative and integrated approaches that result in long-term value to stakeholders
5. Promotion of competition in the marketplace

In carrying out its mission, the System is guided by the following six core values illustrated in Figure 1 below.

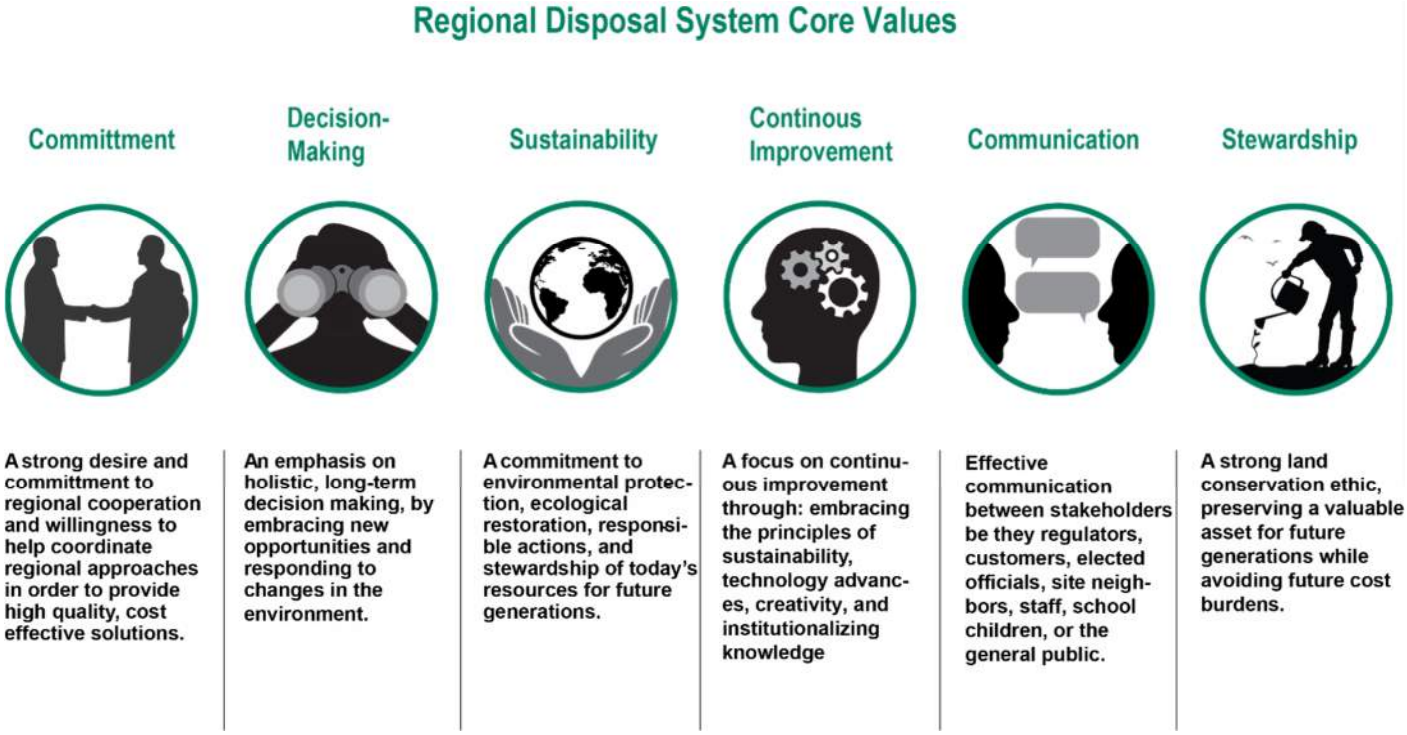



**Figure 1 – La Crosse County Regional Disposal System Core Values**

## 1.3 Planning Framework

The SWMP is a broad, comprehensive document which describes the County regional disposal system and identifies a set of key issues and opportunities to guide decision making in the future. It provides a framework for change through the identification of strategic recommendations to address the key issues facing the system.

Several other plans are intended to compliment this plan by providing more detailed and topical analyses related to topics such as land use, operations, and sustainability. These include but are not limited to the following:

- La Crosse County's Land Use Master Plan
- La Crosse County's Landfill Natural Resource Management Plan, and Trail and Recreation Master Plan
- La Crosse County's Landfill Environmental Management System
- La Crosse Strategic Plan for Sustainability
- La Crosse County Climate Action Plan

Through annual work planning and on-going priority setting exercises with system partners, specific initiatives have been and will be developed and implemented based on the recommendations contained in this plan.

## 1.4 Key Issues

Based on the results of previous stakeholder engagement activities, discussion with the Department, prior document review, and a review of recent trends impacting the La Crosse regional disposal system, a set of strategic issues was identified. Listed below are the key challenges, or strategic issues, facing the system over the next five-year period and beyond. The Plan's key issues are continued from the 2015 Plan with pertinent updates to address each issue. Strategic recommendations to manage these key issues are presented in Section 5 of this report.

1. **Financial Stability** –how can the Department maintain financial stability while remaining competitive?
2. **Xcel Energy's Waste-to-Energy (WTE) facility**– how can the Department continue to strengthen its current partnership with Xcel Energy (Xcel) to the benefit of both parties and the System as a whole?
3. **Waste Stream Security & Airspace Capacity** – how can the Department maintain an adequate waste stream now and, in the future, to achieve its financial objectives? How will the Department manage the future waste stream knowing further expansion of the existing landfill is unlikely?
4. **Regional Cooperation** – how can the Department strengthen regional partnerships and better serve the region?
5. **Enhance Community Outreach**– how can the Department continue to build upon its efforts to pro-actively engage its stakeholders and partners to better meet their needs?
6. **Operational Effectiveness and Efficiency** – how can the Department gain efficiencies and better meet the needs of its users through new technologies?
7. **Succession Planning and Institutional Knowledge** – how can the Department retain and attract talented, innovative staff with visionary leadership?

8. **Land Use** – how can the Department maintain and manage the long-range vision for the landfill site as identified in the La Crosse County Landfill Master Land Use Plan (MLUP) (Appendix A) and related documents?

## 1.5 Key Accomplishments

### 1.5.1 Historical System Timeline

Planning for the future does not take place in a vacuum. The La Crosse County regional disposal system has had many successes over the past 45 years, continually evolving to meet the needs of its stakeholders. See Figure 2 for a list of key milestones from the 1970's through the present.


**Figure 2 – La Crosse County Regional Disposal System History**

### 1.5.2 Recent Accomplishments

Several successful projects and initiatives have been realized since the 2015 SWMP was approved. Many of the accomplishments were identified as priorities in that plan. A brief list of key accomplishments is provided below:

- **Proactive Price Increases:**
  - The County's tip fee management plan has allowed the County to better control finances and budgets versus reacting to market conditions. In the facility's 45+ year history, price increases have been relatively minimal and significantly lower than the consumer price index (CPI).
- **Strengthened Relationship with Xcel Energy:**
  - Renewed agreement with Xcel until 2030.
- **Landfill Expansion Approval:**
  - Received WDNR approval of an approximately 3.1 million cubic yard contiguous landfill expansion, extending the facility's lifespan and maintaining solid waste disposal services.
- **Former Landfill LTC Funds Released:**
  - Long term care funds for the former exhumed landfill have been released allowing for improved funding under license #3253.
- **Recycled Asphalt Shingles Usage:**
  - Received WDNR approval to use processed recycled asphalt shingles as a fines replacement in aggregate base course for driveways, roads, parking lots, and general fill applications. This approval has allowed the County to expand upon its waste diversion and reuse efforts.
- **WTE Advocacy**:
  - Successfully advocated for legislative change (2021 Wisconsin Act 58) exempting rejected material from licensed MSW combustor's up to 30% of the total material received from statutory tip fees. This exemption encourages recovery efforts and provides a savings to the system.
- **Household Hazardous Materials (HHM) Program Expansion:**
  - Expanded materials accepted and operating hours.
  - The program experiences nearly 8,000 residential users per year resulting in over half a million pounds of hazardous materials recycled or responsibly disposed.
  - Added services include sharps collection, electronic cigarettes, and select per-and polyfluoroalkyl substance (PFAS) containing wastes.
- **HHM Building Renovation:**
  - Improved waste storage capacity and compliance with storage requirements.
- **HHM Intergovernmental Agreement Renewal:**
  - Funding in effect until 2028.
- **Facility Entrance Reconfiguration**
  - Dual in/out scale system for improved safety and traffic flow.

  - Separate access to landfill office and HHM facility.
  - Relocated citizens drop-off area for safety and efficiency.
  - An intergovernmental effort that strengthened relationships and workflow.
  - The project spurred development of adjacent properties, thereby adding tax revenue to the City of La Crosse.
- **Facility Operations Contract:**
  - Successfully bid and negotiated a 10-year contract with the contractor (Integrity Grading and Excavating) for daily landfill operations, continuing the historical use of private/public partnerships for this service.
- **Virtual Tours:**
  - Created and implemented during the COVID-19 Pandemic for continued outreach and education when in-person tours were not possible. Videos include a tour of the landfill facility, HHM facility, Xcel WTE facility, asphalt shingle recycling, and HHM safety guidelines. Videos are available on the Department website. These have allowed the Department to reach a broader audience.
- **New Waste Diversion Programs**:
  - Diverted granular activated carbon (GAC) water filters used for PFAS treatment by Town of Campbell residents.
  - Community composting bin program
  - Polystyrene foam recycling.
- **Mattress Diversion and Recycling**:
  - Successfully diverted over 25,000 mattresses from landfilling.
- **Land Use and Recreation Plans**:
  - Completed Landfill Master Land Use Plan, Conceptual Natural Resource Management Plan, and Trail and Recreation Master Plan.

## 1.6 Organizational Structure

The La Crosse County regional disposal system is made up of many public and private partners. Figure 3 shows the current organizational structure for the system. A brief description of each component of the system is described on the next page.

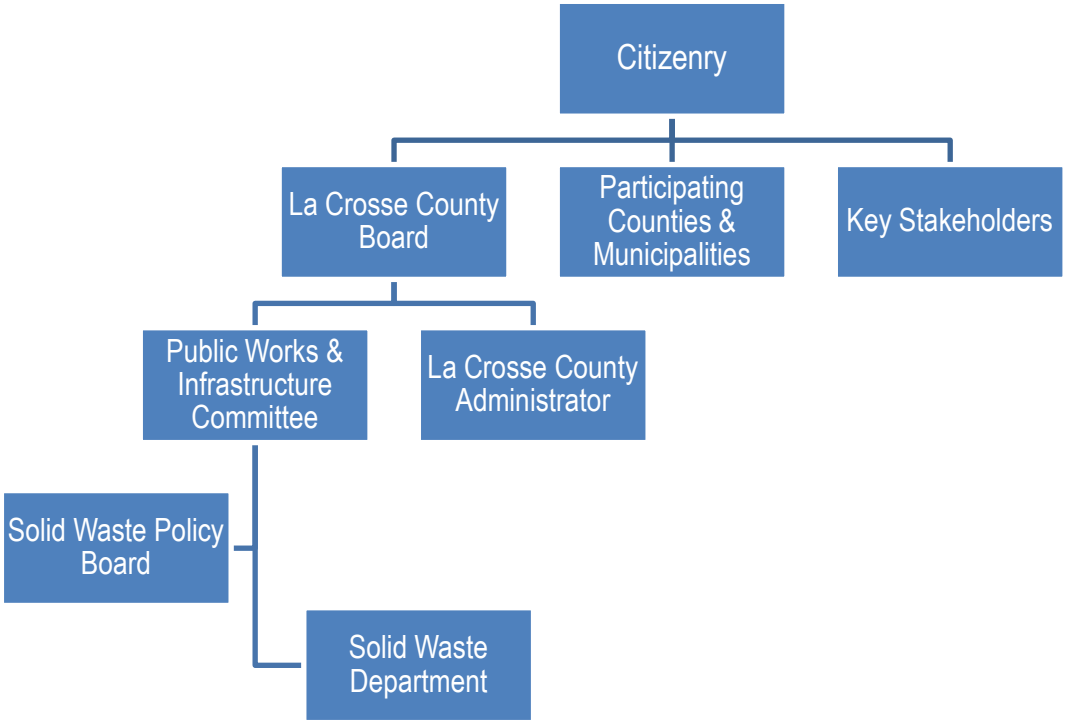



**Figure 3 – La Crosse County Regional Disposal System**

### 1.6.1 La Crosse County Regional Disposal System

The La Crosse County Regional Disposal System is an integrated solid waste management system that provides a full range of waste management services in southwestern Wisconsin and southeastern Minnesota. The System supports Wisconsin's Solid Waste Reduction, Reuse, Recycling, Composting, and Resource Recovery Policy (WI Stat § 287.05), which states "that maximum solid waste reduction, reuse, recycling, composting and resource recovery is in the best interest of the state in order to protect public health, to protect the quality of the natural environment and to conserve resources and energy."

The Policy expressly encourages cooperative approaches and intergovernmental coordination **"**in order to maximize beneficial results while minimizing duplication and inefficiency." It provides **"**municipalities and counties certain powers to adopt waste flow control ordinances in order to require the use of recycling and resource recovery facilities."

### 1.6.2 La Crosse County Board of Supervisors

The County Board is the ultimate decision-making body for all La Crosse County business. The County Board has final approval over department budgets, issuance of bonds, contract approvals, and basic matters affecting finance. As the governing body for the County, the Board of Supervisors also sets official County policy

including the Solid Waste Management Code (See Appendix B, “La Crosse County Solid Waste Management Code”).

### 1.6.3 La Crosse County Public Works and Infrastructure Committee

The Public Works and Infrastructure (PWI) Committee acts as the oversight committee for facilities, highway, and departments. The PWI Committee makes policy, legislative and funding decisions related to all county-owned buildings, highways, bridges, parks, and solid waste facilities, as well as other real estate and properties. Issues typically addressed by this committee include capital improvement projects; facilities maintenance; preventive maintenance; construction; personal property and real estate; and the operations, repairs, and upkeep of assets.

### 1.6.4 La Crosse County Administrator

The County Administrator is Chief Executive Officer and the primary employee of the County Board of Supervisors. Local government operations are organized under the direction of the County Administrator within the policy framework established by the Board.

### 1.6.5 La Crosse County Regional Disposal System Solid Waste Policy Board

The Solid Waste Policy Board (SWPB) was created in 2004 and consists of nine members appointed by the County Board Chair. Three members must be La Crosse County Board Supervisors. Six members are from the regional participants with two of those from within La Crosse County. The rest are currently made up of one representative from each of the four county contract holders (Houston and Wabasha counties in Minnesota and Buffalo and southern Trempealeau counties in Wisconsin).

The SWPB develops plans for the county solid waste management programs; establishes operations and methods of waste management that are considered appropriate; engages in research and demonstration projects that are intended to improve the techniques of solid waste management; through the budget process recommends establishment of reasonable fees; creates service districts which provides different types of solid waste collection or disposal services; educates users of the services of the county solid waste management system and the public.

The SWPB provides a voice for participants from the region in many of the issues critical to those regional participants. However, the SWPB does not own assets, enact ordinances, contract with private entities, accept funds, or levy taxes. Rather, the SWPB provides recommendations to La Crosse County’s PWI Committee, which in turn makes recommendations to the County Board. See Figure 4 for a diagram of the decision-making process which La Crosse County and its partners use to identify issues, gain approvals, monitor impacts, and implement activities.


**Figure 4 – La Crosse County Regional Disposal System Decision-Making Process**

### 1.6.6 Participating Counties and Municipalities

La Crosse County contracts with multiple public entities and private businesses to maintain a strong regional disposal system. These include, but are not limited to the following counties and commissions:

1. La Crosse County, Wisconsin
2. Houston County, Minnesota
3. Wabasha County, Minnesota
4. Buffalo County, Wisconsin
5. Trempealeau County, Wisconsin
6. Southern Trempealeau County Solid Waste Commission, Wisconsin

Contract holders commit to sending municipal solid waste (MSW) within their control to Xcel Energy's WTE facility. They also use other services provided by the Department such as the HHM program.

### 1.6.7 Key Partners

There are dozens of key partners in the system including but not limited to the following:

- Public partners such as La Crosse County, other participating counties, and municipalities
- Private businesses such as Waste Management, Hilltopper's Refuse & Recycling Service (Hilltopper's), Harter's Quick Clean Up (Harter's),
- Public/Private Partnerships for the System including: Integrity Grading & Excavating, Short, Elliot, Hendrickson (SEH), Hilltopper Refuse and Recycling, Gundersen Envision/Emplify, and Xcel Energy.
- Community partners including: Recycling Connections, Outdoor Recreation Alliance (ORA), and Habitat for Humanity.

### 1.6.8 La Crosse County Solid Waste Department

The Department is responsible for overseeing landfill operations and provides education and outreach services both locally and regionally. Staff include the following:

- Director
- Operations Coordinator
  - Department Technicians (4)
  - Scale Attendants (2)
- Financial Specialist
  - Account Clerk
  - Administrative Associate

## 1.7 Legal Framework

Wisconsin law provides counties and municipalities authority to manage solid waste alone or in cooperation with one another. This section of the plan highlights the solid waste management authority and roles for counties in Wisconsin and Minnesota. The first subsection covers two US Supreme Court rulings regarding solid waste flow control.

### 1.7.1 Supreme Court Rulings

Flow control is an important topic for the regional disposal system because of the long-term contracts which have been put in place that guarantee a specified amount of solid waste be delivered to Xcel's WTE facility.

In 1994, "the Carbone Decision" by the US Supreme Court limited the ability of public solid waste agencies to direct the flow of solid waste to the public agency's contracted private solid waste management facilities via an ordinance requiring all private haulers to deliver to the designated facility. However, on April 30, 2007, the

US Supreme Court issued another key ruling, “Oneida-Herkimer”. This ruling determined if properly conducted under the laws of the specific state, that flow control to publicly owned and operated solid waste management facilities by ordinance is acceptable.

### 1.7.2 Wisconsin County Authority

La Crosse County’s authority for solid waste management planning is based in Wisconsin Statutes. **WI Stat § 289** states that:

- “Each county board individually or jointly with another county board may prepare and adopt a county solid waste management plan consistent with state criteria.”
- “All county plans shall be submitted to the department for review. Within 90 days after submittal, the department shall approve or disapprove the plans. During its review, the department shall consult with the appropriate regional planning commission or other planning agency to determine whether any facility use and operation is in conflict with any plans adopted by such agency.”

  **WI Stat § 59.70** ‘Environmental protection and land use’ authorizes counties to engage in solid waste management as well. It states that:

  – “The board of any county may establish and operate a solid waste management system or participate in such system jointly with other counties or municipalities….”
- The Statute allows for creation of a solid waste management board, which may exercise powers including:
  – Develop a plan for a solid waste management system and acquire lands within the county;
  – Establish operations of waste management as well as acquire the necessary equipment;
  – Enact and enforce ordinances;
  – Contract with private collectors, transporters or municipalities to receive and dispose of waste;
  – Accept funds that are derived from state or federal grant or assistance programs and enter into necessary contracts or agreements;
  – Appropriate funds and levy taxes to provide funds for acquisition or lease of sites, easements, and necessary facilities;
  – Make payments to any municipality in which county disposal sites or facilities are located to cover the reasonable costs of services;
  – Charge or assess reasonable fees; and
  – Create service districts which provide different types of solid waste collection or disposal services.

  **WI Stat § 59.70** ‘Environmental protection and land use’ also authorizes counties to establish and require recycling or resource recovery facilities**.** The statute states that “the board may establish and require use of facilities for the recycling of solid waste or for the recovery of resources from solid waste as provided

under Section 287.13." La Crosse County implemented this required use designation under Section 287.13 at the time of developing the original Refuse Derived Facility contract with Northern States Power (NSP).

### 1.7.3 Wisconsin Municipal Authority

Cities, villages, and towns also possess the authority for collection and removal of solid wastes from places within their municipality. This includes authority to arrange for all places or those that desire service. Districts may be created and different regulations applied to each. Cost may be recovered by various means.

Local governments may also provide for solid waste management through intergovernmental agreements under Section 66.30 of the Statutes. These joint agreements are limited to those powers the local government can legally perform individually.

The WDNR has numerous regulatory requirements covering all aspects of solid and hazardous waste management. La Crosse County and other Wisconsin participants are required to follow these regulations with all facilities and programs.

### 1.7.4 Wisconsin Responsible Unit Authority

**Wisconsin Statute 287.07** prohibits land disposal and incineration of several recyclable materials unless "Effective Recycling Programs" have been developed. Effective Recycling Programs must be developed and continue to be operated by Responsible Units. The materials banned along with the exemptions for Effective Recycling Programs are established in Statutes and governed by regulations adopted by the WDNR. The statute exempts the La Crosse County regional disposal system from certain prohibitions regarding the burning of prohibited recyclable materials.

### 1.7.5 Local Ordinances

La Crosse County has adopted a Solid Waste Management Code to "regulate the storage, collection, transport, processing, recovery, and disposal of solid waste in order to protect the present and future public safety, health, welfare, economic stability, and the environment of the people of La Crosse County."

Most municipalities have ordinances addressing issues associated with solid waste management. For example, Chapter VIII of the City of La Crosse code addresses "Dwelling and Sanitary Regulations." The ordinance addresses the proper handling of refuse and recyclables for collection and outlines the specific responsibilities of a Responsible Unit of Government to guide recycling efforts.

### 1.7.6 Minnesota Solid Waste Management Planning

In Minnesota the primary responsibility and authority for solid waste management rests with county government. Outside the Minneapolis-St. Paul metropolitan area, Minnesota counties have statutory authority under Chapter 400: Greater Minnesota-County Solid Waste Management Act and Minn. Stat. §115A, also known as the Waste Management Act.

The goal of the Minnesota statutes is to protect the state's land, air, water, and other natural resources and the public health by improving waste management in the state to serve the following purposes:

1. Reduction in the amount and toxicity of waste generated
2. Separation and recovery of materials and energy from waste
3. Reduction in indiscriminate dependence on disposal of waste
4. Coordination of solid waste management among political subdivisions
5. Orderly and deliberate development and financial security of waste facilities including disposal facilities

### 1.7.7 Minnesota County Solid Waste Planning

There is stronger county-level solid waste planning in the State of Minnesota compared with the State of Wisconsin. For example, public entities in Minnesota are required to follow their counties when they arrange for solid waste services unless they have the county's permission to do otherwise. This may include requirements related to recycling, banning of certain materials from the waste stream, and use of designated WTE or composting facilities.

## 1.8 Department Funding

The Department is a self-funded (enterprise fund) entity in that the revenue generated by the System covers its operating costs. The System does not rely on general tax revenue for funding. Key assets include property and equipment; land, airspace and permits for future disposal; waste stream revenue, waste-to-energy revenue, and revenue from other wastes (HHM, e-waste). Key liabilities include operating costs for waste disposal and beneficial reuse programs; capital investments; bond repayment obligations; regulatory requirements for long-term care of the landfill and waste that leaves the system.

### 1.8.1 Revenue

The Solid Waste Department operates under a separate enterprise fund within the County government that is funded entirely through the operation of waste handling. This includes revenue generated from tipping fees and recovery at the landfill and Xcel and operation of the gas-to-energy system.

Figure 6 graphically depicts the Department's descriptive budgetary break down of revenue sources and average amounts between 2021 to 2022.

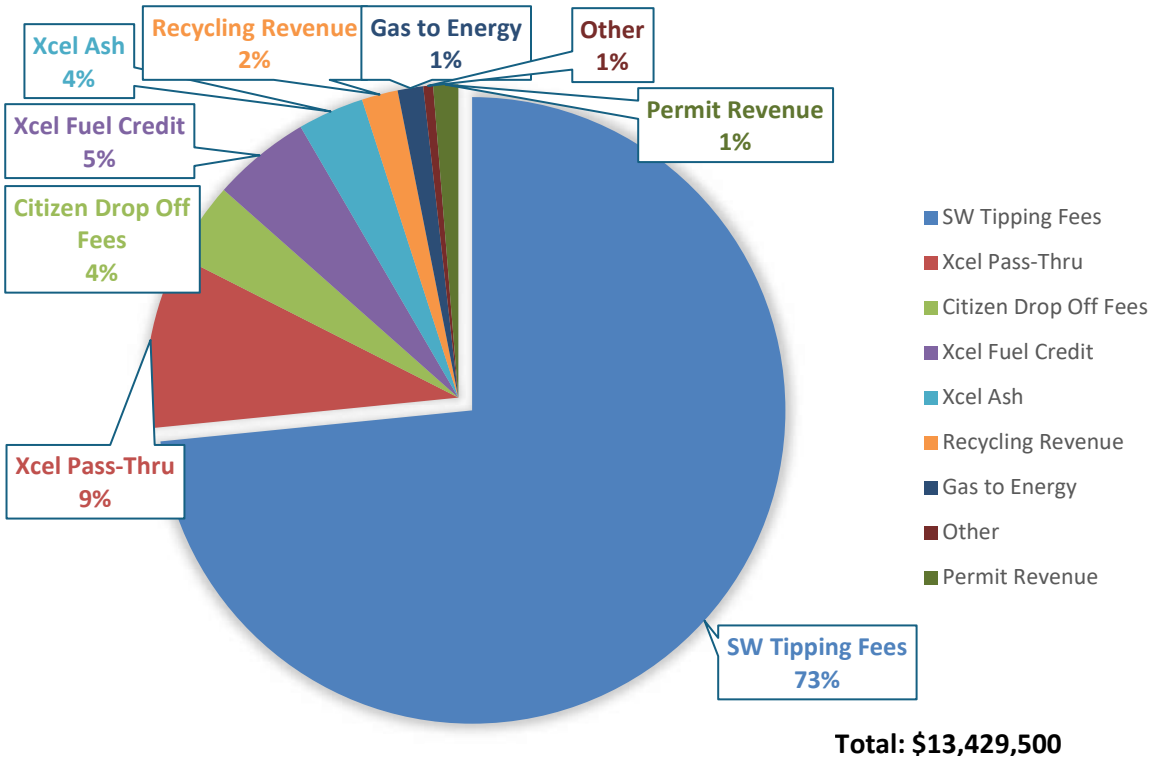



**Figure 5 – Solid Waste Department Average Revenues 2022 -2024**

### 1.8.2 Department Budget

The Department's budget is adjusted annually due to variations in capital expenditures such as new cell construction and/or landfill closure. Recently, the budget has averaged around $13.5 million.

The Department's budget consists of the following major activities and cost centers.

- **Xcel RDF Fees:** Are the greatest expense annually, which make up approximately 43%.
- **Depreciation/Amortization:** Bond repayment obligations for facility upgrades made at the RDF processing and WTE facility consists of approximately 13% of the annual expense.
- **Site Operations:** The landfill is privately operated (Integrity Grading & Excavating) but managed by the Department. This item is the annual cost for landfill operations which also includes assistance with the materials processing pad, citizens drop off, and other related site infrastructure. Site operations consist of approximately 12% of the annual expenses.

- **WDNR Fees:** Are the statutory fees paid to the WDNR per ton of waste accepted for disposal. Fees are based on WDNR established waste categories. WDNR fees consist of approximately 7% of the annual expense.
- **Customer Rebates:** Are the result of haulers enrolled in the Department's rebate program who receive reimbursement for bringing a minimum amount of waste to the landfill or Xcel. Rebates consist of approximately 5% of the annual expenses.
- **Salaries/Wages/Benefits:** Cost for Department employees which consists of approximately 5% of the annual expenses.
- **Consulting:** Cost for third-party consulting services providing engineering and environmental compliance support. Consulting consists of approximately 4% of the annual expenses.
- **Property Care/Maintenance:** Costs for general upkeep of the facility grounds. Property care/maintenance costs typically consist of 4% of the annual expenses.
- **Interest Expense:** Approximately 2% of the annual expense.
- **Financial Assurance Adjustments:** Payments to the closure and long-term care accounts for the MSW landfill, C&D landfills, and ash monofill onsite. Each landfill has their own account. These adjustments consist of approximately 2% of the annual expenses.
- **G&A, Supply, Equipment, Other:** General and administrative expenses such as supplies and equipment by Department staff typically consist of 3% of the annual expenses.
- **County Services:** Typically consist of 1% of annual expenses.
- **Utilities:** For the Department office and HHM facility typically consist of less than 1%.
- **Public Information/Advertising:** Costs for educational materials on proper waste disposal and recycling consist of less than 0.1% of the annual expense.

Figure 6 graphically shows the expense categories for annual budgeting. Annual budgets are prepared in the Fall of each year and submitted to the County Board of Supervisors for review and approval. The Department's budget is approved along with the general County budget in October of each year.


**Figure 6 – Solid Waste Department Average Annual Expenses 2022-2024**

## 2.0 System Description

La Crosse County serves as the hub for the La Crosse Regional Disposal System (referred hereinafter as the "System"), an integrated solid waste disposal system that is provided through public/private partnerships. The System is utilized by several counties and municipalities in Wisconsin and Minnesota (See Figure 7 below).

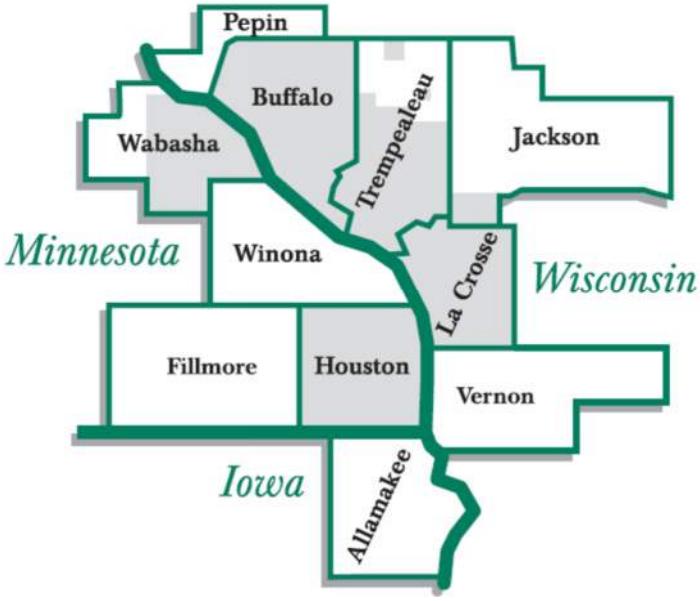



**Figure 7 – Map of La Crosse County Regional Disposal System**

The System accepts residential, commercial, industrial, and institutional wastes. The System processes solid waste into refuse derived fuel (RDF) which is then utilized in generating electricity by Xcel Energy. The system provides reuse, resource recovery, recycling, and disposal services, in addition to programs designed to reduce the toxicity of various waste streams. Most of these services are provided at the La Crosse County Landfill. Resource recovery activities are conducted at Xcel Energy's WTE facility located on French Island

The services offered by the System are consistent with the State of Wisconsin's and State of Minnesota's preferred waste management policies. The System keeps transportation distances and costs low, as well as ensuring strong private sector competition by maintaining accessible, fairly priced services.

This section of the report provides a description of the various components of the System. It includes information pertaining to area landfills and Material Recovery Facilities (MRFs), a description of existing collection and transfer programs, and a summary of public education and outreach activities. The System includes a diverse mix of stakeholders and assets including but not limited to:

- Publicly owned and operated facilities and programs
- Privately owned and operated businesses
- Publicly owned, privately operated facilities

Figure 8 shows the location of the region's landfills, WTE, and transfer stations.

# Figure 8 - Regional Solid Waste Facility Map

## Minnesota Facility Locations

**Private Landfills**

**Public landfills**
A) Olmsted County - Kalmar Landfill

**C/D Landfill (public or private)**
A) Red Wing Land Disposal Facility
B) Wanamingo Demolition Landfill
C) Mickow Demolition Landfill
D) Olmsted County - Kalmar Landfill
E) Chester Woods Park Disaster Demolition
F) Wodele Demolition Landfill

**Ash Landfill**
A) Red Wing Land Disposal Facility
B) NSP - Red Wing Ash Disposal Facility

**Waste to Energy**
A) Xcel Energy - Red Wing Generating Plant
B) Olmsted Waste-to-Energy Facility

**Material Recovery Facility**
A) Goodhue County Materials Recovery Facility PBR
B) AMG Alliance LLC - Red Wing PBR
C) Red Wing Integrated Solid Waste Management Campus
D) Houston County Recycling Center PBR
E) ADS (Veolia Environmental Services - Midwest PBR)
F) MAC Global Inc PBR
G) Olmsted County - Kalmar Landfill
H) SKB Stewartville Recycling & Transfer
I) Winona Transfer Station
J) Matejka Recycling Inc dba Red Box

**Composting Facility**
A) Integrated Solid Waste Management Campus
B) PBR/Red Wing Recycling & Transfer
C) Lake City Compost Site PBR
D) Ries Farms PBR
E) Red Wing Integrated Solid Waste Management Campus
F) Rochester Compost Site PBR
G) Olmsted Waste-to-Energy Facility
H) Plainview Compost Site PBR
I) Wabasha Compost Site PBR

**Transfer Station**
A) Fillmore County Resource Recovery
B) Integrated Solid Waste Mgmt Campus PBR/
C) Red Wing Recycling & Transfer
D) Red Wing Integrated Solid Waste Management Campus
E) Richard's Sanitation PBR
F) Veit Disposal Systems
G) Winona Transfer Station
H) Waste Management – Rochester
I) SKB Stewartville Recycling & Transfer
J) Danckwart Feed & Grain Inc PBR
K) Lake City Recycling/Transfer
L) Matejka Transfer Center

## Wisconsin Facility Locations

**Private Landfills**
1) Advanced Disp Serv Seven Mile Creek LF LLC

**Public Landfills**
1) La Crosse County LF MSW & Ash Monofill
2) Monroe County Ridgeville II San LF
3) Vernon County Solid Waste/Recycling Facility

**C/D Landfill (public or private)**
1) La Crosse County LF
2) Alma Cty Small Demo LF & WBS
3) Tri-City Sanitation Inc Demo LF Site ##2

**Ash Landfill**
1) La Crosse County LF Ash Monofill
2) Dairyland Power Coop Phase IV - Belvidere

**Waste to Energy**
1) Xcel Energy French Island Facility

**Material Recovery Facility (Self-Certified)**
1) Green Circle Recycling LLC
2) Hilltopper Refuse & Recycling Services Inc.
3) Waste Management La Crosse
4) County of Buffalo
5) The Pro Vyro Recycling Center LLC
6) County of Jackson
7) Osseo Area Recycling Center
8) S. Trempealeau Cnty Solid Waste Commission
9) TRI-R Project
10) Village of Strum
11) Arcadia/Alma Recycling
12) County of Vernon

**Composting Facility**
1) Green Earth Compost Products
2) La Crosse Co MSW & Ash Monofill
3) La Crosse City
4) West Salem Village Yard Waste Facility
5) Alma City Compost Site
6) Advanced Disposal Serv Seven Mile Creek LF LLC
7) Earthbound Environmental Solutions
8) Hillcrest Estates
9) Viroqua City Compost/WBS

**Transfer Station**
1) Hartters Trash & Recycling Inc
2) Harters Trash & Recycling Inc
3) W M W I - La Crosse
4) Waste Management Nelson Transfer Facility
5) Advanced Disposal Services SW Midwest LLC
6) Boxx Sanitation Recycling & Transfer Station
7) US Army Fort McCoy Transfer Station
8) Black River Falls City Transfer Station
9) Arcadia City Transfer/WBS
10) Tri-City Sanitation Service Inc

## Legend

System Boundary
Private Landfills
Public Landfills
C & D Landfill (public or private)
Ash Landfill (public or private)
Waste to Energy
Material Recovery Facilities
Composting Facility
Transfer Stations

La Crosse Disposal System
*A Responsible Resource*

## 2.1 Current La Crosse County Landfill Facility and Activities

The La Crosse County Landfill is located on a 320-acre parcel of land in west central La Crosse County, within the city limits of both La Crosse and Onalaska. The landfill is publicly owned; however, most landfill operations are performed by a private contractor, Integrity Grading & Excavating, Inc.

The landfill comprises an active 52-acre municipal solid waste (MSW) landfill with approximately 20 acres in final closure, a closed relocated MSW landfill, a closed 6-acre demolition landfill, a closed ash monofill, and two smaller closed demolition landfills.

Landfilling in the closed MSW landfill occurred primarily in the 1970s and 1980s and ceased in 1991. The closed landfill was relocated to the active MSW site between 2005 and 2008. The closed landfill has documented groundwater impacts which the County continues to monitor and proactively addresses in consultation with the WDNR. Expansion of the active MSW landfill overtop the former landfill footprint has also served as a barrier to the subsurface impacts.

The active landfill (also referred to as Subtitle D sanitary landfill) was originally designed with six horizontal phases. A March 2003 Plan Modification combined the remaining two phases into a single phase (Phase V). Phase V was constructed and approved for waste placement in 2004. A horizontal and vertical expansion (North Expansion) was approved in 2006, which included five liner construction sequences and added 3,853,000 CY of air space. A portion of this air space was consumed by relocating the closed landfill.

In May 2023, the WDNR approved the Phase 2 North Expansion of the existing MSW landfill. This expansion will add two contiguous horizontal phases, Phase IX and Phase X, resulting in approximately 3.1 million cubic yards of additional airspace. The expansion will extend the existing site life approximately 13+ years. This timeframe was calculated with the contractual requirements with Xcel Energy ending in 2030. The site life would likely be extended with continued participation from Xcel.

Phases I and II of the active landfill have a 5-foot-thick clay liner underlain with a full basin 60-mil HDPE geomembrane lysimeter. Phase III through Phase VIII have a composite liner consisting of 4 feet of clay overlain with a 60-mil HDPE geomembrane liner. To date, all phases of the existing landfill have been constructed and are operational. Construction of the first phase of the expansion (Phase IX Module 1) is anticipated to occur in 2026. The liner systems of the expanded phases will be equivalent to those of Phases III through VIII.

A separate ash monofill is located on the property and is used solely for disposal of ash (primarily fly ash) generated from Xcel. The ash monofill has reached capacity and final closure was completed in 2024.

Plan modifications and approval from Xcel Energy – French Island allow for ash from the Xcel WTE facility to be directed to the MSW landfill.

Figure 9 shows the site layout and the location of the activities numbered below. Descriptions of these activities are provided throughout Section 2 of this report.

1. Active landfill area
2. Landfill dual scale system
3. Department office, reuse room
4. Household hazardous materials (HHM) facility
5. The active landfill area with the contiguous expansion phases
6. The closed intermediate sized demolition landfill
7. Closed ash monofil
8. Closed small size demolition landfills
9. Storm water management basins
10. Asphalt and shingle processing area
11. Container storage
12. The landfill gas to energy building
13. Materials processing pad
14. Citizen's drop off site
15. Pedestrian bridge and trails
16. Other features such as operations contractor building and aggregate processing area, leachate direct connect and leachate loadout.


**Figure 9 – La Crosse County Landfill Base Map**

## 2.2 Landfills

Most of the region's municipal solid waste is transported to one of five landfills listed in the table below. These landfills currently have remaining air space capacity ranging from one year at the Vernon County Landfill to 23+ years of life at the La Crosse County Landfill. As of 2024, all landfills listed in the table have recently received approval for expansion or are actively pursuing expansion.

**Table 1**
**Solid Waste Facilities Used in the Mississippi River Region**

| Landfill Name | Landfill Location | Landfill Owner | Capacity as of January 2024 (Cubic Yards) | Estimated Site Life in Years |
|---|---|---|---|---|
| Seven Mile Creek | Eau Claire County, WI | Advanced Disposal Services | 3,949,244 | 15 |
| La Crosse County | La Crosse, WI | La Crosse County | 4,428,694 | 23 |
| Adams County | Friendship, WI | Adams County | 250,320 | 3 |
| Monroe County | Monroe County, WI | Monroe County | 97,732 | 1 |
| Vernon County | Vernon County, WI | Vernon County | 5,730 | 1 |

*Source:* 2023 WDNR Tonnage Reports, La Crosse County Landfill Phase 2 North Expansion Feasibility Study.

### 2.2.1 La Crosse County Landfill

#### 2.2.1.1 Capacity and Landfill Life

As of January 1, 2025, the remaining permitted airspace for the MSW landfill was estimated at 4,311,326 CY. Based on the filling rate experienced in 2024, the remaining permitted site life for all phases including unconstructed expansion phases is approximately 35 years. Although this projected site life is greater than that predicted in the Phase 2 North Expansion Feasibility Study, the filling rate(s) experienced can affect the projected remaining site life.

Projecting landfill life is subject to many variables such as future waste delivery quantities, future processing, waste compaction, service area size, future land use practices in the area, and the compatibility of the landfill with the area. This estimated site life date could reduce or extend based on these variables. The County continues to perform annual airspace surveys to track and project remaining site life. Overall, the Phase 2 North Expansion will provide additional site life at the current property especially with continued participation by Xcel.

It is anticipated the Phase 2 North Expansion could be the last expansion at the current site. Limited space is available at the current property for additional future landfill expansion. Further horizontal expansion to the north would require significant amounts of soil and bedrock excavation which would result in partial removal of the neighboring bluff. Additionally, a high-pressure natural gas pipeline and high-tension overhead power line that run adjacent to the landfill would limit the size of a future horizontal expansion. Vertical expansion may be possible over the existing footprint,

however previous planning discussions have indicated vertical expansion is less desirable as it could potentially mask the surrounding bluff creating possible aesthetic concerns to the viewshed.

#### 2.2.1.2 Landfill Stabilization

As specified in NR 514.07(9)(a) Wisconsin Administrative Code, all landfills that have been issued a plan of operation between January 1, 2004 and January 1, 2007 are required to submit an Organic Stability Plan (OSP) for significantly reducing the amount of degradable organic material remaining after site closure in order to materially reduce the amount of time the landfill will take to achieve organic stability. The County updated its OSP as part of the Plan of Operation for the Phase 2 North Expansion. The OSP update was approved as part of the WDNR's May 24, 2023 approval of the Phase 2 North Expansion Plan of Operation.

#### 2.2.1.3 La Crosse County Landfill Supplemental Services

Besides serving as the site for MSW disposal, the active landfill facility comprises several additional services, which are described below.

2.2.1.3.1 *Construction & Demolition Material*

C&D debris that is not diverted prior to delivery to the landfill or directed to the material processing pad is disposed in a separate area within the MSW footprint for C&D waste. The facility resumed C&D disposal within the MSW landfill when the intermediate sized C&D landfill closed in 2008. At some point in the future, disposal of C&D within the MSW may be mixed with other MSW and special waste.

2.2.1.3.2 *Trailer Home Disposal*

Trailer homes are disposed of at the landfill. The steel trailer frames are removed and recycled prior to demolition. This program is currently operating on a limited basis.

2.2.1.3.3 *Special Wastes Management*

Special wastes include several different types of materials that are disposed of or beneficially re-used in the landfill. Special wastes include coal/wood ash, wastewater treatment plant sludge, two types of asbestos, sludge, miscellaneous special waste, street sweepings, foundry sand, bottom WTE ash, car wash grit, other approved daily cover, industrial waste, petroleum impacted soil and foundry sand.

2.2.1.3.4 *Impacted Soils*

These soils (typically petroleum impacted) are treated at the landfill and the soil is then re-used as a grading layer or for alternative daily cover. The Department utilizes in situ microbes in a prepared environment to treat petroleum impacted soils in a location that is part of the active landfill. These soils, after being treated to a regulatory standard, are then used as daily cover or as final grading layer within the landfill.

2.2.1.3.5 *Citizen Drop Off Area*

In 2017, the new landfill access road, scales and scale office were constructed, and the Department moved the citizen's drop off site to a paved area on the materials processing pad. The proximity of the new citizens drop off site allows the scale operations staff to visually observe citizen's drop off activities. Public use of the drop-off site is available for use by homeowners, renters, and businesses located around the region. The citizens drop off site provides a valued convenience to the System users and is much safer than allowing the general public access to the active landfill where heavy equipment and large hauling vehicles actively operate. Drop off items include:

- Tires
- Large items: Furniture and furnishings including upholstered items, general household waste, toys, bikes, grills, lawnmowers (without gas and oil), mattresses and box springs, stoves, hot water heaters, washers, dryers, small appliances, and other items
- Demolition/Construction Debris: Wood, drywall, doors, windows, sinks, toilets, tubs, roofing, bricks, carpets, tile, and flooring
- Garbage: Normal household waste like bagged waste, paper, and food waste
- Recycling: Cardboard, paper, and plastics
- Other: Yard waste/grass clippings, shingles, brush, concrete and blacktop
- Freon Containing Appliances: Refrigerators, dehumidifiers, air conditioners

2.2.1.3.6 *La Crosse County Landfill Materials Processing Pad*

The materials processing pad was constructed in 2010 and has been expanded several times as diversion efforts have grown. The area provides a location for consolidating clean wood, shingles, clean concrete, asphalt, clean fill, metals, and yard waste, which makes landfill operations more efficient.

<u>Shingles Recycling</u>

The Department accepts clean (largely free of wood and other non-shingle roofing debris) shingles on the processing pad at a lower rate than disposal. The landfill operator is contracted to grind the shingles to a certain specification for re-use. The contractor is then responsible for finding an end-use for the material. Currently, the majority of the ground shingles are used in asphalt production or a fines additive to aggregate. Dirty shingles (shingles mixed with other debris) are currently disposed of in the C&D area within the MSW landfill.

<u>Clean Wood Waste Diversion</u>

The Department accepts clean wood such as pallets (with nails), crates, and tree trunks and branches. The clean wood is ground by the landfill operator. The County is contracted with Xcel to use this material as a supplemental fuel at Xcel's WTE facility.

<u>Aggregate recycling</u>

Concrete, and asphalt fluctuates based on the construction activity in the area. The Department stockpiles the material until sufficient volume is obtained to bid out

grinding services. The Department is able to sell available volumes of concrete and blacktop or utilize internally for construction projects.

Yard Waste

The Department works with organizations that deal in their own waste specialty. A good example of this philosophy is the partnership with Green Earth Composting, a division of Dummer Family Farms. All the yard waste received at the landfill is stored on the processing pad until it is transported to Green Earth where it is mixed with other materials including some food waste, clean sheetrock waste, leaves, cow manure, and other organics to produce an excellent soil amendment.

2.2.1.3.7 *Pedestrian Bridge and Trails*

The County, in partnership with the Boy Scouts, completed construction of a pedestrian bridge in 2014. The bridge serves as a link to the landfill site and extends an adjacent walking trail which is used by area residents and employees of nearby businesses. In 2015 the County also built a half mile trail segment and pedestrian board walk in cooperation with WisCorp.

**Figure 10 – Photo of Trail Building at La Crosse County Landfill**

2.2.1.3.8 *Landfill Gas to Energy*

Landfill gases are captured by a collection system made up of horizontal and vertical extraction wells. Prior to 2010, the gas had been flared. In 2010, La Crosse County and Gundersen Health System entered into an agreement to construct a pipeline to transfer the methane gas to Gundersen's Onalaska campus. Landfill gas (LFG) is now cleaned and compressed into pipeline quality gas and sent 1.8 miles to a combined heating, cooling, and power generation (CHP) engine installed on Gundersen's Onalaska campus (Figure 11). The gas powers the engine and turns a generator that produces electricity. The engine also creates heat, which is used to

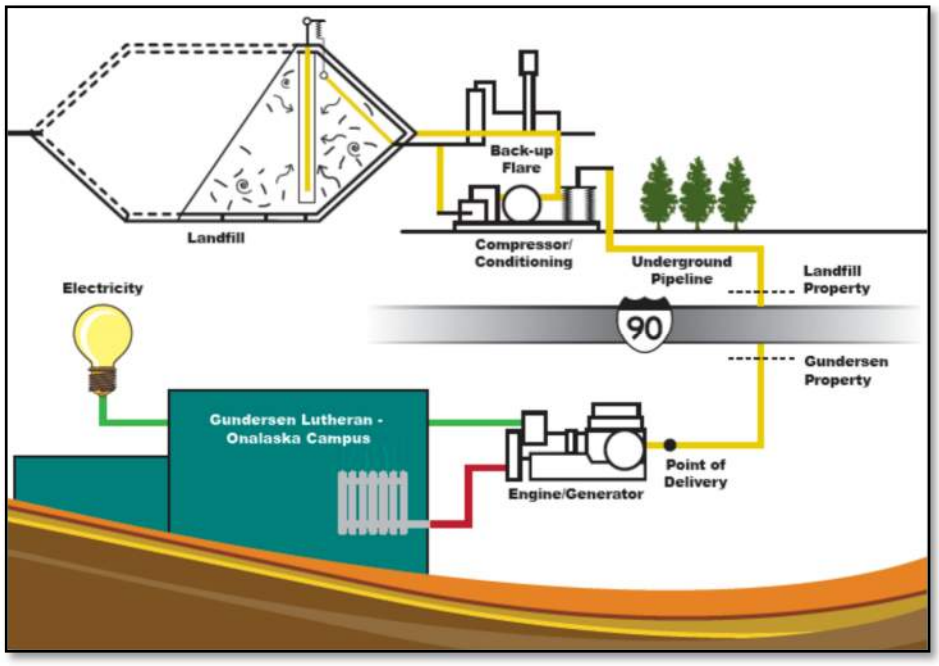



**Figure 11 – Diagram of the La Crosse County Landfill/Gundersen Health System Landfill Gas to Energy Project**

heat the buildings and water on Gundersen's campus. In 2012, the project was recognized as a "Project of the Year" by the US Environmental Protection Agency (EPA) through its Landfill Methane Outreach Program. The award recognizes partners for excellence in innovation and creativity, success in promoting landfill gas to energy, and achieving both environmental and economic benefits.

### 2.2.2 La Crosse County Ash Monofill

The ash produced from Xcel's WTE facility is disposed of at the landfill complex. There are two types of ash delivered, bottom ash and fly ash. Bottom ash is disposed of in the MSW landfill and is approved for re-use activities. After 2025, fly ash must be disposed of in the MSW overlay. Bottom ash has some beneficial uses within the MSW landfill and therefore has a lower tipping fee. Fly ash has a higher tipping fee, which is needed to finance debt service related to construction, closure, and long-term care of the ash monofill and landfill license #3253. The Department received approval from the WDNR during early 2015 to utilize fly ash as a final grade overlay material in select areas of the MSW landfill.

### 2.2.3 Surrounding Counties

La Crosse County welcomes participation and coordination with surrounding counties and other municipalities. Roundtable discussions are routinely held regarding regional issues and opportunities. For purposes of this SWMP update, some background data on the counties of Winona, Minnesota; Monroe, Wisconsin; Adams, Wisconsin; and Vernon, Wisconsin, is included. It should be noted that these counties are not a part of the La Crosse Regional Disposal System and may or may

not ever be active participants. La Crosse County will continue to manage participation in the system.

#### 2.2.3.1 Vernon

- Vernon County owns and operates an MSW landfill located northeast of Viroqua that provides disposal for MSW and C&D materials. It is approximately 35 miles from the La Crosse County landfill, with an estimated travel time of 51 minutes.
- According to the WDNR, the permitted, unused capacity at the landfill was 5,730 CY as of January 1, 2024 with an estimated site life of approximately 1 year. As of the date of this SWMP update, the site life is more realistically approximated to less than 1 year remaining.
- Vernon County has completed a feasibility study for a proposed vertical and horizontal expansion of its current landfill. The proposed expansion would extend the Vernon County landfill site life by approximately 15 years based on historic waste acceptance rates. However, the existing landfill and proposed expansion have faced opposition from local citizen groups and lacks cooperation amongst its municipalities and local waste haulers. This puts the future of solid waste disposal in Vernon County at risk and the reality of expansion is uncertain.
- A key issue for Vernon County is the cost of leachate disposal. The county has been working with UW-Stevens Point and a private engineering firm on a leachate disposal alternative pilot project. They received DNR approval for the project as a demonstration project only, approved for a 5-year period starting in the spring of 2015. However, the project was on hold as of 2015 due to cost.
- Vernon County serves as the Responsible Unit (RU) for all the communities in the county except for the Town of Liberty.

#### 2.2.3.2 Monroe

- Monroe County, immediately east of La Crosse County, owns and contract operates the Monroe County Landfill located in the Town of Ridgeville.
- This landfill is approximately 44 miles from the La Crosse County Landfill, with an estimated travel time of 50 minutes.
- According to the WDNR, the permitted, unused capacity of the Monroe County Landfill as of January 1, 2024 was 97,732 CY, with an anticipated site life of approximately 1 year. However, Monroe County has an approved feasibility study and plan of operation for a proposed landfill expansion from the WDNR that will extend the site life for approximately 15 additional years.
- Leachate disposal costs are a concern for Monroe County. Approximately 4 million gallons of leachate must be hauled off site annually at a cost of approximately $220,000. In addition to cost, Monroe County has faced challenges with area wastewater treatment plants ability to accept their leachate. This prompted Monroe County to implement its own onsite leachate treatment system which is still in progress.
- The County receives and processes waste wood tonnage of approximately 250 tons per year.

- The county serves as the RU for the following majority of municipalities in the county including: Adrian, Angelo, Byron, Clifton, Greenfield, Jefferson, La Fayette, La Grange, Leon, Lincoln, Little Falls, New Lyme, Oakdale, Portland, Ridgeville, Scott, Sheldon, Sparta, Tomah, Wellington, Wells and Wilton Townships; Villages of Cashton, Kendall, Melvina, Norwalk, Oakdale, Warrens, Wilton and Wyeville; and Cities of Sparta and Tomah.

#### 2.2.3.3 Adams County

- The Adams County Landfill and Recycling Center is located in Friendship, Wisconsin, 80 miles or two hours' drive time, from the La Crosse County Landfill.
- According to the WDNR, the permitted, unused capacity of the Adams County Landfill as of January 1, 2024 was 250,320 CY. Adams County recently permitted an expansion to their existing landfill in 2018 and is currently filling in their newly expanded phases.

### 2.2.4 Potential Private Landfills

According to the WDNR, there are no new facilities being planned in the region.

## 2.3 Processing Facilities

In La Crosse County, most of the traditional reduction, reuse, recycling, and composting activities are conducted at the municipal contract holder level. Each entity provides educational programs, residential curbside or drop-off recycling service, and yard waste composting service.

### 2.3.1 Xcel Energy WTE Facility

La Crosse County has a contract with Xcel Energy to receive and process MSW into RDF. The processing facility and power plant are located on French Island in the City of La Crosse. La Crosse County's contract with Xcel Energy extends into 2030 and calls for La Crosse County to provide a minimum of 70,000 tons per year of MSW to Xcel's WTE facility.

Xcel's WTE facility uses biomass (including railroad ties and wood chips) and MSW to generate electricity using fluidized bed boilers and steam turbine generators. The MSW is processed into RDF - a fluffy, burnable fuel produced on site at a facility built specifically for that purpose.

In 2022, Xcel's WTE facility employed 34 people. The WTE facility burned 61,638 tons of RDF (2$^{nd}$ all-time burn) and over 50,000 tons of wood waste. Its two boilers operated approximately 10,406 hours and including its two combustion turbines, the plant generated 70,000 megawatt hours (MWH) of electricity in 2022 – enough to serve nearly 8,500 homes.

According to Xcel, the WTE facility has the capacity to process approximately 104,000 tons of MSW each year. Garbage trucks dump solid waste on the tipping floor and then front-end loader operators inspect the waste and push it on the floor to a feed conveyor. The RDF processing facility removes recyclable materials and non-combustible items from the waste, then chops and shreds the remaining materials into a uniformly sized fluffy product that is burned with waste wood.

As a result of being re-classified as a large combustor under the federal Clean Air Act Amendments, a major air pollution control upgrade was completed in 2002. To finance the air pollution control system upgrade, La Crosse County and Xcel Energy extended the original facility contract which was to expire in 2008 for 15 years until 2023. La Crosse County and Xcel Energy recently extended this contract to 2030. Waste processing upgrades including a conversion from the flail mill to an inline shredder has improved operating efficiencies at the Xcel Facility. These changes have allowed La Crosse County to increase waste diverted to Xcel to a total of 85,000 tons annually. La Crosse County also extended the contracts for waste delivery with the La Crosse County regional disposal system participants.

### 2.3.2 Material Recovery Facilities (MRFs)

#### 2.3.2.1 La Crosse County

2.3.2.1.1 *Green Circle Recycling, LLC*

In 2013 Harter's Quick Clean Up (Harter's) constructed a single stream MRF (Green Circle Recycling, LLC) at 2850 Larson Street in La Crosse. The facility is a self-certified MRF that receives recyclables from the cities of Onalaska and La Crosse, WI, and small rural communities within the region. Green Circle Recycling, LLC, has enabled Harter's to expand its recycling collection services in the region.

2.3.2.1.2 *Hilltopper Refuse and Recycling Service, Inc.*

Hilltopper Refuse and Recycling Service, Inc. maintains a self-certified MRF at W6836 Industrial Blvd. in Onalaska. The facility accepts glass, tin cans, newspapers and magazines, cardboard, #1 through #7 plastics, office paper, and cartons. White goods (appliances) and electronic waste are accepted at the site for a small fee.

2.3.2.1.3 *Waste Management*

Waste Management owns and operates a MRF at 3019 Commerce Street in La Crosse. Fiber materials is baled and sold directly to mills. Single stream recyclables are transferred to Waste Management's MRF in Germantown, Wisconsin.

2.3.2.1.4 *Runde Metal Recycling*

Runde Metal Recycling is a fully operational scrap yard offering metal recycling services for home, farm, or business. Runde was recently approved for a less than 50 tons/day transfer station. Runde is also doing C&D processing at their facility.

2.3.2.1.5 *D & M Recycling*

D & M Recycling operates a MRF at 841 2nd Avenue in Onalaska. D & M accepts paper waste, aluminum cans, and home electronics from individuals and businesses. Payment for aluminum cans based on commodity rates is provided.

#### 2.3.2.2 Trempealeau County

The Southern Trempealeau County Solid Waste Commission (STCSWC) owns and operates a MRF at W21488 State Road 54 in Galesville. The STCSWC is a multi-governmental program formed in 1989 which provides solid waste and recycling services to Caledonia, Canton, Dodge, Gale, and Trempealeau townships; the villages of Trempealeau and Melrose and North Bend (Jackson County); and the City of Galesville. The commission is under contract with La Crosse County to direct its solid waste into the La Crosse County regional disposal system. STCSWC's MRF is used to process multi-stream recyclables (all fiber and recyclable containers). The STCSWC's curbside recycling contractor processes and markets recyclable materials collected from the Galesville and Trempealeau curbside recycling programs. The STCSWC provides a revenue sharing program to participating municipalities. A portion of the revenue from the revenue share program is derived from the sale of recyclables.

The facility also hosts a free hazardous waste clean-up day, and provides special recycling services including electronics, used oil, and appliances. The STCSWC also provides aluminum can, paper and cardboard recycling for schools, offices, and businesses in the area. The STCSWC also partners with other responsible units and UW-Extension to offer county-wide recycling events.

#### 2.3.2.3 Houston County

Houston County maintains drop off site locations and has a recycling center for use by County residents and businesses. In addition, the county maintains composting sites in the cities of Caledonia, Hokah, Houston and Spring Grove.

#### 2.3.2.4 Buffalo County

Buffalo County maintains a recycling center in Mondovi, which functions primarily as a transfer station. Fiber and containers are packaged into ten-ton containers at the facility and transferred to the Pierce County MRF.

#### 2.3.2.5 Wabasha County

Interstate Disposal Service and Lake City Disposal are located in Wabasha County which both largely operate as transfer stations for C&D waste and MSW. These facilities also accept household recycling and items such as metal and appliances directly from customers.

### 2.3.3 Other Processing Facilities

This section of the report highlights other facilities within the System that receive and handle specific materials typically found in the solid waste stream, although they might not commonly be thought of as "processing facilities."

#### 2.3.3.1 La Crosse County HHM Facility

La Crosse County owns and operates a permanent HHM facility located at the landfill. In 2024, 523,108 pounds of HHM were collected, of which, 75% was diverted from landfilling and either recycled, directly reused, or processed into an industrial fuel. The facility accepts all the typical household hazardous materials plus electronic

wastes (e-waste). Except for television disposal, microwaves, and freon appliances, the facility serves all households within La Crosse County without a user fee. Non-residents pay a fee for service. Businesses that qualify as Very Small Quantity Generators (VSQG) can use the program for a fee. In addition, the program accepts latex paint, regulated medical waste, used oil and universal waste from any sized business or organization.


**Figure 12 – Photo of HHM Facility at the La Crosse County Landfill**

A product Reuse Room provides access to good, unused, or slightly used items brought to the facility. These materials are provided free to customers although donations are accepted. In 2024, the program made available 98,678 pounds of usable materials that were given back to the community through the Reuse Room.

Overall, feedback from HHM service users has been very positive. The Department believes an important part of the HHM mission is to educate the public on HHM. The Department uses media, publications, surveys, handouts, and direct interaction with facility users daily to educate and inform, as well as gain valuable feedback for ways to improve the service.

In response to community feedback, the HHM program has expanded the wastes it accepts from strictly chemicals to now include batteries, compressed gas cylinders, electronics (e-waste), fluorescent lamps, non-controlled pharmaceuticals, oil filters, PFAS-containing fire suppression foam, refrigerant-containing appliances and regulated medical wastes. Additionally, operating hours have been extended to serve customers eight hours per day Monday through Friday year-round and select Saturdays between April and October.

In September 2021, the HHM program began collaboration with the Alliance to Heal consortium by strategizing a cost effective and sustainable means of servicing nine county-wide sharps drop boxes. To date, the HHM program has collected nearly 8,000 pounds of sharps for proper disposal. The program is always actively looking

to expand the wastes it collects and is currently evaluating e-cigarettes, smoke detectors, and water filters.

#### 2.3.3.2 Yard Wastes

Management of yard wastes is most often handled at the municipal level in not only La Crosse County, but the region as a whole. These facilities are relatively small scale except for the cities of La Crosse and Onalaska. There is also a privately owned and operated yard waste composting facility in rural La Crosse County—Green Earth Compost, a division of Dummer Family Farms.

#### 2.3.3.3 Dynamic Recycling

Dynamic Recycling is located in Onalaska, and provides computer and electronic recycling, IT asset management, scrap purchasing, and government contracting. They have been servicing the computer and electronics recycling needs of businesses, healthcare institutions, municipalities, residents, and educational institutions throughout Wisconsin and the Upper Midwest since 2007. They accept electronics, appliances, fluorescent light bulbs and ballasts, and scrap.

#### 2.3.3.4 Metal Recycling

Alter Metal Recycling and Runde Metal Recycling are fully operational scrap yards offering metal recycling services for home, farm, or business.

#### 2.3.3.5 Habitat for Humanity ReStore

The Habitat ReStore is a unique building materials retail outlet that enables customers to buy the supplies they need for home or office renovation, remodeling, and decorating projects. All proceeds from ReStore benefit the mission of the Habitat for Humanity La Crosse Area to build houses to remove families in need from poverty housing.

Materials that come to the landfill that can be reused are redirected to the Habitat ReStore located next door to the landfill. If customers either cannot or will not transport their own material, some may be reclaimed from the containers and transported by landfill staff to the ReStore for resale. Through the donation process, tons of materials are diverted from the landfill each year. The ReStore is located off Highway 16 across from the La Crosse County Landfill.

#### 2.3.3.6 7 River Recycling LLC

7 Rivers Recycling, LLC was founded in 2011 by Hilltopper Refuse & Recycling Service, Inc. and D&M Recycling as a collaborative effort to do more in recycling. Hilltopper focuses on the collection and transportation of waste and recyclables and the processing/marketing of recyclable containers and fiber. D&M focuses on the recycling of containers and fiber with a permanent drop-off facility. 7 Rivers Recycling was set up to focus on recycling electronic waste and appliances, as well as white goods (appliances), light bulbs, and other materials.

The Department partnered with 7 Rivers in 2016 to increase diversion and recycling of mattresses and box springs. Since 2016, over 25,000 mattresses and box springs have been diverted from the landfill for recycling.

In 2023, the Department expanded this partnership to include a polystyrene foam recycling program. In the first year of the program, over 6,776 lbs. have been recycled

#### 2.3.3.7 Goodwill

Goodwill is a not-for-profit human services organization that supports a wide variety of programming in the area. The Goodwill retail store receives donations of used clothing, books, housewares, jewelry, tools, furniture, toys, and other items from area residents and businesses and sells them at their stores to raise money for their programming. Goodwill has stores in La Crosse and Onalaska.

## 2.4 Collection and Transfer

Municipal solid waste collection, recycling collection, and transfer services vary across the region. Households in the larger municipalities typically have access to curbside solid waste and recycling collection, while more rural areas often utilize drop off sites.

With the implementation of single stream in the cities of Onalaska and La Crosse in 2014, curbside recycling pickup services, many of the residents in the system service area have easy and convenient access to recycling collection.

Commercial and industrial businesses contract directly with haulers for solid waste and recycling collection services.

### 2.4.1 Residential Solid Waste and Recycling Collection

#### 2.4.1.1 La Crosse County

Curbside solid waste and recycling collection is widely available throughout the County through municipal contracts with several waste haulers, including Harters Quick Clean-up, Hilltopper, Richard Sanitation, and Waste Management. Residential solid waste is directed, by contract, to either Xcel's WTE facility or the La Crosse County Landfill. Residential solid waste and recycling service fees within La Crosse County vary between monthly household fees and individual bag sales and are primarily determined by individual political units. There are several public and private drop off sites throughout the County, including at the La Crosse County Landfill. Operating hours, materials accepted, and funding mechanisms for drop off locations varies from site-to-site.

See Appendix C, "La Crosse County Residential Collection System Summary" for a summary of curbside programs and drop-off sites, as well as recycling collection information pertaining to La Crosse County.

#### 2.4.1.2 Houston County

Houston County, as required under Minnesota statute, is responsible for solid waste management planning for the cities and townships located within its borders. As participants in the public planning process, cities and townships are required to implement the counties policies within their jurisdiction.

Each of the cities and two of the townships within Houston County have contracted with haulers for curbside collection of refuse and recyclables. Residents of those townships without organized curbside collection bring their refuse and recyclables to one of five centrally located, county operated, supervised drop-off collection sites located in Houston, Caledonia, Spring Grove, La Crescent and Hokah. The drop-off sites also accept a variety of problem materials such as electronics, HHM, appliances, and other items. Local haulers also offer individual subscription service for curbside waste and recycling pick up.

Through contract, solid waste is delivered to Xcel's WTE facility and other wastes are delivered to the La Crosse County Landfill. For curbside systems, collection and disposal of solid waste is established by each city or township and fees vary. Recyclable materials collected curbside are processed by the respective waste haulers. Drop-off collected recyclables are transferred for processing at Harter's Material Recovery Facility in La Crosse.

See Appendix D, "Houston County Residential Collection System Summary" for a summary of residential MSW collection systems used by each government unit within Houston County.

#### 2.4.1.3 Wabasha County

Wabasha County, as required under Minnesota statute, is responsible for solid waste management planning for the cities and townships located within its borders. As participants in the public planning process, cities and townships are required to implement the counties policies within their jurisdiction.

Waste haulers, servicing cities within Wabasha County, are under contract to deliver MSW to Xcel's WTE facility or Red Wing Generating Plant. Curbside collection of solid waste and recyclables is widely available throughout the county.

Appendix E, "Wabasha County Residential Collection System Summary" provides an overview of the residential MSW collection systems used by each government unit within Wabasha County.

Wabasha County also maintains a system of eight recycling drop off sheds located throughout the county. Wabasha County contracts with a single hauler on a multi-year basis to pick up each shed on a predetermined, but flexible, schedule based on volume and need.

#### 2.4.1.4 Buffalo County

The County is under contract with La Crosse County to direct MSW to the La Crosse regional disposal system. Individual municipalities within Buffalo County are responsible for the management and disposal of solid waste and also serve as the Responsible Units for recycling purposes. They contract directly with area haulers for solid waste and recycling services. Buffalo County collects recyclables from nine locations throughout the county.

Some of the county's solid waste is leaving the system, hauled to Seven Mile Landfill in Eau Claire.

The standard solid waste disposal practice within the Buffalo County municipalities is to utilize the bag program. Municipalities sell bags to generate revenue to support labor, infrastructure, and disposal costs. Two municipalities offer curbside pickup, Fountain City and Mondovi, while most county residents utilize one of twelve drop off sites for both solid waste and recycling. There is some individual subscription for curbside solid waste and recycling collection occurring in the county, although it is unclear to what extent.

Appendix F, "Buffalo County Residential Collection System Summary" provides an overview of the residential recycling systems used by each government unit within Buffalo County.

#### 2.4.1.5 Southern Trempealeau County

The Southern Trempealeau County Solid Waste Commission (STCSWC) coordinates waste and recycling collection for seven communities in the county and serves as the RU for all seven of those communities. Curbside collection is provided in the villages of Melrose and Trempealeau as well as the City of Galesville. Residents of the towns of Caledonia, Gale, Dodge, and Trempealeau utilize the recycling facility as a drop-off. The drop off facility is open two days per week and available to all residents of the commission area. The STCSWC contracts directly with a private hauler for solid waste and recycling collection services to serve its members. It assists two of its member municipalities with separate contracting for their collection services. Collection costs are paid for through a bag system and municipal service fees.

Appendix G, "Southern Trempealeau Collection System Summary" provides an overview of residential MSW and recycling collection systems used by participants of the Southern Trempealeau Solid Waste Commission.

#### 2.4.1.6 Surrounding Counties

##### 2.4.1.6.1 *Vernon*

As with recycling, private haulers handle the bulk of collection. Residents can also bring their waste to the landfill. The villages of Westby and La Farge bring their waste to the county landfill. The Village of Westby brings its recyclables to the county landfill. Residents can also bring source separated recyclables to the landfill, which maintains a small self-certified MRF at the landfill. The landfill and its MRF serve the townships in the county. Households are provided a container and pick up is provided by private haulers, which handle most of the municipalities in the county.

##### 2.4.1.6.2 *Monroe*

Recycling is provided county-wide, partially subsidized through landfill revenue. Modern Disposal Systems collects and hauls recyclables to John's Disposal MRF in Whitewater. The hauler is paid upon tipping its load at John's Disposal's MRF.

2.4.1.6.3 *Winona*

Solid waste generated in Winona County is currently being delivered to different out-of-state facilities. The existing waste management system contains the following components:

- Landfilling at private landfills in Wisconsin
- Waste reduction
- Recycling
- Yard waste composting
- Household hazardous waste management
- Special waste management
- Waste education
- Backyard food waste composting
- Community Memorial Hospital waste delivered to Xcel's WTE facility

Winona County has an "open" solid waste system. Private waste hauling companies operate on the open market contracting directly with customers. Private haulers determine the final disposal location of their waste or use a transfer station. Winona County recently implemented a countywide curbside, single stream collection program to serve both rural as well as urban households. All recyclables go to one of Waste Management's MRFs.

In 2021, 1,058 tons of Winona County waste was delivered to the Xcel WTE facility by private haulers and 1,756 tons of waste was disposed at the La Crosse County Landfill. The bulk of Winona County's waste is reported to be disposed at Waste Management's Central Disposal Landfill in Lake Mills, Iowa followed by GFL's Seven Mile Creek Landfill in Eau Claire, WI.

### 2.4.2 Commercial/Industrial/C&D

Commercial, industrial, and C&D waste is often a significant portion of the MSW stream, however most local governments do not play an active role in managing collection contracts. Most commercial material is collected by the private sector, which contracts directly with private businesses for services.

C/I/C&D wastes are all collected by private companies using front loaders, rear loaders, or roll- off trucks servicing dumpsters on routes or by dedicated roll-off containers set at a job site location.

Haulers which have signed the hauler rebate agreement with La Crosse County are obligated to direct their C/I/C&D material collected within the system to the landfill or, if it meets acceptability requirements, Xcel's WTE facility.

### 2.4.3 Transfer Facilities

There are several licensed solid waste transfer stations within the La Crosse County regional disposal system.

#### 2.4.3.1 La Crosse County

There are currently three state licensed solid waste transfer stations in La Crosse County. Waste Management of Wisconsin (owns and operates a transfer station at 415 Island Street La Crosse. However, because of a signed hauler rebate agreement with the county, the facility is not currently being utilized by Waste Management to transfer their solid waste. The facility is open to third parties, including local contractors that drop off C&D waste and area households that drop off bulky items. These materials are directed to either the landfill or Xcel's WTE facility.

Harter's Trash and Recycling has a transfer station located in La Crosse at Larson St. and Hauser St. The transfer station serves Harter's collection trucks operating in Minnesota and Wisconsin. Materials accepted include recyclables.

Runde Metal Recycling, LLC has a transfer station in Holmen at 643 Commerce Street. It is permitted to handle construction & demolition waste and is a partially exempt facility handling <50 tons/day.

In addition to the three (3) state licensed solid waste transfer facilities above, Waste Management's La Crosse MRF serves as a transfer station for recyclables. The facility is used to transfer single stream recyclables to Waste Management's MRF in Germantown.

#### 2.4.3.2 Buffalo County

Waste Management maintains a license for a transfer station in the Town of Nelson in Buffalo County, and, per WDNR, is permitted to accept MSW. The facility is permitted as a large (>100 tons/day) operation. While the transfer station license for the Nelson Transfer Station is active, no transfer activities are being conducted at the facility as Waste Management is delivering waste for the contract service area to the La Crosse County Landfill or Xcel's WTE facility under the hauler rebate agreement.

Buffalo County maintains a recycling center in Mondovi which serves as a transfer station for recyclables. Approximately 75% of the county's recyclables are transferred by the county through a collection and transfer contract with Durand Sanitation. A new dual stream process is being utilized by the county to package fiber and containers in Buffalo County. The county has purchased its own containers. Ten-ton loads of fiber and containers are packed and shipped to the Pierce County MRF in Ellsworth.

#### 2.4.3.3 Wabasha County

There are two waste transfer stations in the county. Interstate Disposal Service in Wabasha operates a transfer station for C&D waste and Lake City Disposal operates an MSW and C&D waste transfer station in Lake City. According to information provided by Wabasha County, this facility typically handles approximately 4,000 tons of C&D waste per year.

#### 2.4.3.4 Trempealeau County

There are two licensed transfer facilities located in the county. Tri-City Sanitation Service operates a small solid waste transfer facility in Whitehall which accepts commercial solid waste. The City of Arcadia maintains a small transfer facility in Arcadia township, which accepts recyclables.

#### 2.4.3.5 Houston County

Richard's Sanitation runs a private transfer station in Caledonia. The facility is used for transferring both solid waste and recycling. Solid waste is transferred to the landfill or the Xcel WTE facility. Recyclables are transferred to Hilltopper's MRF in Onalaska.

#### 2.4.3.6 Surrounding Counties

In Monroe County, The US Army has an active license for a small solid waste transfer facility at the Fort McCoy US Army Base, which can accept MSW. However, the US Army's Fort McCoy transfer station was recently closed.

## 2.5 Planned Improvements Within and Adjacent to the System

### 2.5.1 La Crosse County

The following sections include description of improvements proposed to be made to system services as well as any known adjacent projects that may benefit the overall system.

#### 2.5.1.1 HHM Renovation

The Department is evaluating the re-design of the existing chemical and other storage areas to allow for increased segregation of additional waste streams. As the HHM program has evolved and expanded the range of materials accepted, there is increasing need for space to properly store received materials. For example, in 2012, there were 14 segregated chemical waste streams whereas in 2022 there were 44. Re-design of the chemical storage area will improve the program's ability to store chemicals separately, where needed, as well as create opportunity to continue to expand the range of materials accepted. Additionally, safety mechanisms such as fire and air monitoring system upgrades will be made for improved health and safety. A pole shed was constructed for storage of equipment and non-hazardous materials to allow optimization of existing space. Additionally, the Reuse Room is scheduled to undergo relocation and expansion.

#### 2.5.1.2 Expansion Phase Construction & Ash Monofill Closure

With the Departments recent approval of the Phase 2 North Expansion, preparations for the construction of the first phase (Phase IX Module 1) of the expansion began in 2024. Preparations involved abandonment of the existing sedimentation basin within the footprint of the expansion phases and general subbase grading. This has been a typical construction approach of the Department to give as much time as possible to protective liner construction and initial waste placement within a single construction season. Phased construction of the expansion phases will occur over the remaining

life of the landfill providing additional airspace security over the existing constructed footprint.

Additionally, in 2024, the ash monofill underwent final closure and all future ash received by Xcel will be directed to the MSW landfill. Although the ash monofill is closed, the Department is able to continue providing airspace for ash disposal for Xcel.

#### 2.5.1.3 New Diversion Programs

The Department continues to seek opportunities to divert materials that could be recycled and/or repurposed as well as reduce the toxicity of materials disposed in the landfill. Waste diversion ultimately saves landfill airspace for materials where landfilling is (currently) the only practical option. New and upcoming diversion programs include the following:

PFAS GAC Filter Diversion program for the Town of Campbell Residents

French Island residents in the Town of Campbell have been under an emergency water declaration since 2020 when PFAS contamination to municipal and private wells was discovered. So far, 533 private wells have been tested on the island and all but 12 had traces of PFAS. Officials believe the impacts may be linked to use of firefighting foam at and around the airport. Looking to provide a more comprehensive service to the Town of Campbell residents impacted by PFAS, the Department began a pilot program for accepting GAC filters used for the removal of PFAS rather than these filters ending up in the waste stream. The Department provided drums for the Town to place at convenient locations much like a public drop off site for recyclables or household waste. Drums are then transported by the Town to the HHM facility at the landfill. Disposal options include shipping the filters to a hazardous waste (Subtitle C) landfill or licensed hazardous waste incinerators. Filter disposal remains a cost-effective solution to a small part of a complex issue. The Department will continue to operate the GAC filter collection/disposal program in the coming years.

Community Composting Bin Program

In 2020, the City of La Crosse partnered with Recycling Connections and ordered fifty home composting bins to be available for local municipalities to purchase and distribute. These home composting bins allow residents to make compost in their own backyard. Composting at the residential level has many benefits including minimizing contamination with non-compostable material as compared to the commercially scaled operations, environmentally friendly way to replenish soil, and provides a way for residents to manage yard waste, which is banned from landfill disposal, in a beneficial manner. The City of La Crosse has engaged the Department for support in developing the program and discussions are ongoing how to expand the program. Generally, interest and reception of the pilot program has been positive, and residents continue to push for access to composting. Since the Departments involvement in April 2023, 15 home composting bins have been distributed to residents of varying municipalities.

Polystyrene Foam Recycling Program

In 2023, the Department issued a Request for Interest (RFI) to determine whether interested parties exist to implement a regional Styrofoam collection and recycling program. The Department partnered with Hilltopper Refuse & Recycling and 7 Rivers Recycling to develop a program to divert and recycle Styrofoam packaging. With the assistance of a grant from the foam recycling coalition, the Department will house equipment to densify received foam material with Hilltopper and 7 Rivers providing transportation and processing. The program began operation in 2024.

#### 2.5.1.4 Outdoor Recreational and Ecological Restoration Activities

The MLUP and related documents for the landfill lay out a vision and goals for improving the site's ecological health and providing outdoor recreational opportunities. Figure 14 shows the trail and recreational plan for the site as identified in the September 2015 Conceptual Natural Resource Management Plan and Trail and Recreation Master Plan. The plan identifies existing and proposed biking, walking, and multi-use trails. As of 2015, several trails had already been completed. Longer term plans for ecological restoration and trail construction will be phased in over the next several decades.

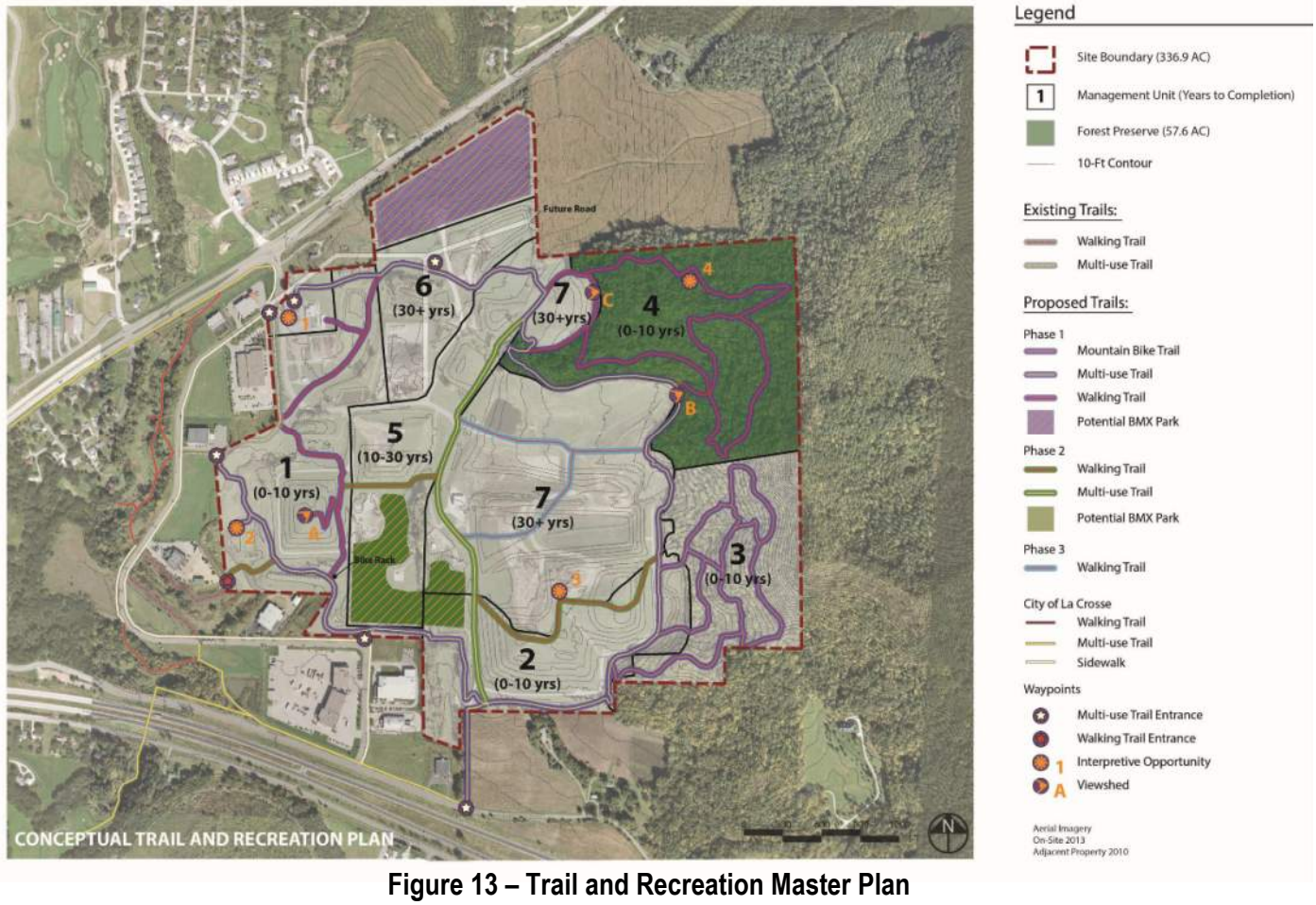
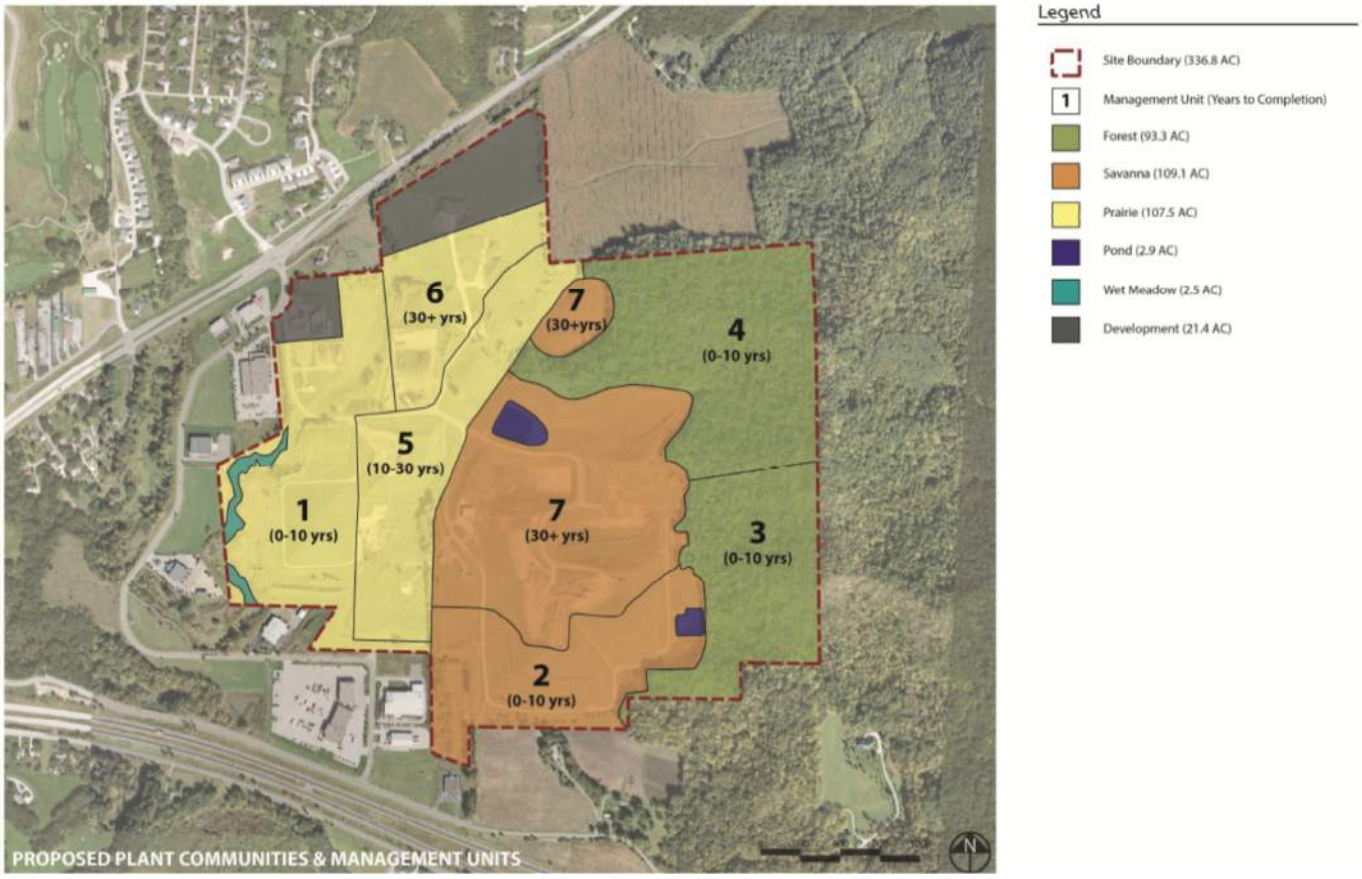



**Figure 13 – Trail and Recreation Master Plan**

Figure 15 shows the draft proposed plant communities and management units for the site as identified in the September 2015 Conceptual Natural Resource Management Plan and Trail and Recreation Master Plan. They proposed management areas include prairie, forest, savanna, pond, wet meadow, and development areas.




Due to the 2023 expansion approval and significantly extended site life, all areas of the Outdoor Recreational and Ecological Restoration Plan will be reviewed and reanalyzed as part of the Master Land Use Plan Update in 2026.

**Figure 14 – Proposed Plant Communities and Management Units**

### 2.5.2 Wabasha County

No new facilities planned.

### 2.5.3 Houston County

No new facilities planned.

### 2.5.4 Buffalo County

No new facilities planned.

### 2.5.5 Trempealeau County

No new facilities planned

### 2.5.6 Other Non-Participating Counties

#### 2.5.6.1 Monroe County

In 2023, Monroe County received approval of its Plan of Operation for landfill expansion. With expansion, Monroe County landfill will have approximately 15 years of additional site life.

#### 2.5.6.2 Adams County

Adams County received approval of their landfill expansion in 2018 which added approximately 15 years of additional site life to its facility.

#### 2.5.6.3 Vernon County

In 2023, Vernon County submitted a feasibility report to the WDNR for potential expansion to its existing landfill.

## 2.6 Education and Outreach

The Department provides education and outreach to the public regarding programs and services it provides. The Department is committed to catering its programs and services based on the needs of its local citizens. Education and outreach are accomplished by the Department and its partners through a variety of means including social media, news releases, tours, presentations, and other tools. Outreach and education initiatives provided by the Department include:

- **Department Website:** Contains information on the programs and services offered by the Department as well as links to educational videos. https://lacrossecounty.org/solidwaste/
- **Tours:** The Department typically hosts 1,000 people including local schools, student organizations, nonprofit groups, etc. annually for in-person tours at the landfill.
- **Virtual Tours & Educational Videos:** A virtual tour video was created to highlight the programs and services at the landfill facility. Additional informative videos include: the HHM facility and proper safety guidelines, asphalt shingle reuse, and Xcel WTE facility.
- **Informational Brochures:** “The Recycler” is mailed to every homeowner in La Crosse County and used by other counties in the System regarding what, where, and how to recycle and properly dispose of specific materials.
- **Public Service Announcements:** Using radio and other media to convey information on program changes.
- **Feedback Surveys:** From communities and individuals have been used in making decisions to better serve its stakeholders which has resulted in

expanded services such as wider range of materials accepted by the HHM facility.

### 2.6.1 Partnerships

Partnerships are a fundamental component of the existing regional system. Through formal and informal partnerships, the County furthers its goals of delivering environmentally and financially sound solid waste solutions, providing educational and service-learning opportunities, and enhancing the value of the landfill as a multi-use asset. The County takes a lead role in fostering partnerships with a variety of not-for-profit organizations, businesses, municipalities, and counties. Examples of these partnerships include but are not limited to:

- Landfill Gas to Energy – Gundersen Health System
- Engineering Exploring Program and Scrap-a-Thon – Boy Scouts of America/Gateway Council
- Recreational Trail Building – WisCorps
- 7 Rivers Mattress Recycling Program
- 7 Rivers Recycling & Hilltopper Refuse polystyrene foam recycling program
- Town of Campbell PFAS GAC Filter Collection & Disposal program
- Materials Reuse-Habitat for Humanity

# 3.0 Solid Waste Quantities and Characteristics

## 3.1 Regional Overview

According to the Mississippi River Regional Planning Commission (MRRPC), the total MSW generated within the Mississippi River Region is approximately 230,000 tons annually. This figure includes several counties that are not part of the La Crosse regional disposal system and does not include two counties which are - Wabasha and Houston counties, both in Minnesota. Using 2020 US Census figures and per capita waste generation figures there are an estimated 183,404 tons of MSW generated within the La Crosse regional disposal system geographical footprint.

## 3.2 Historical Waste Deliveries to the La Crosse County Landfill

Figure 15 shows the total annual tonnage and annual percentage of change for waste deliveries to the La Crosse County Landfill (from 2003 to 2024). Over the 20+ year period, waste deliveries for all categories of materials received at the landfill ranged from 66,844 tons in 2010 to a high point of 119,890 tons in 2019. Significant annual percentage change in waste deliveries occurred between 2002 and 2003 when tonnages increased 33%, primarily due to a significant increase in the delivery of special waste materials including impacted soils (petroleum and other) and foundry sand. Between 2008 and 2010, deliveries dropped from 111,191 tons to 66,844 tons, due to a downturn in the regional economy driven by the national recession.

More recently, tonnages began to increase steadily until 2016. Since 2016, incoming waste quantities have remained steady with annual fluctuations becoming less volatile and the annual percentage change remaining less than 10%. Waste tonnage since 2014 has averaged approximately 114,000 tons annually. The increases can be attributed to three primary factors: 1) An uptick in the regional economy and overall growth of the region; 2) Impacts from regional severe weather events.; and 3) Scheduled maintenance at Xcel's WTE facility. This suggests the efforts to maintain waste stream security have been successful.

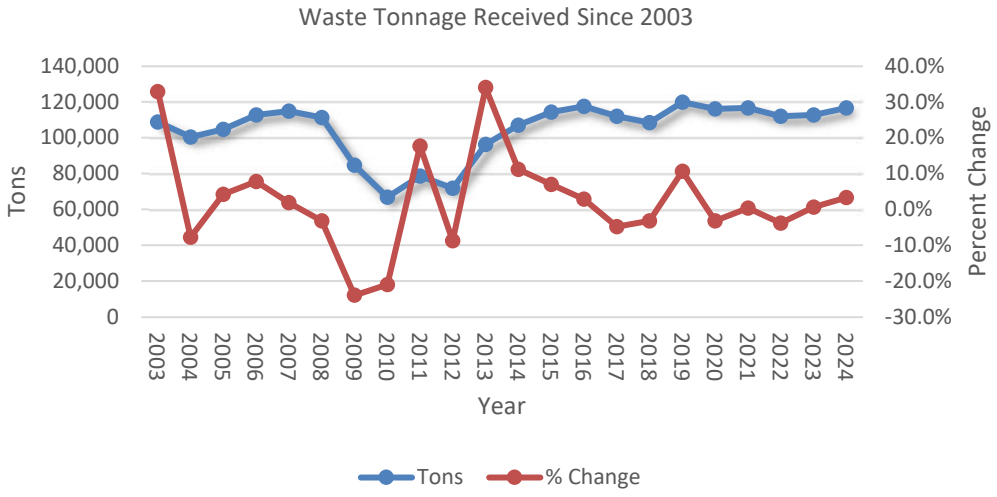



**Figure 15 – Historical Total Waste Deliveries to the La Crosse County Landfill**

The La Crosse County Landfill collects and maintains waste delivery data on the following categories of materials received and managed within the landfill:

- **Xcel (landfill)**: Residue and unacceptable material sorted from the Xcel tipping floor and sent to the La Crosse County Landfill for proper disposal.
- **Direct Landfill:** Unrecoverable or non-recyclable MSW sent directly to the landfill for proper disposal.
- **C&D:** Material received from building construction and demolition related activities.
- **Asphalt Shingles:** Waste materials received primarily from re-roofing projects throughout the region.
- **WTE Ash:** Generally referred to as “fly ash,” a light, powdery material suspended in the flue gas stream and collected in the air-pollution-control equipment or baghouse. Fly ash tends to have higher concentrations of metals and organic materials than bottom ash and comprises approximately 80% of the overall ash created by Xcel’s WTE facility.
- **Bottom Ash:** Large and moderate-sized unburnable materials remaining after waste has passed through the combustion chamber, and typically makes-up approximately 20% of the ash created by Xcel’s WTE facility.
- **Yard Waste:** Residential lawn clippings, leaves, garden waste, and other organic material
- **Clean Wood Waste**: Clean, source-separated wood, such as pallets, crates, and tree trunks. This classification changed in 2013 to being called "wood wastes" that includes wood chips and brush and wood categories.
- **Special Wastes**: Includes coal/wood ash, friable and non-friable asbestos, foundry sand, car wash grit, petroleum impacted soil and other soil, and street sweepings.

Figure 16 on the next page summarizes how each of the waste streams entering the system and where they end up.

Figure 18 - Where Does Your Waste Go Infographic

# WHAT DO YOU THROW AND WHERE DOES IT GO? (2024 Data)

**YARD WASTE & CLEAN WOOD WASTE**
3,646 tons

**HOUSEHOLD & BUSINESS WASTE**
(Does not include recycling tonnages)
126,396 tons

**ASBESTOS, SLUDGE, & MISC. SPECIAL WASTE**
7,600 tons

**ALTERNATIVE DAILY COVER**
(Street sweepings, coal & wood ash, high volume industrial waste, & car wash grit)
16,640 tons

**CONSTRUCTION & DEMOLITION DEBRIS**
29,896 tons

**AGGREGATE & SHINGLES, TIRES, SCRAP METAL, CLEAN SOIL, & MATTRESSES**
7,620 tons

**PETROLEUM IMPACTED SOIL**
551 tons

WOOD WASTE (3,426 TONS)

YARD WASTE (220 TONS)

DIRECT TO FRENCH ISLAND (84,449 tons)

RECYCLABLES

DIRECT TO LANDFILL (39,746 tons)

ENERGY PRODUCTION

FEROUS AND NON-FERROUS METALS (2,776 tons)

RE-USE & RECYCLE

LANDFILL (Includes material beneficially used as alternative daily cover)

ASH (13,191 tons) & RESIDUES (18,297 tons)

**26%**
of system waste was converted to energy at Xcel Energy's French Island Facility

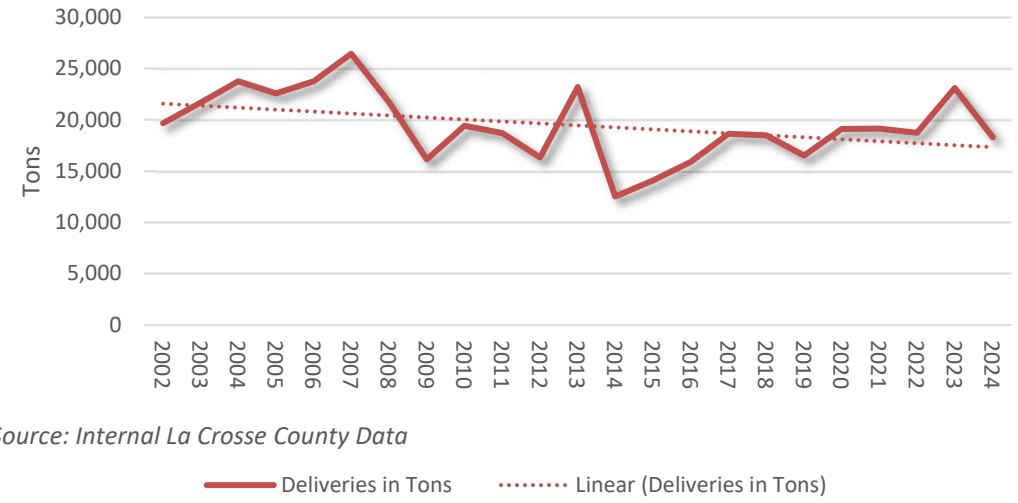
**8%**
of system waste was diverted or recycled
(Does not include residential & commercial recycling tonnages)

**66%**
of system waste went to the La Crosse County landfill
(Approximately 18% of landfill directed material was beneficially used as alternative daily cover)

NOTE: Percentages taken from Annual System Diversion Rate Report, La Crosse County Solid Waste Department

### 3.2.1 Xcel Energy WTE Residuals Landfill Deliveries

Figure 17 summarizes quantities of residue and unacceptable material sorted from the tipping floor of Xcel's WTE facility and transported to the landfill for disposal. Deliveries to the landfill steadily increased between 2002 and 2007, before falling from 26,447 tons in 2007 to 16,153 tons in 2009. In 2014, technology upgrades and scheduled maintenance shutdowns at Xcel's WTE facility resulted in a significant drop in residual deliveries to the landfill. However, since 2014, residual deliveries have risen but have plateaued with a five-year average of approximately 19,700 tons.




*Source: Internal La Crosse County Data*

**Figure 17 – Historical French Island WTE Landfill Deliveries (Residual Material)**

Historically, for every ton of MSW received at Xcel's WTE facility, approximately 70% was converted to energy and 30% was delivered to the landfill as unburned residual material. In 2014, the Department created an incentive program to encourage more efficient processing of MSW at Xcel's facility (75% -80% of MSW converted to energy), resulting in a lower percentage of residual waste being re-directed from the WTE facility to the landfill. Recently, that conversion rate has typically been around 75%.

Less residual tonnage directed to the landfill from Xcel means less landfill airspace consumed and reduced RDF processing costs for Xcel. Additionally, the recent legislative change (2021 Wisconsin Act 58) that exempts landfills from the state tipping fee surcharges for WTE residuals has resulted in a savings to the system and encourages resource recovery. This legislative change coupled with the agreement with Xcel allows each party to share the cost savings associated with reduced tipping fees as well as the additional revenues associated with more efficient processing of MSW into fuel. This exemption further promotes WTE recovery efforts.

### 3.2.2 Direct Landfill - MSW

Figure 18 provides historic delivery data for unrecoverable or non-recyclable MSW collected throughout the La Crosse County regional system over a 20+ year period (2002 to 2024) and delivered directly to the landfill. As seen in the figure, tonnages began increasing dramatically in 2013 but began to stabilize in 2016 with approximately 39,000 tons received annually.

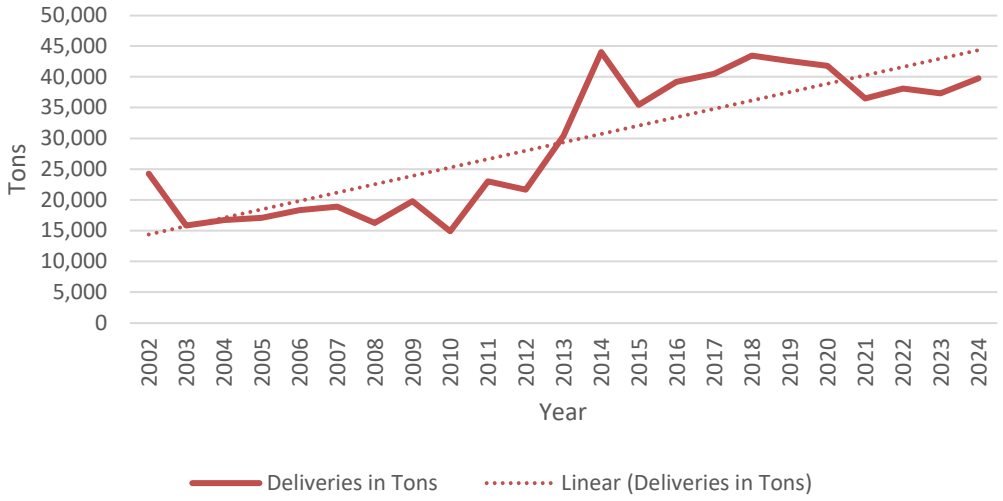



**Figure 18 – Historical Direct MSW Landfill Deliveries**

The upward trend in direct landfill deliveries can be largely attributed to the successful implementation of the hauler rebate agreement in 2012. The agreement provides an incentive (rebated tipping fee) to haulers which commit to direct all their waste from within the System to Xcel's WTE facility or the landfill. The agreement resulted in more waste being delivered directly to the landfill from communities not currently under contract to deliver their waste to the System.

A second factor contributing to the upward trend in direct landfill deliveries is related to how large, bulky items delivered to Xcel's WTE facility are being handled. Bulky items delivered to Xcel's WTE facility are set aside and transported to the La Crosse County Landfill. La Crosse County is charged a handling fee by Xcel, which is then passed along to the haulers. The haulers, in turn, have been more diligent with direct landfilling loads containing bulky waste.

The requirements for handling large, bulky items have changed with the implementation of single stream recycling in the cities of Onalaska and La Crosse. Local ordinances now require all solid waste and recyclables be placed in carts for curbside pick-up. Residents are now charged a special fee for curbside pick-up of large, bulky items whereas in the past that service was provided at no additional charge. Furthermore, haulers are now required to bring those items directly to the landfill. With the separate fee for curbside bulky item pick up it is likely that more residents will choose to bring those items to the landfill themselves.

A third factor contributing to the upward trend in direct landfill deliveries is the increase in agricultural bag (ag bag) disposal at the landfill. Ag bags are not accepted at Xcel's WTE facility. When ag bags are disposed of at the landfill, they often arrive with a mixed waste component.

The percent contributions of direct landfill deliveries by county to the landfill over the period 2003 through 2024 are shown in Figure 19. In the past 5 years, La Crosse County deliveries comprise, on average, 85% of the total deliveries of non-recoverable MSW to the landfill followed by Wabasha County at 6%, Houston County at 5%, Trempealeau and Buffalo Counties both at 2%.

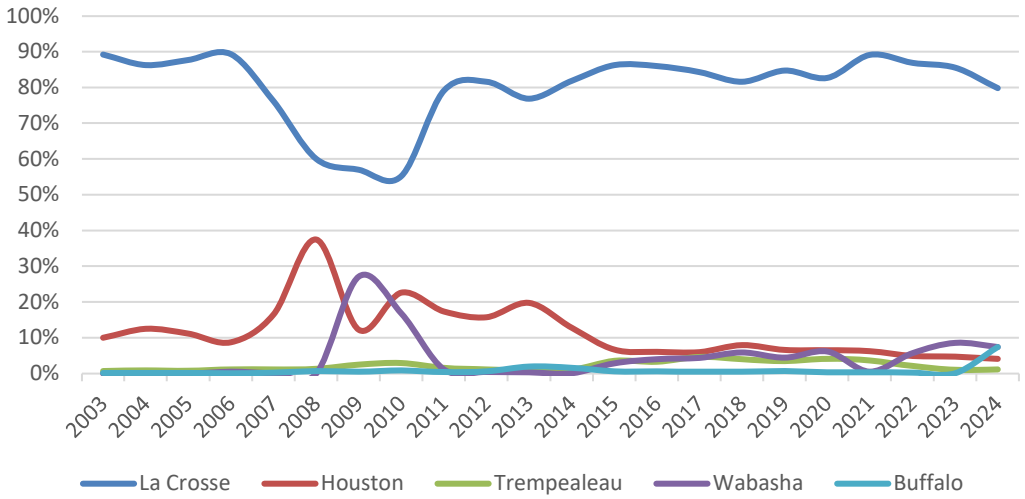



**Figure 19 – Percentage of Total Direct Landfill Deliveries by County**

Direct landfill tonnages (not including direct landfill MSW or residue and unacceptable material deliveries from Xcel's WTE facility) comprise several different types of waste. Figure 20 shows historical tonnages for seven waste categories including C&D, asphalt shingles, WTE fly ash, WTE bottom ash, yard waste, wood waste, and special wastes. Historically, special wastes have accounted for most of the non-MSW tonnage annually. However, this trend has shifted as special waste tonnage has declined and C&D waste has increased. C&D waste now accounts for the bulk of non-MSW tonnage annually at a five-year average of approximately 27,100 tons, followed by special waste (20,300 tons), WTE fly ash (9,900 tons), asphalt shingles (7,400 tons), WTE bottom ash (2,600 tons), wood waste, (2,500 tons), and yard waste (160 tons).

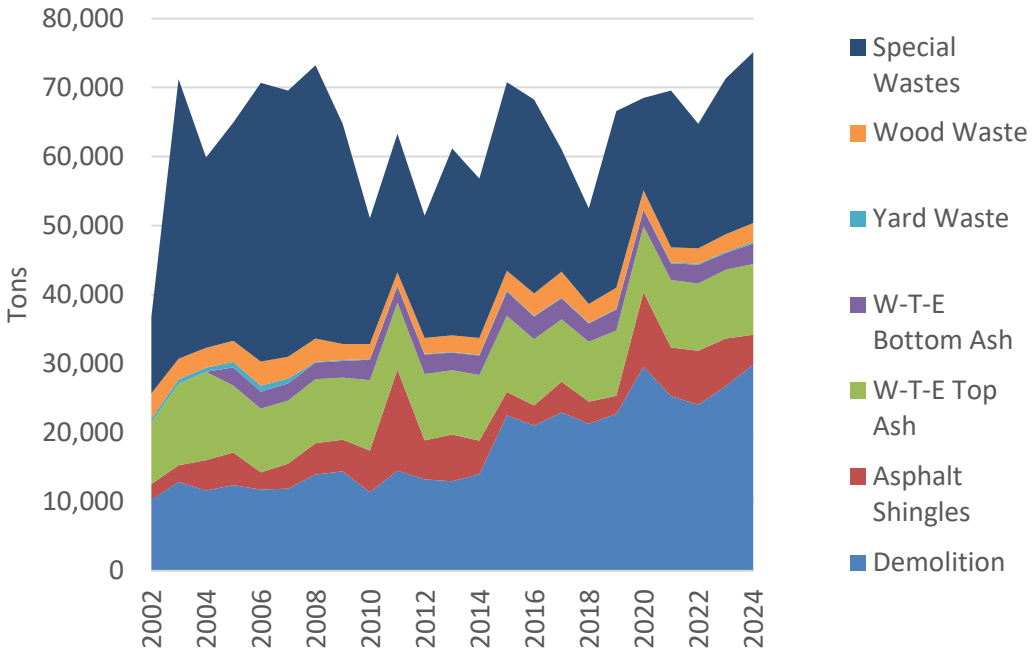



**Figure 20 – Historical Landfill Delivery Tonnages by Waste Category (Excluding Direct Landfill and Xcel WTE Deliveries)**

### 3.2.3 C&D

Figure 21 illustrates a trend of steadily increasing deliveries of C&D materials to the La Crosse County Landfill from 2002 to 2024. C&D waste deliveries greatly increased beginning in 2015 and have remained steady at greater than 20,000 tons annually since. While the La Crosse County Landfill accepts C&D waste, it should be noted there are several other C&D facilities in the region. The landfill does not compete on cost compared to those other facilities; however, it does offer a convenient location for disposing of C&D wastes.

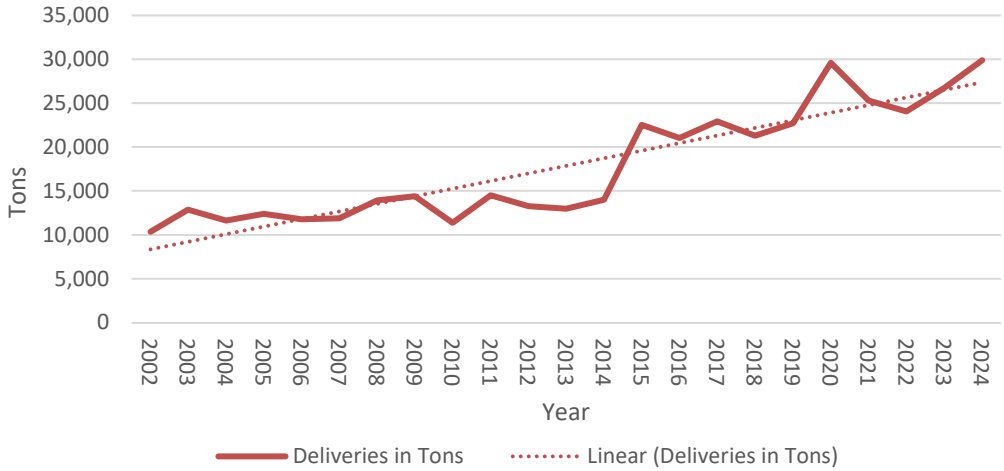



**Figure 21 – Historic C&D Deliveries**

### 3.2.4 Asphalt Shingles

There are two asphalt shingle programs at the La Crosse County Landfill. Clean shingles are processed and used as a fines replacement for road base aggregate and for use in hot mix asphalt. Shingles mixed with waste are disposed of in the landfill. Generators are charged a lower rate for disposing of clean shingles at the landfill. They are charged the conventional C&D tipping fee for dirty shingles. Although clean shingle deliveries fluctuate annually, overall deliveries have risen since inception of the diversion program. Annual fluctuations are due to the current state of residential development and home repair/remodeling projects, and from major storm events that may cause damage to roofs resulting in a large increase for a given year such as the storm experienced in 2011 (Figure 22).

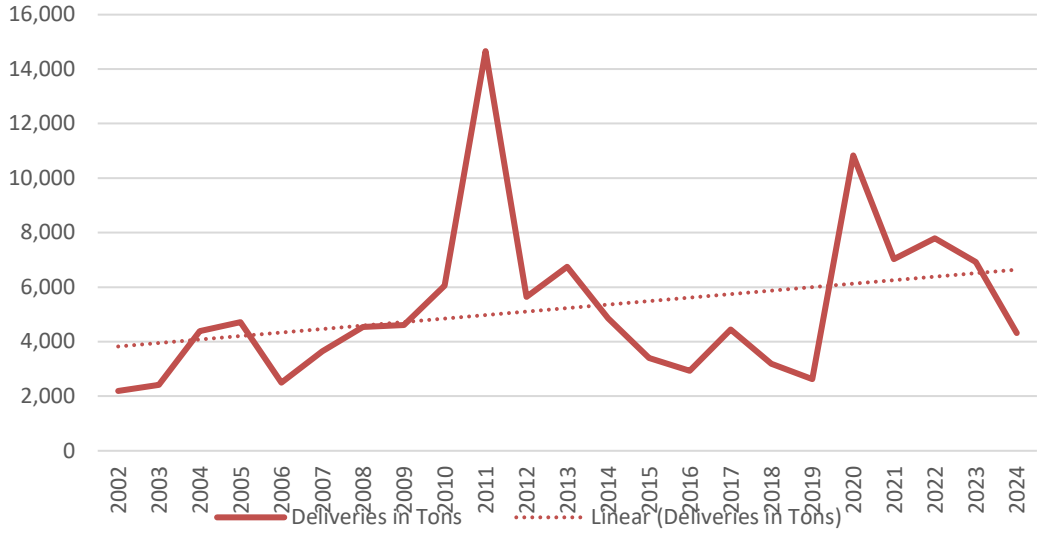



**Figure 22 – Historical Asphalt Shingle Deliveries**

### 3.2.5 Xcel Energy WTE Bottom and Fly Ash

Figure 23 shows historical WTE ash deliveries from Xcel's WTE facility to the La Crosse County Landfill from 2002 to 2024. Bottom ash began to be recorded in 2005. Total ash deliveries have remained relatively constant, averaging 12,000 tons per year. An average of nearly 3,000 tons of bottom ash and over 9,000 tons of fly ash are received annually. Noticeable fluctuations in the total ash deliveries are primarily attributed to scheduled maintenance shutdowns, facility upgrades, and total waste burned. The most recent uptick in ash volumes can be attributed to the diversion of additional waste volumes from the system to the Xcel Energy facility.

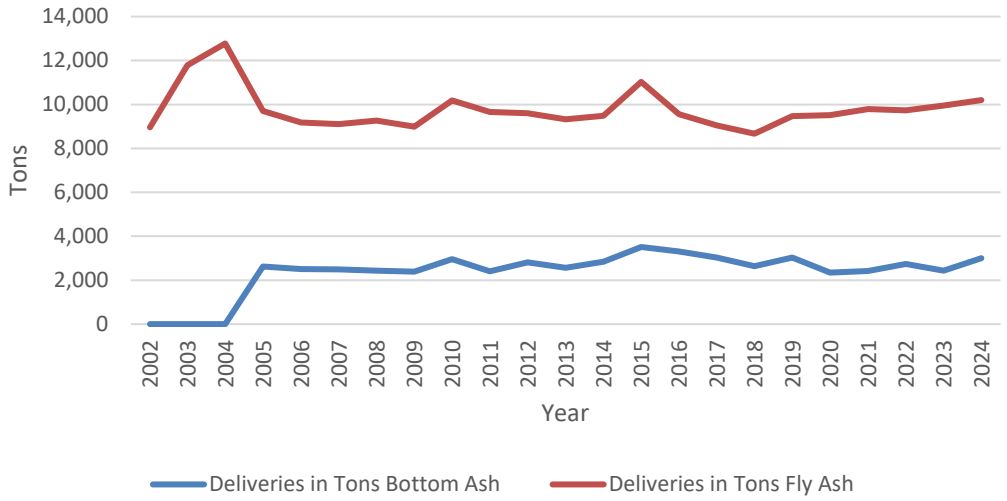



**Figure 23 – Historical WTE (Bottom and Fly) Ash Deliveries**

### 3.2.6 Yard Waste

Figure 24 shows deliveries of yard waste to the La Crosse County Landfill dropped off considerably in 2008. Deliveries have remained relatively constant since that time, averaging 109 tons per year. The landfill continues to accept yard waste, however the cities of La Crosse and Onalaska each maintain their own yard waste drop off sites, resulting in less demand for yard waste services at the landfill. Yard waste deposited at the landfill is not processed on site, instead it is taken to a private business, which utilizes it for compost production.

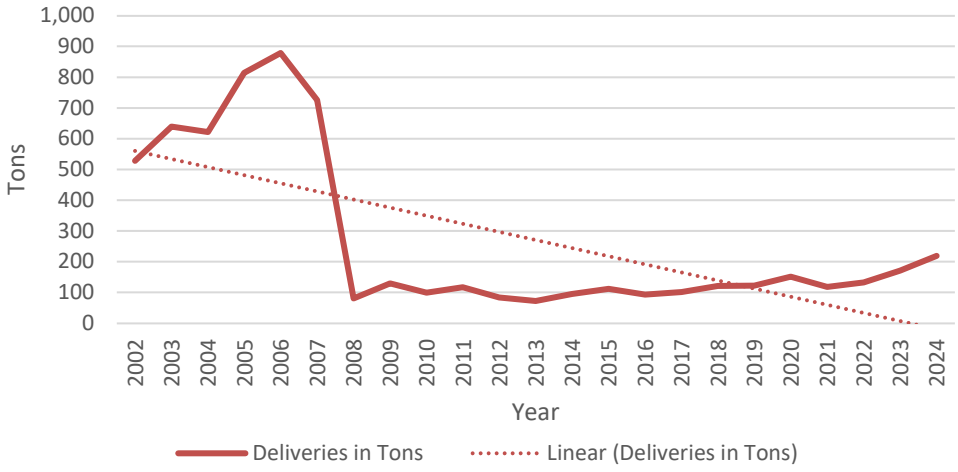



**Figure 24 – Historical Yard Waste Deliveries**

### 3.2.7 Clean Wood Waste

The Department accepts clean wood waste materials including pallets, crates, tree trunks, and brush. The material is either sold to Xcel Energy for energy production, processed into material used at the landfill, or as mulch. Figure 25 shows that an average of nearly 2,800 tons of clean wood waste were delivered to the landfill over the 20+ year period 2002-2024. Events such as large storms can contribute to the fluctuation in clean wood waste deliveries from year to year.

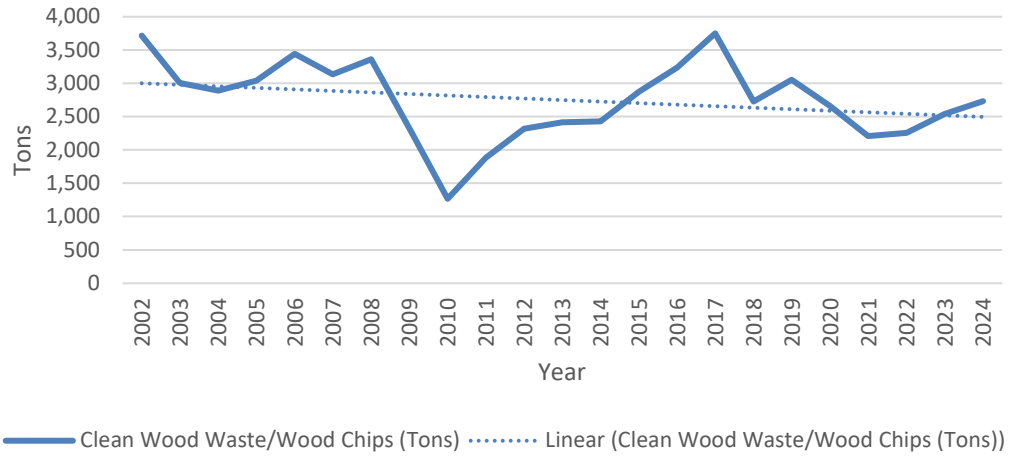



**Figure 25 – Historical Clean Wood Waste Deliveries**

### 3.2.8 Special Wastes

This waste category includes eleven types of specialty wastes. Figure 26 shows the percent contribution of eleven special wastes from 2018 to 2024. The three largest shares of specialty waste contributors over the previous 5-years on average were high volume industrial waste (40% of total), followed by street sweepings (15%), other alternative daily cover wastes and miscellaneous special waste both at 13%.

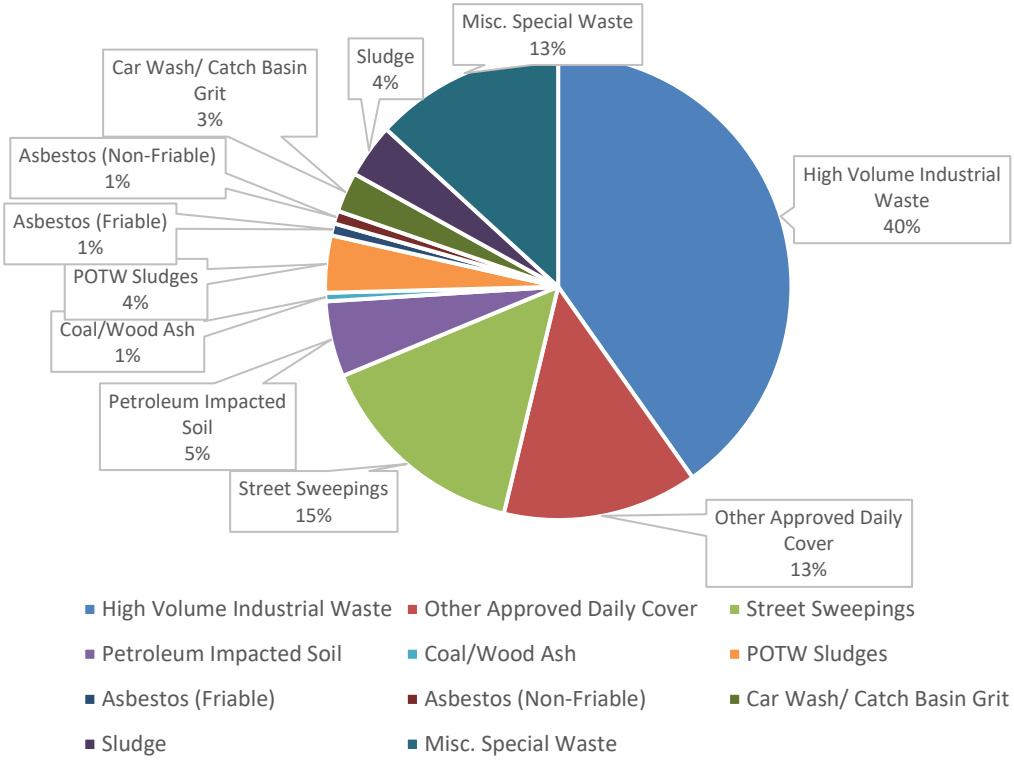



**Figure 26 – Composition of Special Waste Deliveries (2018-2024)**

Figure 27 shows historical special waste deliveries from 2002 through 2024. Special waste received peaked between 2003 to 2008. Since then, special waste deliveries have essentially reduced by half. The main reason for this large change in tonnage is due to the facility no longer receiving foundry sand. Additionally, the amount of petroleum and other contaminated soils received annually varies. In the past five years (2020-2024), the average special waste tonnage received is approximately 20,300 tons per year.

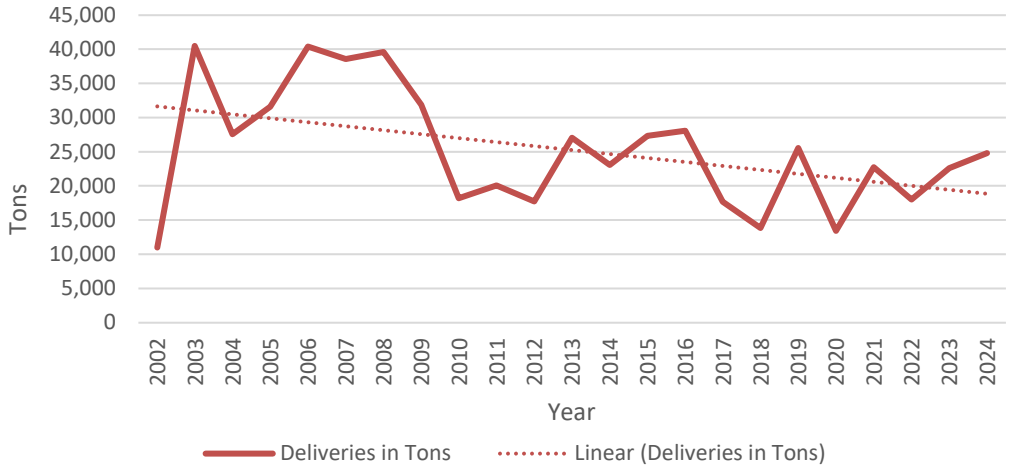



**Figure 27 – Historical Special Wastes Deliveries**

### 3.2.9 HHM Deliveries to the La Crosse County HHM Facility

Since opening in November 2003, the HHM program has collected and properly disposed/recycled over 9 million pounds of material from La Crosse County households. Figure 28 summarizes usage and pounds collected from La Crosse County households at the HHM facility. Both the number of household users (left vertical axis) and the pounds of HHM material collected (right vertical axis) have steadily increased since 2003 with both peaking in 2014 before beginning to decrease. HHM facility usage and pounds of material collected spiked after 2011 when the facility began accepting electronic waste due to the E-Cycle Wisconsin law implemented in 2009.

The decline in usage and pounds collected since 2014 reflects that the initial stockpile of electronic waste in the community has been reduced and that today's electronic devices are significantly lighter in weight compared to past devices. This is often referred to as "light-weighting." In the previous five years, the HHM facility has serviced on average approximately 8,000 residential customers and collected just shy of 500,000 pounds of material annually.

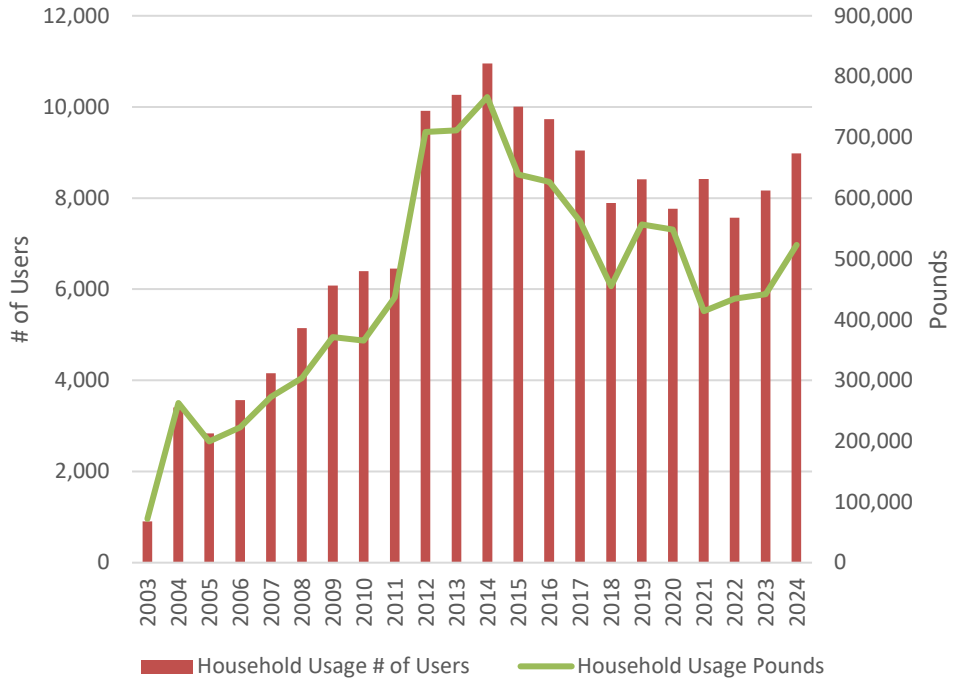



**Figure 28 – La Crosse County Household HHM Usage Since Opening**

(Source: Annual Reports to Stakeholders, La Crosse County Household Hazardous Materials Program and Annual Green Tier Reports: La Crosse County Solid Waste Department, Internal La Crosse County Data)

The HHM facility collected and properly disposed/recycled of over 2 million pounds of materials from area small businesses since inception of the program in 2003. Figure 29 summarizes usage and pounds collected from La Crosse County small businesses at the HHM facility. Small business usage steadily increased since beginning of the program and peaked in 2009 before trailing off then peaking again

in 2015. Usage and pounds collected has decreased since 2015 but has remained steady over the past four years serving on average over 200 small businesses and collecting over 60,000 pounds annually.

Trends in small business usage are more difficult to define over the years but are generally similar to residential use in terms of generating only limited amounts of HHM and accumulation of materials at the individual level having decreased. Additionally, the two peaks in usage appear to generally follow the national recession circa 2008-2009 with the economy recovering in the years after followed by lightweighting of electronics.

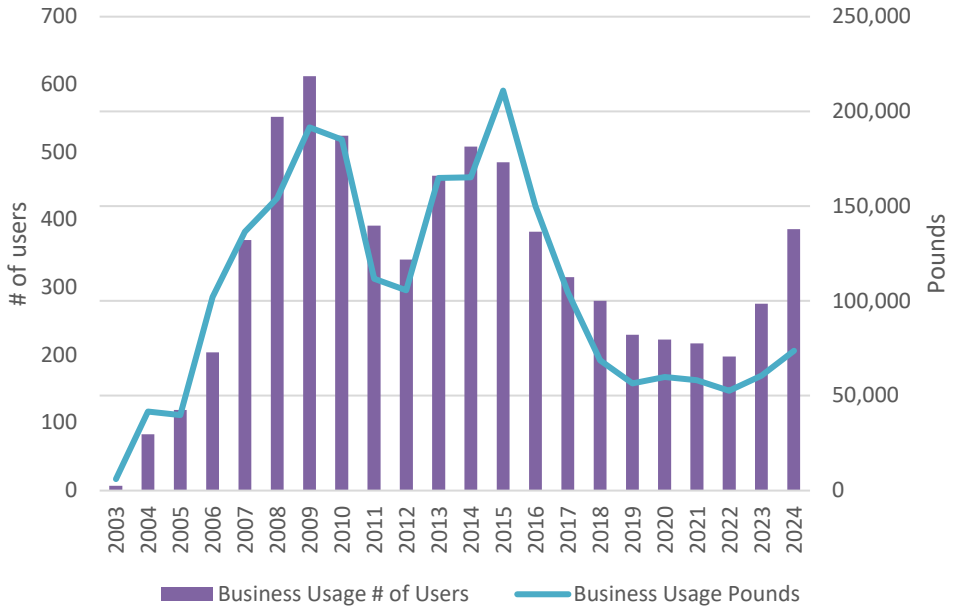



**Figure 29 – La Crosse County Business HHM Usage Since Opening**

(Source: Annual Reports to Stakeholders, La Crosse County Household Hazardous Materials Program and Annual Green Tier Reports: La Crosse County Solid Waste Department, Internal La Crosse County Data)

### 3.2.10 Other La Crosse County Recycling Quantities

In February of 2014 the cities of La Crosse and Onalaska, implemented a residential single stream recycling cart system to dispose of its recyclable materials. A 2010 La Crosse County sponsored study provided the impetus for the change. Prior to February 2014, the cities of La Crosse and Onalaska had dual sort recycling systems using an eighteen-gallon tote that required citizens to sort their recyclables by newspaper and white paper, glass, aluminum, tin, and plastics (#1 and #2). Single stream recycling, however, has made recycling more convenient, resulting in significant increases in recycling tonnage compared to 2013 quantities (Figure 30 and Figure 31).

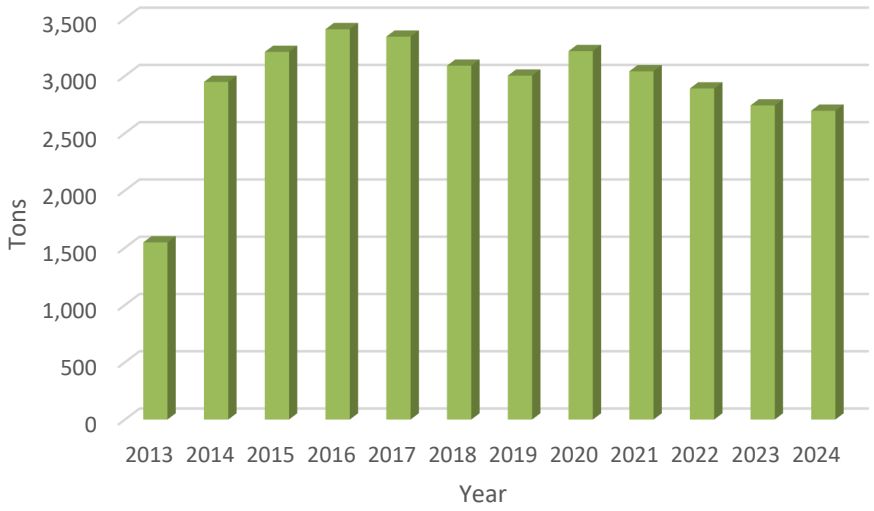



**Figure 30 – La Crosse Monthly Recycling Comparison (2013-2024)**

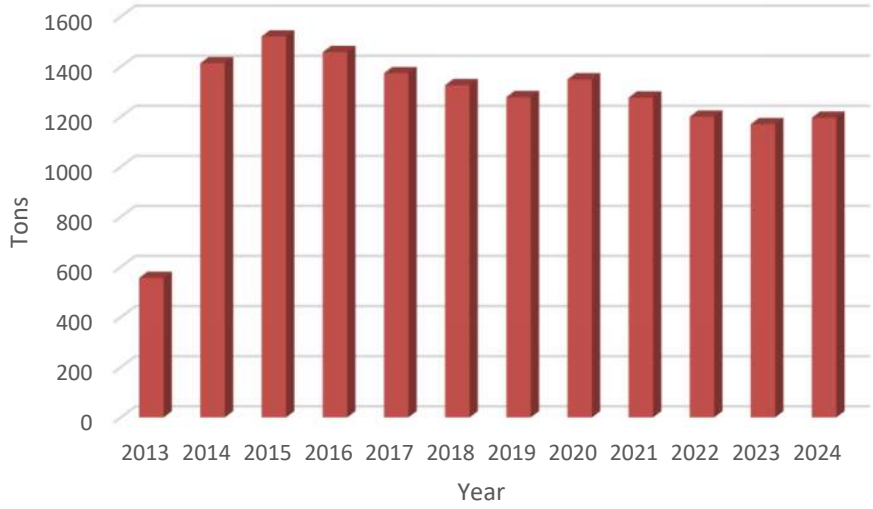



**Figure 31 – Onalaska Monthly Recycling Comparison (2013-2024**

## 3.3 Regional Disposal System Participants

### 3.3.1 La Crosse County

The following section summarizes WTE and MSW historical tonnage deliveries from La Crosse County to Xcel's WTE facility and the La Crosse County Landfill.

Since 2007, La Crosse County has delivered an average of 58,122 tons of waste to Xcel's WTE facility (Figure 32). Over that same period the Department has direct landfilled an average of 31,726 tons annually with MSW deliveries have increasing 180 percent since 2012, likely driven by the combination of factors described above in Section 3.2.2.

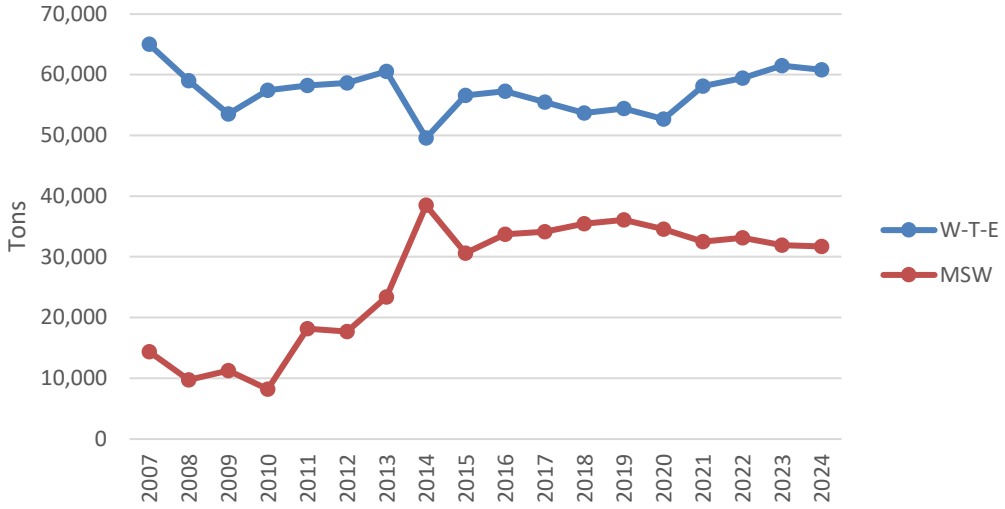



**Figure 32 – La Crosse County WTE & MSW Annual Tonnages (2007-2024)**

### 3.3.2 Houston County

The following section summarizes WTE and MSW historical tonnage deliveries from Houston County to Xcel's WTE facility and the La Crosse County Landfill.

Houston County's contract with La Crosse County to deliver acceptable waste to the Xcel WTE facility runs into 2030. Since 2007, Houston County has delivered an average of 5,711 tons of waste to Xcel's WTE facility (Figure 33). Over that same period Houston County has delivered an average of 3,118 tons of MSW to the landfill.

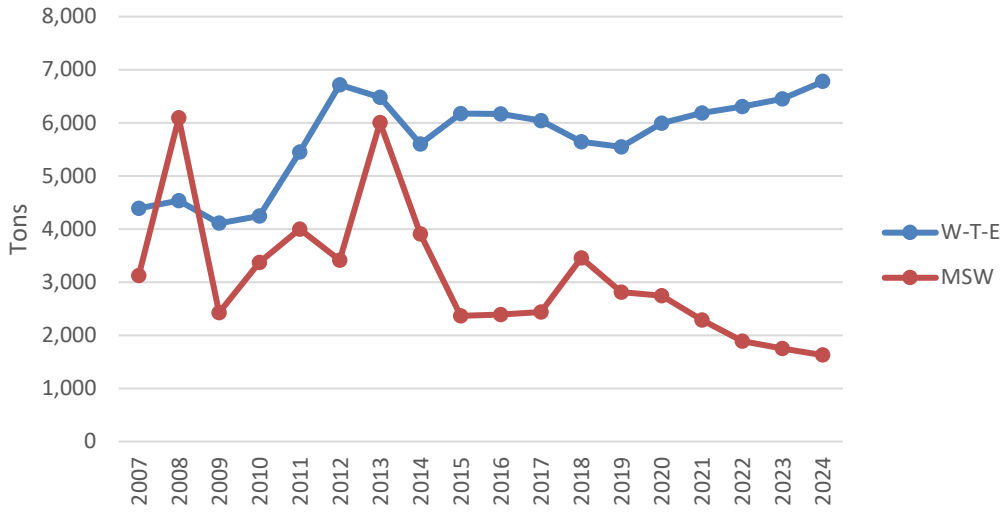



**Figure 33 – Houston County WTE & MSW Landfill Tonnages (2007-2024)**

### 3.3.3 Wabasha County

The following section summarizes WTE and MSW historical tonnage deliveries from Wabasha County to Xcel's WTE facility and the La Crosse County Landfill.

Wabasha County delivered an average of 3,863 tons annually to Xcel's WTE facility from 2007 through 2024. The county delivered an average of 1,577 tons of MSW annually to the La Crosse County landfill over the same period. More recently, there have been several years in which more waste was direct landfilled than delivered to Xcel.

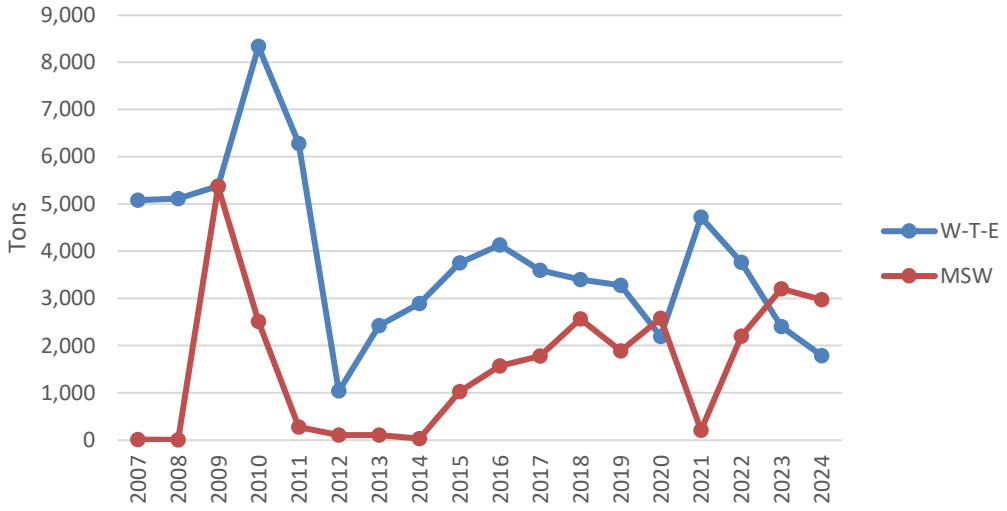



**Figure 34 – Wabasha County WTE & MSW Landfill Tonnages (2007-2024)**

### 3.3.4 Buffalo County

The following section summarizes WTE and MSW historical tonnage deliveries from Buffalo County to Xcel's WTE facility and the La Crosse County Landfill.

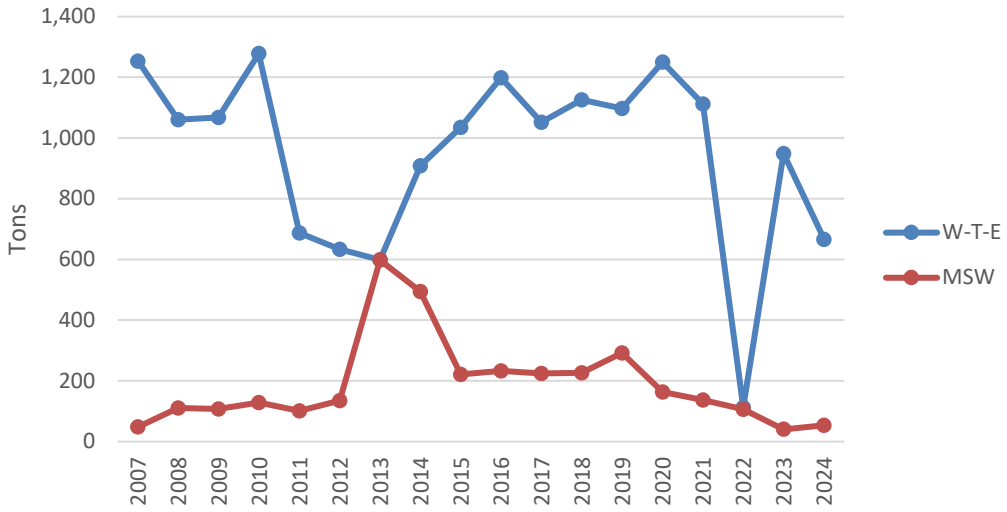



**Figure 35 – Buffalo County WTE & MSW Landfill Tonnages (2007-2024)**

WTE deliveries from Buffalo County averaged 949 tons per year over the period 2007 through 2024. Buffalo County waste deliveries to the La Crosse County Landfill averaged 190 tons from 2007 through 2024.

### 3.3.5 Southern Trempealeau County Solid Waste Commission (STCSWC)

The following section summarizes WTE and MSW historical tonnage deliveries from Southern Trempealeau County to Xcel's WTE facility and the La Crosse County Landfill. A

Haulers collecting MSW within the service area of the STCSWC are required, through a licensing agreement, to deliver waste to a facility within the La Crosse County regional system. STCSWC represents the City of Galesville; villages of Melrose, Trempealeau; and the towns of Caledonia, Dodge, Gale, and Trempealeau.

Deliveries to Xcel's WTE facility averaged 4,244 tons annually over the period 2007 through 2024. MSW direct landfill deliveries averaged 831 tons annually over the same period.

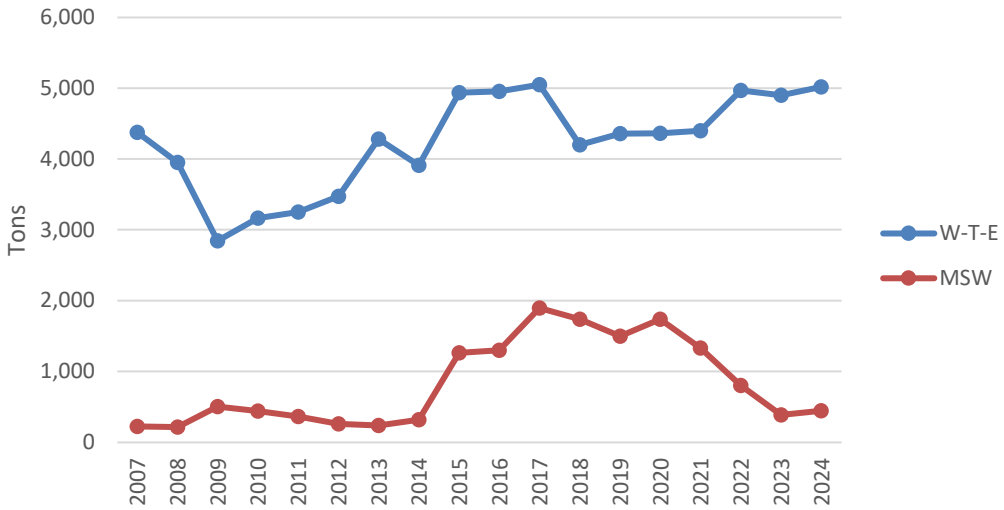



**Figure 36 – Southern Trempealeau County WTE & MSW Landfill Tonnages (2007-2024)**

## 3.4 Adjoining County Non-Participants

This section of the report highlights a few key statistics from counties adjacent to La Crosse County, but not part of the System.

### 3.4.1 Monroe County

In 2023, the landfill received 43,529 tons of MSW, 14,615 tons of ADC material, 84 tons of other non-MSW (Cat 6), and 30 tons of POTW sludge for a total of 58,259 tons of waste, according to the WDNR. According to interviews with Monroe County staff, the county also receives approximately 250 tons per year of waste wood. In addition, the county receives and markets an average of approximately 3,000 tons per year of recyclables.

### 3.4.2 Vernon County

The landfill received approximately 18,415 tons of material in 2023, including 14,179 tons of MSW, 805 tons of construction and demolition waste, and 3,432 tons of waste used as ADC.

### 3.4.3 Winona County

According to the most recent SCORE report (2021), Winona County generated 54,410 tons of MSW in 2021, including recyclables and organics. 25,602 tons or 47% of total MSW generated were landfilled, 1,386 tons (2.5%) was combusted for energy recover, the remaining 50% was combined recycling and organics. Organics management includes food to people, food to livestock, source separated programs, and yard waste.

## 3.5 Acceptable Waste Deliveries to the Xcel facility

The Department's contract with Xcel Energy guarantees the delivery of 73,000 tons of MSW to Xcel's WTE facility annually. Over the previous 10 years (2014 – 2024), waste deliveries from La Crosse County alone to Xcel's WTE facility have averaged approximately 57,000 tons or 79% of the total waste delivered, followed by Houston County (6,100 tons, 8% of total deliveries),Trempealeau County (4,700 tons, 7% of total deliveries), Wabasha County (3,300 tons, 5% of total deliveries) and Buffalo County (1,000 tons, 1% of total deliveries) (Figure 37).

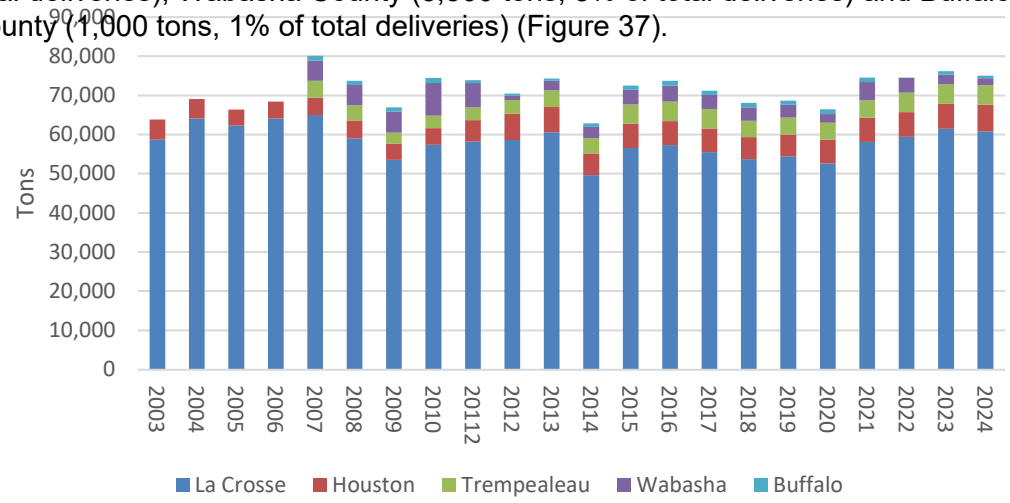



**Figure 37 – Historical Waste Tonnage Deliveries to Xcel WTE Facility by County**

The average annual tonnage of waste delivered to the Xcel WTE facility from 2005 through 2022 was 75,424 tons, over 2,000 tons more than the required delivery tonnage (73,000 tons). More recently, in the last two years, over 80,000 tons has been delivered to Xcel.

## 3.6 Total System Annual Diversion Rate

Figure 38 shows changes in diversion and landfilling rates for the system over the period 2005 through 2022. Since 2013, the amount of waste landfilled has sustained over 100,000 tons annually whereas prior to 2013 waste landfilled was less than 100,000 tons. The proportion of waste landfilled has also increased. From 2005 to 2012, the average percentage of waste landfilled was 60%. Since 2013, it has averaged 66%. The overall waste diversion rate, which includes waste converted to energy and waste diverted to other uses, decreased during this same time period from 40% to 34%. This increase in landfill tonnage could be due to implementation of the hauler rebate program circa 2012 which has increased the amount of direct landfill MSW.

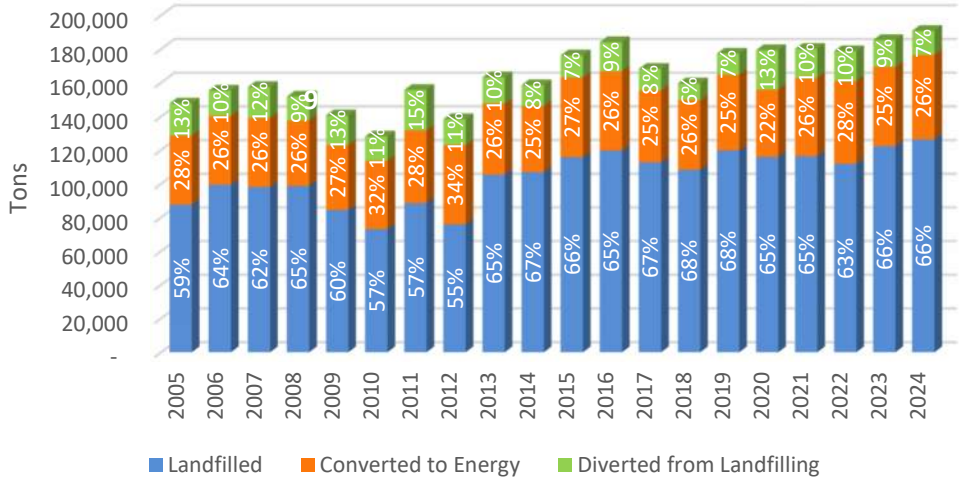



**Figure 38 – Total System Annual Diversion Rate (2005-2024)**

It should be noted that HHM waste diversion figures began being recorded in 2012 and are reflected in the graph above.

# 4.0 Key Trends and Growth Projections

## 4.1 National Waste Management Trends – Municipal Solid Waste

The U.S. Environmental Protection Agency (EPA) has collected and reported data on the generation and disposition of MSW in the U.S. for more than 35 years. This information is used to measure the success of materials management programs across the country and to characterize the national waste stream. The latest MSW information from EPA is from calendar year 2018 (EPA, 2018 Fact Sheet).

### 4.1.1 Waste Generation and Composition

According to EPA data, the total MSW generated in the U.S. in 2018 was 292.4 million tons or 4.9 pounds per person per day (lbs/person/day). Since EPA began collecting waste data, the total amount of MSW generated annually has steadily increased. MSW generation peaked in 2000 and 2005 in the U.S. on a per capita basis, with waste generation rates of 4.74 pounds per person per day (lbs/person/day) and 4.69 lbs/person/day. Although the total tonnage of MSW generation in the U.S. continues to increase, the per capita disposal rate has generally plateaued since 2010 at an average of 4.5 lbs/person/day. Figure 39 portrays MSW generation from 1960 to 2018. Although 2018 is reported to have the highest total MSW generation rate since 1960, recovery efforts such as recycling, composting, and combustion for energy recovery have also increased. The EPA notes the considerable increase from 2017 to 2018 is mainly due to the EPA's

changes in food waste measurement methodology which accounts for food waste to other management pathways mentioned below.

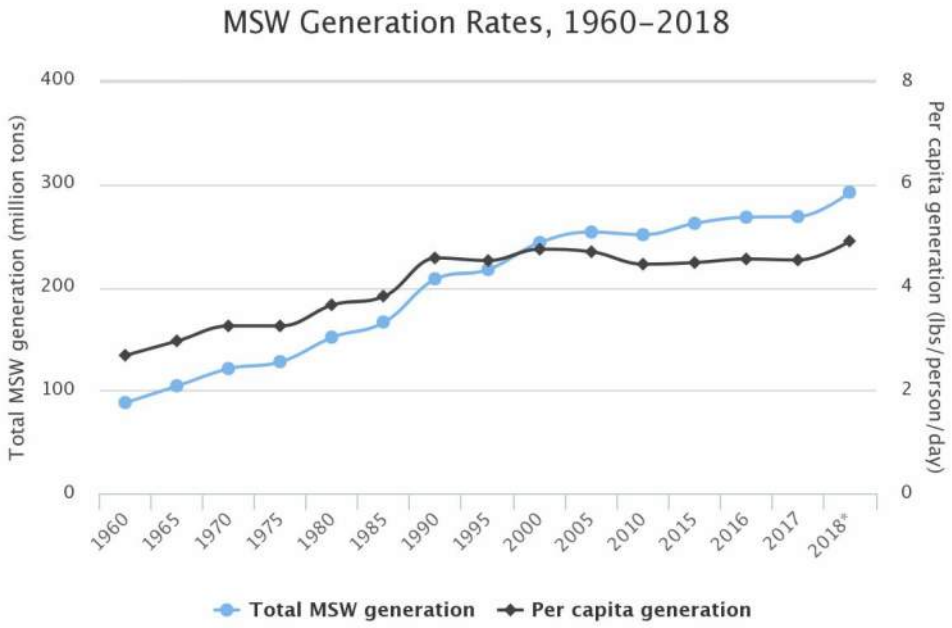



**Figure 39 – MSW Generation Rates (1960-2018)**

(Source: U.S. EPA, 2018)

The composition of MSW has been changing due to variations in consumer products and consumption. Organics (food waste 21.59% and yard trimmings 12.11%) continue to make up the largest percentage of the MSW waste stream by material type. Followed by paper and paperboard (23.05%) and plastics (12.20%). Figure 40 shows the material generation on a percentage basis by material for 2018.

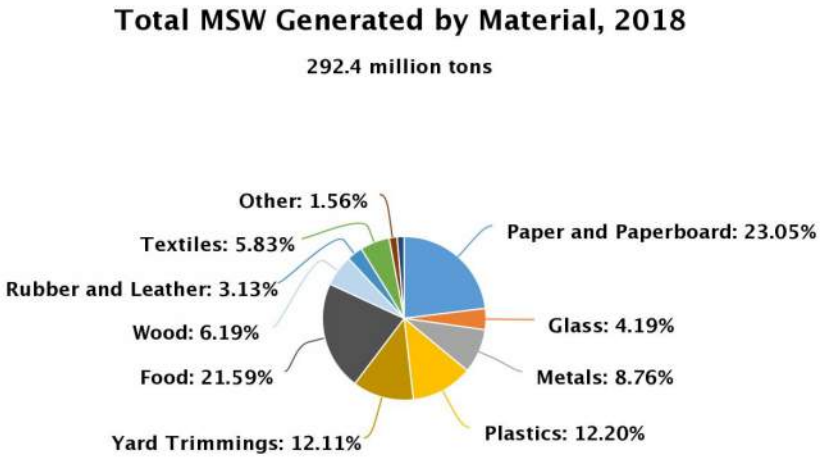



**Figure 40 – Material Generation in MSW (2018)**

(Source: U.S. EPA, 2018)

The WDNR recently completed an updated waste characterization study in 2020-2021 (during which La Crosse County was a participating landfill) to update its data on composition of MSW being disposed at Wisconsin landfills and evaluate performance of existing diversion initiatives. The composition data reflects each category as a percentage of the total weight and includes waste generated from single and multi-family residential and industrial/commercial/institutional sources. The top material categories comprising the bulk of MSW disposed statewide consisted of organics (30.4%), paper (21.3%), and plastic (17.1%). The study also analyzed waste composition by region within the state. The west central region, which includes La Crosse County, had the same statewide material categories at the top, however paper (25.7%) was the largest category followed by organics (21.5%) then plastic (17.4%). MSW waste composition data for Wisconsin is generally consistent with the MSW composition for the country.

C&D waste was also characterized separately which the study found other C&D (25.0%), other materials (22.9%), untreated clean dimensional lumber (11.5%), and roofing shingles (10.0%) to comprise the top material categories in the overall statewide C&D waste stream. C&D waste composition for the west central region had the same categories at the top except other materials (36.1%) comprised the largest percentage followed by other C&D (27.3%), roofing shingles (11.8%), then untreated clean dimensional lumber (8.0%). Other C&D included items such as insulation, cabinets, nails, linoleum, and tubs/showers. Other materials consisted of textiles, carpet and carpet padding, wood pallets, aerosol cans, mattresses, and wood furniture.

### 4.1.2 Waste Management

Of the roughly 292 million tons of MSW generated in 2018, 146 million tons were landfilled accounting for 50% of MSW management in the U.S. followed by 69 million tons recycled (23.6%), 35 million tons combusted for energy recovery (11.8%), 25 million tons composted (8.5%), and 17 million tons by other food management pathways (6.1%) making up the balance. Figure 41 presents MSW management methods in 2018. The “other food management pathways” category represents food waste managed by methods such as animal feed, bio-based materials/biochemical processing, co-digestion/anaerobic digestion, donation, land application, and sewer/wastewater treatment. This is a new measurement methodology implemented by EPA in 2018.

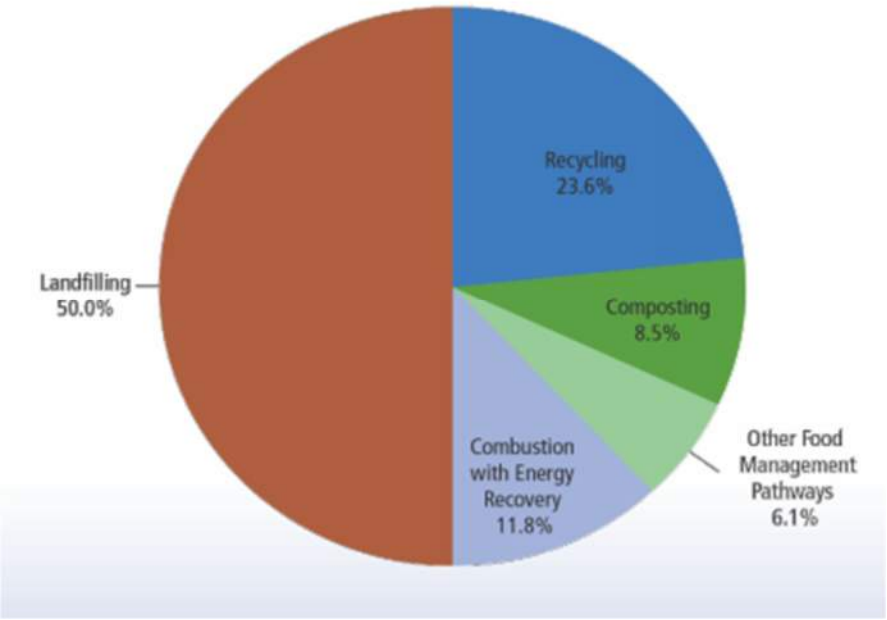



**Figure 41 – Management of MSW in the United States, 2018**

(Source: U.S. EPA, 2018)

### 4.1.3 Landfills

In 1970, there were approximately 20,000 landfills with most being unlined dumps. Due to more stringent regulations the number of landfills dropped to 2,893 by 2005 and stood at 1,908 in 2013. Per EPA, nationwide there were approximately 1,269 active MSW landfills in 2018. This decreasing trend is likely due to a variety of factors including landfills reaching capacity and the regulatory, social, and economic challenges of siting new greenfield sites. Additionally, existing landfills are becoming larger and improvements in technology and operations allow higher density of waste placed. Although MSW generation continues to increase annually, the amount of MSW landfilled has held steady between 140 to 150 million tons. An indication that diversion to other waste management technologies have had an impact on landfilling.

Landfill tipping fees at the national level, when adjusted for the Consumer Price Index (CPI), have experienced a slow and steady average increase of about 1% per year since 2004. Tipping fees between 2004 and 2018 have generally ranged between $45-$55/ton, which can be seen in Figure 42.

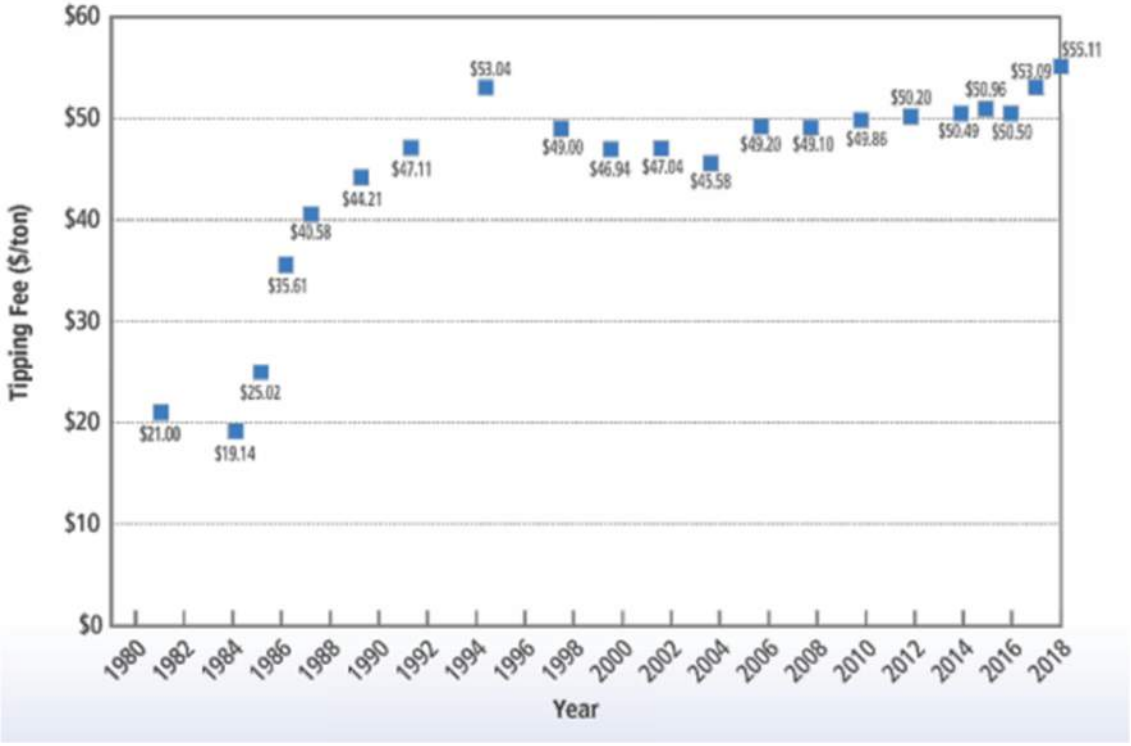



**Figure 42 – National Landfill Tipping Fees, 1982-2018 ($2018 per ton)**

(Source: U.S. EPA, 2018)

Figure 42 presents the national mean annual landfill tipping fees normalized to the value of the dollar in 2018 using the CPI. From 1985 to 1995 tipping fees increased by an average of $3.39 per year, followed by a steady decrease of $0.83 per year through 2004 and an average increase of $0.68 per year from 2004 to 2018. The implementation of Subtitle D regulations or state equivalent standards likely caused these increases between 1985 to 1995.

## 4.2 National Waste Management - Recycling

### 4.2.1 Recycling Rates

According to EPA data, MSW recycling rates (including composting) continue to increase on a total tonnage and percentage basis, which can be seen in the following figures. In 2018, 69 million tons were recycled, and 25 million tons composted resulting in an overall recycling rate of approximately 32.1%. Figure 43 shows the trend of recycling rates from 1960 to 2018.

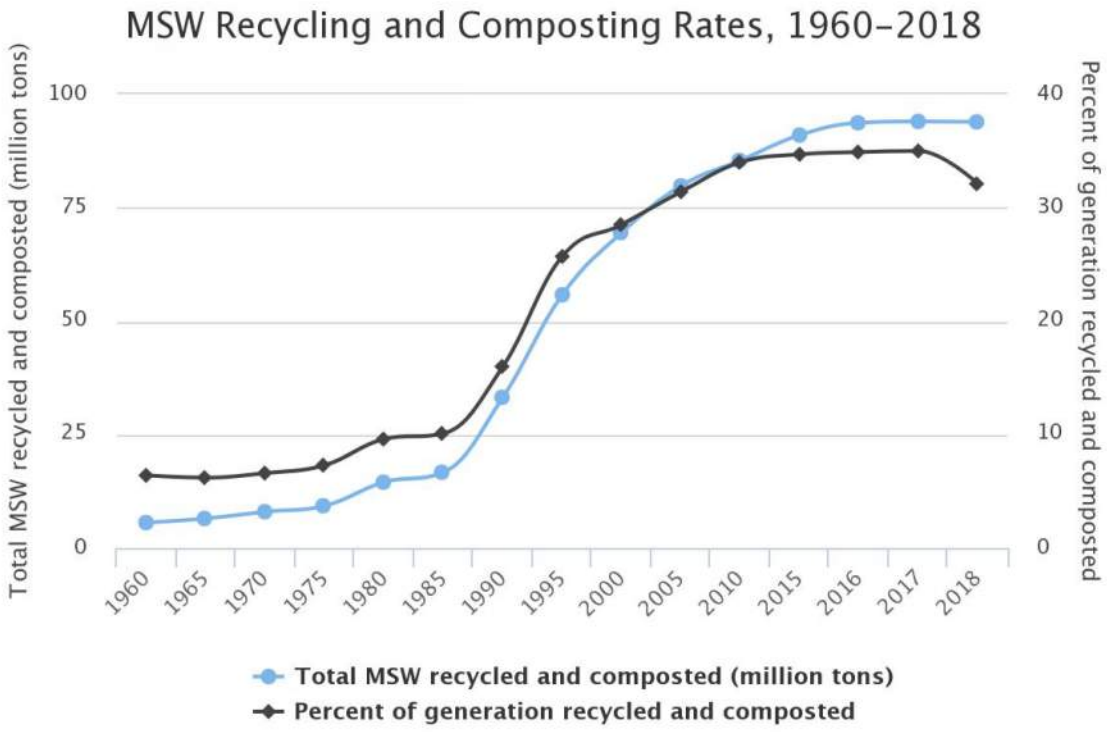



**Figure 43 – MSW Recycling & Composting Rates (1960-2018)**

(Source: U.S. EPA, 2018)

### 4.2.2 Recycling Rates by Material

Recycling rates vary widely by material, with lead-acid batteries (99.0%), corrugated boxes (96.5%), steel cans (70.9%), and aluminum cans (50.4%) having the highest recycling rates. Meanwhile, glass containers, high density polyethylene (HDPE) natural white translucent bottles, and polyethylene terephthalate (PET) bottles and jars each have recycling rates that are all below 35%. As a means to increase recycling rates for these materials, ten states (CA, CT, HI, IA, MA, ME, MI, NY, OR and VT) have implemented container deposit rules (commonly known as “bottle bills”). Although deposit rules have been found to increase recycling rates, there is still resistance to these programs due to the transactional costs at the point of purchase, with deposits generally being between $0.05-$0.10 per container.

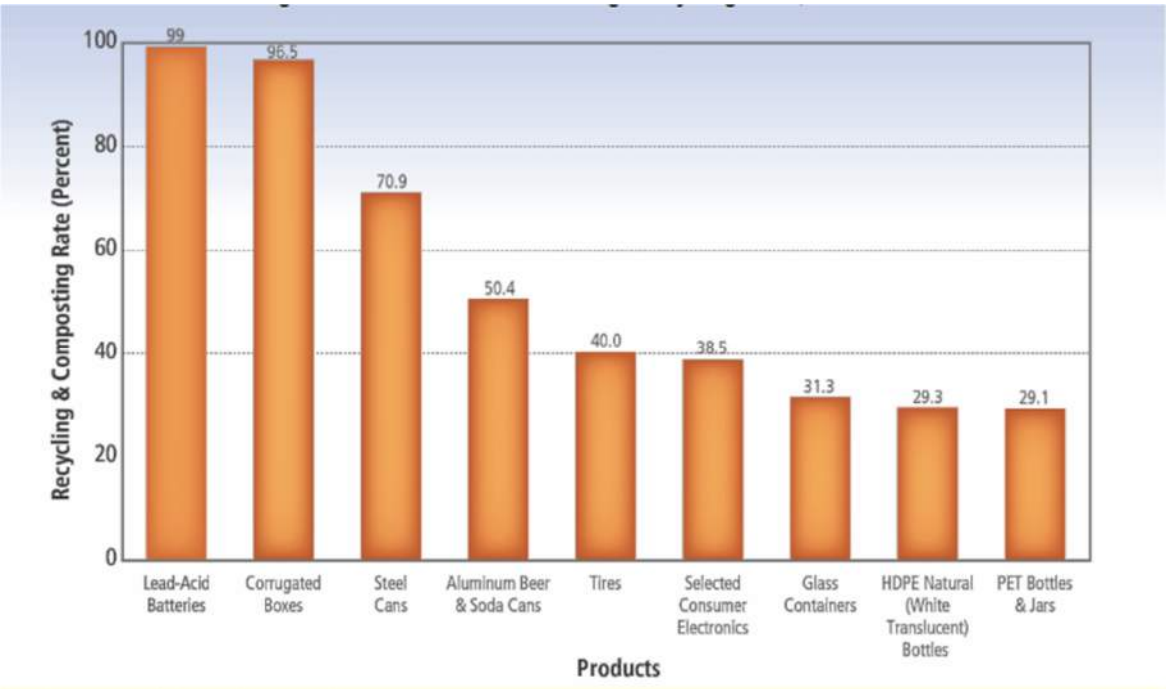



**Figure 44 – Recycling Rates of Selected Products (2018)**

(Source: U.S. EPA, 2018)

### 4.2.3 Recycling Rates by State

Similar to the recycling rates by material, the recycling rates by state also vary widely, with the national average per EPA being 32.1% in 2018. A March 2021 recycling study of common consumer containers and packaging materials (CCPM) by Ball Corporation (one of the largest producers of aluminum packaging and other consumer product containers) and international consultancy Eunomia, ranked the recycling rate of each state based on recycling rates of CCPM. CCPM in the study included rigid plastic packaging, cardboard and boxboard, glass bottles and jars, aluminum cans, and steel cans. The study calculates recycling rates based on the actual quantity of materials reprocessed into new products rather than collection rate. The study indicates collection and recycling are not synonymous as the quantity of material collected for recycling is often far greater than what is actually processed into new materials. This methodology for calculating recycling rate is more representative of a materials true circularity.

The study found Maine (74%), Oregon (66%), and Connecticut (63%) had the highest overall recycling rates for these CCPM. Of the Midwestern states, Iowa (62%) and Minnesota (60%) had the highest recycling rates and ranked 5$^{th}$ and 7$^{th}$ nationally. Wisconsin is ranked 23$^{rd}$ highest nationally at 40% recycling rate. However, when excluding cardboard and boxboard, Wisconsin ranks 12$^{th}$ nationally at a 44% recycling rate and 4$^{th}$ among Midwestern states (behind Minnesota 49%, Michigan 48%, Iowa 44%). The study excluded cardboard and boxboard in a separate ranking system as cardboard/boxboard account for approximately 73% of

the total weight of CCPM in the study, which could potentially mask the performance of other CCPM.

### 4.2.4 Material Recovery Facilities (MRFs)

MRFs are the primary method of processing commingled recyclables in the U.S. In 2018, there were 532 MRFs in operation in the U.S. with an approximate throughput of 91,000 tons per day. MRFs have declined steadily since 2014. MRFs are now a mature industry and while not many new facilities are being built, many older facilities are undergoing upgrades. Additionally, the material stream has changed significantly since the first MRFs were built and many of those MRFs were not designed to accept today's mix of materials. Changes to the material stream over the last 30 years include dramatic decline in newspapers, increase in plastics, lightweighting of materials, increase in corrugated cardboard and increased complexity of materials with the introduction of multilayered materials.

Similar to landfills, as the technology associated with recycling and material recovery has improved, the size of MRFs has also gotten larger. Technological improvements have included robotics with artificial intelligence (AI), ballistic separators to improve 2D/3D sorting, additional optical sorters, and more screens. One example of this would be Waste Management's Germantown, WI single stream MRF which is undergoing a complete rebuild to incorporate new equipment and technology.

### 4.2.5 National Recycling Trends

#### 4.2.5.1 Single Stream Recycling

Given the improvements in sorting technology, single stream recycling is being more widely implemented because of the ease of collection, its convenience, and increased collection rates that have generally been achieved. Although the transition to single stream has generally increased the amount of material collected, it has come at higher contamination rates. Per the National Waste and Recycling Associations (NWRA), nationwide estimates for contamination are at 25% to 35%. Additionally, recycling has been greatly affected by China's National Sword Policy in 2018 which put great restrictions on waste imports by banning certain materials and setting stringent contamination rates. This led to MRFs finding new markets, improving processing at a higher cost, and some materials being landfilled that were deemed no longer recyclable.

Recycling end markets can dictate changes in collection and materials processed. Particularly when the value of commodities can have volatile fluctuations. This was evident during the COVID-19 Pandemic which saw materials like old corrugated cardboard (OCC) soar temporarily to over $100/ton due to shortages in new raw materials.

#### 4.2.5.2 Recycling of Additional Materials

Given that recycling has become a mature industry, many programs have begun to expand and collect additional materials beyond the more traditional recyclables of paper and containers. This would include, but is not limited to, products such as computers and electronics, rigid plastics, shingles, textiles, and other types of C&D

debris, and food scraps. Because organics (food waste and yard waste) represent a significant percentage of the waste stream, this has been the focus in several areas of the country.

#### 4.2.5.3 Organics Recycling

Organics recycling largely refers to recycling of food waste or food scraps but could also include other organic materials such as yard waste. There has been increased awareness and interest in alternative options for the management of food waste, including composting and waste-to-energy. In 2023, the EPA released its Draft National Strategy for Reducing Food Loss and Waste and Recycling Organics. Efforts to more fully utilize these organic materials will likely continue going forward as recycling rates for more traditional recyclables level off.

The City Madison, Wisconsin did a pilot food scraps curbside collection study that demonstrated potential in feasibility but was unsuccessful due to lack of end uses and contamination in the stream. However, through a grant from the USDA, the City of Madison is providing food scrap drop-off sites at farmers' markets in the summer which is taken to Neighborhood Farm Solutions for composting. Many larger urban communities also have access to private food waste subscription services albeit for a fee. Many Twin City metro area communities have implemented curbside recycling for food waste. The programs are usually municipal wide, and every resident pays for the service whether it is used or not. Most food waste is then taken to large scale composting facilities.

#### 4.2.5.4 Extended Producer Responsibility Laws

There has been an increased emphasis on extended producer responsibility (EPR), particularly for products such as computers and electronics, compact fluorescent light bulbs, and other materials that can contain hazardous or toxic materials. More recently, EPR laws at the state level have gained momentum to packing materials, paper and plastic products, including single use plastics. A number of different models have been implemented in several states for the management of these types of products. States including California, Colorado, Maine, Oregon, New Jersey, Washington, and Connecticut passed recent EPR legislation specific to packaging and plastics. Similar legislation is being proposed at the federal level, such as the 2020 Break Free from Plastic Pollution Act which includes EPR as a mechanism to reduce plastic pollution. Additionally, in 2020, the U.S. House of Representatives Appropriations Committee issued House Report 116-448 identifying the need for a nationwide recycling needs survey and assessment to begin comprehensive data collection to strengthen residential recycling and move towards a circular economy.

#### 4.2.5.5 Zero Waste

Communities and many large corporations are embracing the concept of zero waste as a mechanism to achieve sustainability. The emphasis of zero waste is to move materials up the waste management hierarchy, which is defined as follows in Wisconsin:

1. Reduce

2. Reuse
3. Recycle
4. Compost
5. Incineration with energy recovery
6. Landfill
7. Incineration without energy recovery

Given that incineration with energy recovery is above landfilling in the waste management hierarchy, this could potentially provide the Department with a competitive advantage as companies in the region seek out opportunities to achieve zero waste.

## 4.3 Alternatives to Landfills and other Resource Recovery Options

Several alternatives to landfills are increasingly being utilized at the national level and are summarized below:

### 4.3.1 Composting of organics

Given the increased implementation of municipal recycling programs, yard waste, food waste and other organics have now become the largest percentage of the total material disposed in landfills. Although these materials can generate biogas in a landfill over time, composting often represents a better environmental option. Therefore, composting programs have been expanded to the point that 52.3% of yard waste is now recovered at approximately 3,800 facilities in the U.S. However, only about 6.1% of food scraps are recovered.

Yard waste is banned from landfills in Wisconsin and most municipalities offer yard waste disposal services. However, on July 1, 2015, Iowa lifted a ban on landfilling of organics for landfills with gas-to energy systems.

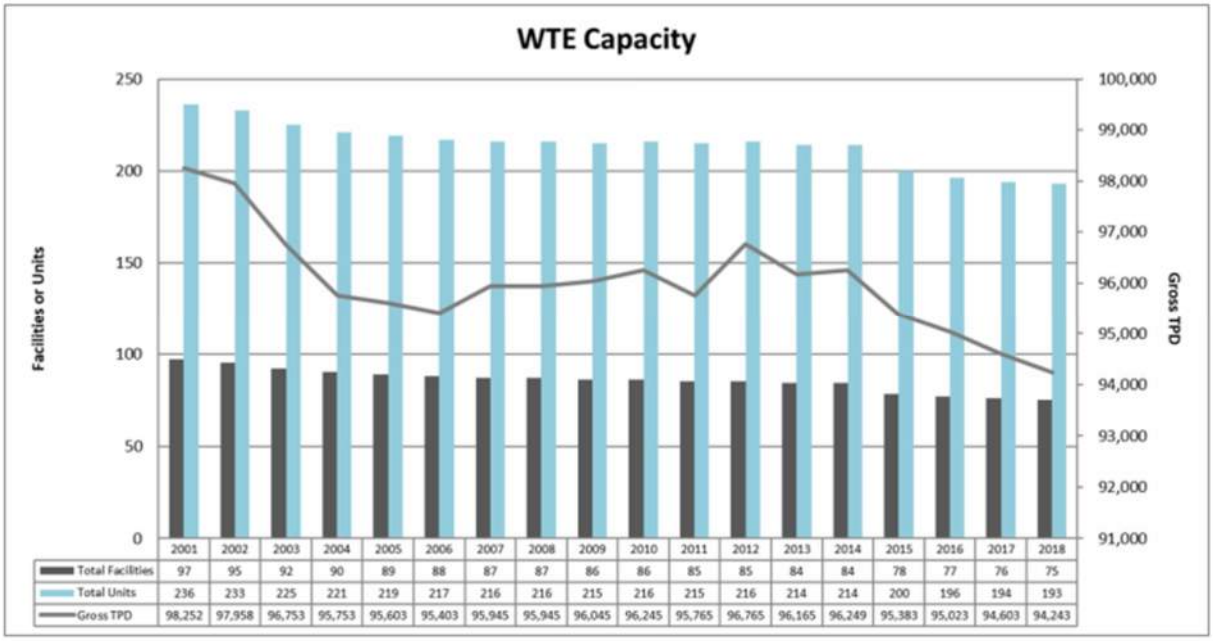
### 4.3.2 Mixed Waste Processing

Per 2018 EPA data, just over 400 tons/day estimated throughput for mixed waste processing of unsorted waste occurs nationally. Most of the mixed waste processing throughput (as of 2018) occurs in the western United States with very little in other regions. An example of this is the Wasatch Integrated Waste Management District in Utah that converted its former waste to energy facility to a MRF to reclaim recyclables from single stream collection and residential refuse. Recyclable materials with viable markets are sold whereas nonrecyclable plastics and some paper are combined to create an engineered fuel used by local industries to offset coal use, and organics are concentrated to potentially use as a feedstock for anaerobic digestion.

### 4.3.3 WTE (WTE, high solids anaerobic digestion)

According to EPA, 34.6 million tons of MSW was incinerated in 2018, the latest date for which figures are available. There were 75 WTE facilities in 21 states. Fifty-eight of these facilities are characterized as mass burn, 13 use RDF and the remaining

four are modular. Fifty-eight of these are used for electricity generation, 14 are combined heat and power systems and the remaining three are used for steam production. These facilities are estimated to have a daily throughput of nearly 94,243 tons and a capacity of 2,534 megawatts of electricity. The trends for WTE facilities can be seen in Figure 45.




| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total Facilities | 97 | 95 | 92 | 90 | 89 | 88 | 87 | 87 | 86 | 86 | 85 | 85 | 84 | 84 | 78 | 77 | 76 | 75 |
| Total Units | 236 | 233 | 225 | 221 | 219 | 217 | 216 | 216 | 215 | 216 | 215 | 216 | 214 | 214 | 200 | 196 | 194 | 193 |
| Gross TPD | 98,252 | 97,958 | 96,753 | 95,753 | 95,603 | 95,403 | 95,945 | 95,945 | 96,045 | 96,245 | 95,765 | 96,765 | 96,165 | 96,249 | 95,383 | 95,023 | 94,603 | 94,243 |

**Figure 45 – WTE Capacity**

Wisconsin has two WTE facilities, the Barron County WTE & Recycling Facility and the Xcel Energy WTE facility, with 14 additional facilities located in the Midwest. An additional WTE facility was proposed in the Green Bay area in 2011, however the project was abandoned after local permits were rescinded resulting in legal action going all the way to the Wisconsin Supreme Court.

Many states continue to define WTE as renewable, which potentially provides a financial incentive for these systems. The states defining WTE as renewable can be seen in Figure 48.

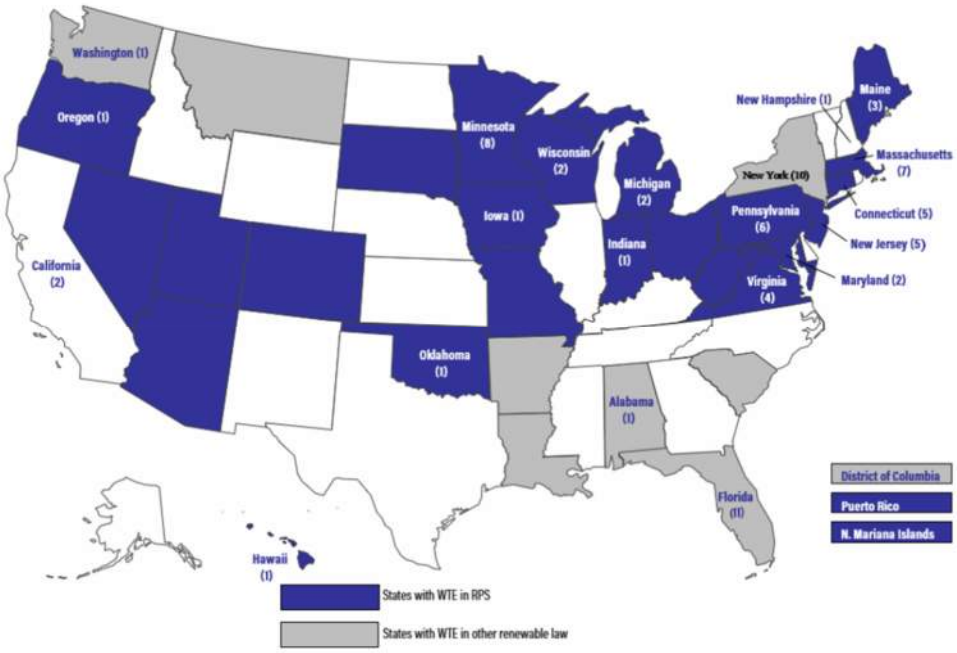



**Figure 46 – States Defining WTE as Renewable**

From an environmental perspective, a life cycle emissions analysis conducted by the US EPA found that WTE facilities reduce the amount of greenhouse gases as CO2 equivalents (GHGs or CO2e) in the atmosphere by approximately 1 ton for every ton of MSW combusted. https://wtert.org/2018-directory-of-waste-to-energy-facilities-energy-recovery-council/ (Figure 47).

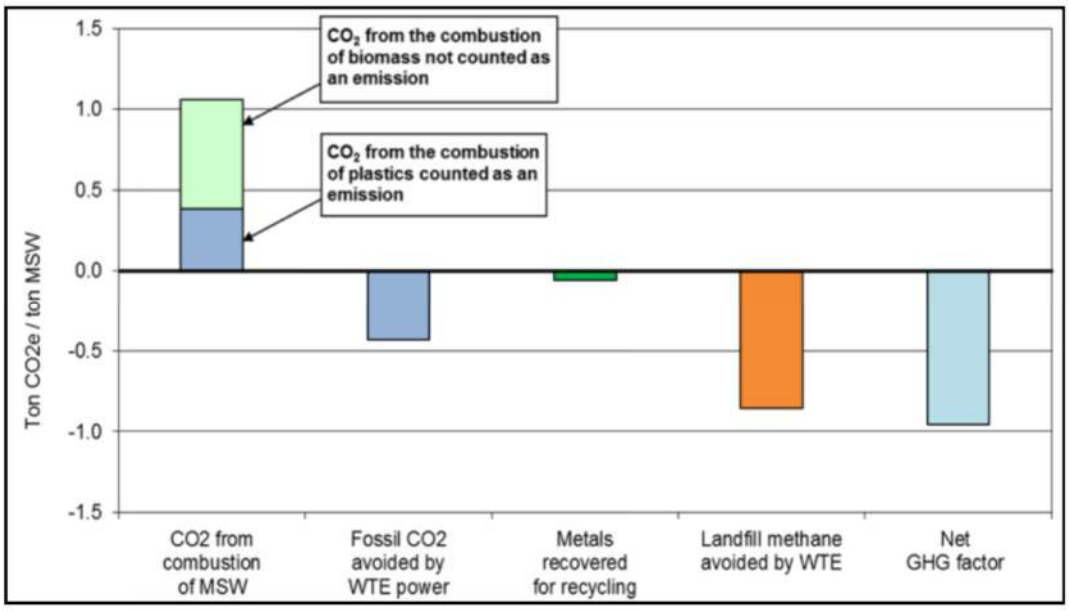



**Figure 47 – LCA of WTE**

U.S. EPA scientists, in a prominent peer reviewed paper, concluded WTE facilities reduce GHG emissions relative to even those landfills equipped with energy recovery systems.

### 4.3.4 Anaerobic Digestion

In 2021, the Public Service Commission Office of Energy Innovation (PSC OEI) and UW-Stevens Point completed a statewide biogas feedstock and industry survey. PSC OEI refers to the methane and carbon dioxide produced from anaerobic digestions as "biogas." The survey assesses the current status, challenges, and future opportunities of biogas facilities throughout Wisconsin. More than 300 Wisconsin facilities including wastewater treatment facilities (WWTF), landfills, and industrial and food processing facilities, were asked to participate in the survey. Some key findings of the survey included:

- Most biodigesters are installed at municipal WWTF followed by the dairy and agriculture sector, food processing and industrial waste sectors, and landfills.
- Municipal wastewater is the largest source of feedstock followed by manure.
- Most facilities suggest policy mandating food diversion from landfills.
- Many facilities produce electricity using biogas and use process heat to heat their facility.

### 4.3.5 Landfills as Resource Recovery Facilities

Landfills are increasingly being viewed as resource recovery facilities that represent the last opportunity for waste diversion. One example of this approach is in Austin, Texas, which has the following mission statement: "Austin Resource Recovery provides a wide range of services designed to transform waste into resources while keeping our community clean. Our goal is to reach Zero Waste by 2040, which means reducing the amount of trash sent to landfills by 90%." Similar examples can also be found in states with high recycling rates such as California, where Recycling Market Development Zones are being created, which act similar to Tax Incremental Financing (TIF) districts. As landfills become larger, the opportunities for resource recovery become greater because of the aggregation of more materials in one location, which can lead to increased innovation and economies of scale.

### 4.3.6 Emphasis on Greenhouse Gas Emissions

An EPA report from 2009 titled *Opportunities to Reduce Greenhouse Gas Emissions through Materials and Land Management Practices* indicates that approximately 42% of US. greenhouse gas emissions are associated with materials management, which included end of life management of these materials. Emissions from municipal and industrial landfills have decreased 16.2% since 1990 according to EPA statistics, but still account for 108 million tons of $CO_2$ equivalent. This decreasing trend is expected to continue with additional gas-to-energy projects and the increased use of gas destruction equipment. As shown for WTE, the use of tools such as life cycle emissions analysis will increasingly be used to identify opportunities to improve

efficiency, with additional reporting of emissions of greenhouse gases likely being required. EPA has created a Waste Reduction Model (WARM) tool that provides high-level comparative estimates of the potential GHG emissions, energy savings, and economic impacts of different materials management methods. https://www.epa.gov/warm/basic-information-about-waste-reduction-model

### 4.3.7 Compressed Natural Gas (CNG)

Landfills are increasingly considering the recovery of biogas for CNG, which can be used to fuel vehicle fleets. This can be particularly attractive for some landfills because of the relatively low efficiency achieved by engine-generators currently used to produce electricity from landfill gas, as well as unfavorable PPAs in some states. In addition, refuse vehicles may represent a substantial fleet that can potentially be converted to CNG, although the cost for the conversion can range from $35,000-$50,000 per vehicle.

## 4.4 Regional and Local Waste Management Trends – Solid Waste

### 4.4.1 Waste Management in the Upper Midwest

Waste management trends in the Midwest have been similar to the rest of the US. as it relates to the decreasing number of landfills, the increasing size of landfills and increasing tipping fees. The La Crosse County Landfill has had incremental tipping fee increases over its operating life and more recently since 2016 as the Department has implemented a tip fee management plan. The current tipping fee is still lower than the tipping fee in 2010. Currently, the La Crosse County Landfill tipping fee is at the lower end of tipping fees for MSW landfills in the west-central Wisconsin region (Figure 48).

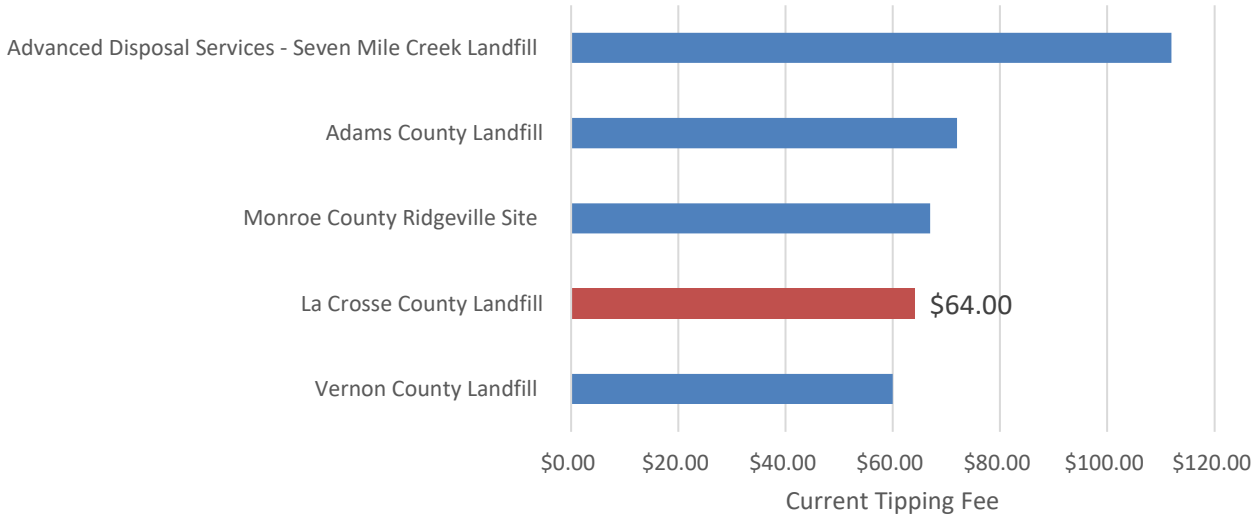



**Figure 48 – Posted Gate Tip Price (2024)**

### 4.4.2 Decline in out-of-state waste entering Wisconsin

Due to the change in the landfill tipping fee in Wisconsin in 2009, which was increased by $7.10 per ton, as well as higher fuel costs, the amount of out-of-state waste disposed in Wisconsin decreased substantially from 2008 to 2010 and in subsequent years, according to the WDNR. Generally, out of state waste tonnage imported to Wisconsin landfills have leveled off remaining relatively steady each year. This can be seen in Figure 49 below.

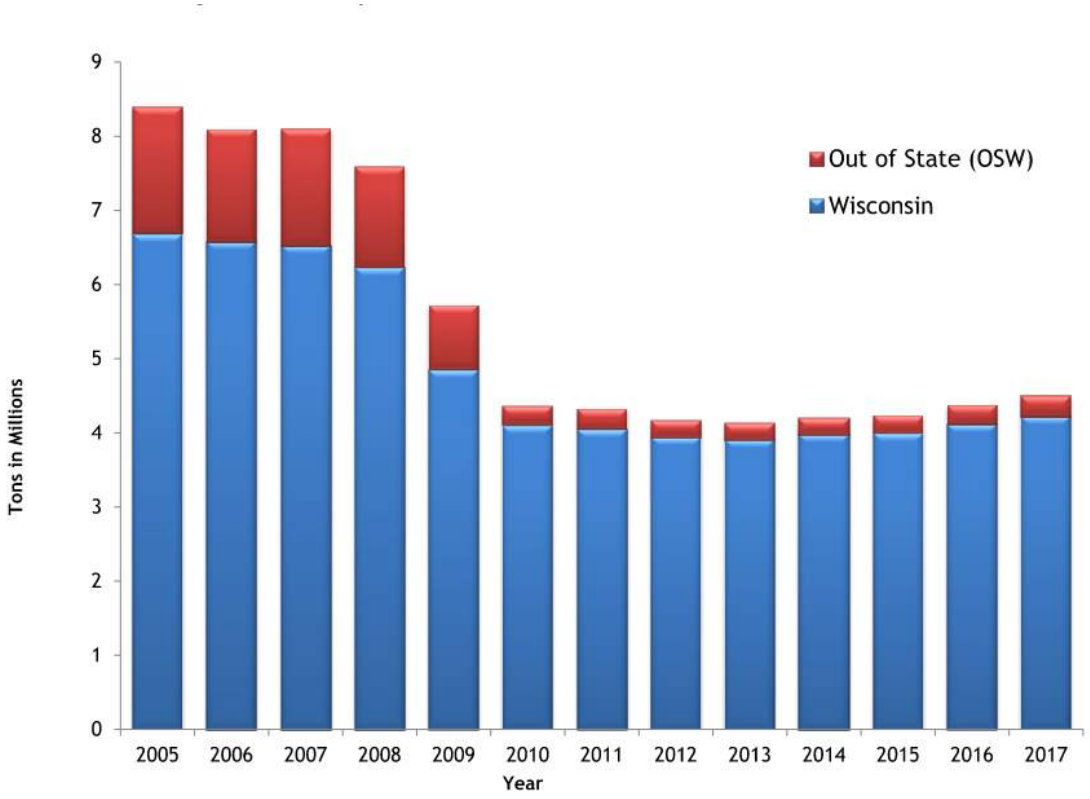



**Figure 49 – Decline in Out-of-State Waste**

Given the proximity of the La Crosse landfill to Minnesota, changes in tipping fees in Wisconsin and Minnesota are an important consideration. Most of Wisconsin's waste imports come from Illinois and Minnesota with Minnesota being the largest contributor (68% of the total waste imported in 2018). Most of the waste imported goes to five landfills located near the borders with Illinois and Minnesota. La Crosse County Landfill is one of the five (typically ranked 5th) landfills. 2018 represents the most current year in the WDNR's analysis of out of state waste import trends.

### 4.4.3 Major Trends – Midwest Region

Solid waste management trends in the Midwest are likely to be similar to the rest of the U.S. With increased emphasis on a circular economy, sustainability, and climate change, the waste management sector is poised to be a major contributor to these shifts in society. These shifts in societal awareness and preservation of the

environment are not only government driven but also industry led. Many large companies such as Proctor and Gamble, McDonalds, Subaru are pledging "zero waste" and/or "net zero carbon emissions" by targeted dates. These societal shifts will see increased focus on resource recovery projects (including organics recovery and composting), biogas and CNG projects, and GHG reductions. Barriers may exist in the Midwest for some of these projects, including low electricity costs, reduced need for utilities to purchase green power to meet renewable portfolio standards, and the lack of public/private funding for what are often large and complicated projects. Gundersen Lutheran in La Crosse has already embraced these options and investments in an effort to become more sustainable as evidenced through the landfill gas to energy project.

## 4.5 Regional and Local Waste Management Trends – Recycling

### 4.5.1 Recycling in Wisconsin

According to data collected by RU's and MRFs that is reported to the WDNR annually, recycling of typical curbside collections and items banned from Wisconsin landfills have remained consistent from 2012 to 2021 with the exception of OCC which generates approximately 2.5 times more quantity than 10-years ago. See Figures 50 and 51 below. All other paper has also reduced by nearly half compared to 10 years ago. Aluminum and steel containers, glass, and plastic containers #1 - #7 have seen ebbs and flows over the previous 10 years, however quantities have been within historic ranges.

**Recyclable Materials Collected by Wisconsin Responsible Units (in tons)**

| Mandatory Reporting | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 |
|---|---|---|---|---|---|---|---|---|---|---|
| Old corrugated cardboard (OCC) | 54,323 | 53,974 | 65,181 | 68,041 | 74,833 | 74,198 | 67,593 | 78,113 | 101,774 | 124,397 |
| All other paper | 206,659 | 208,220 | 185,267 | 195,460 | 192,002 | 194,674 | 188,627 | 182,525 | 154,147 | 127,485 |
| Aluminum containers | 8,092 | 10,752 | 11,494 | 6,162 | 6,241 | 6,515 | 6,208 | 6,982 | 7,787 | 8,082 |
| Steel (tin)/bimetal containers | 14,536 | 18,032 | 18,282 | 17,763 | 17,963 | 16,756 | 16,718 | 17,314 | 15,573 | 16,164 |
| Glass containers | 81,062 | 92,297 | 98,572 | 91,724 | 95,438 | 91,872 | 94,835 | 92,120 | 107,747 | 98,431 |
| Plastic containers #1-7 | 26,097 | 29,599 | 33,905 | 30,962 | 31,832 | 37,481 | 47,344 | 34,072 | 36,402 | 35,452 |
| **Total Mandatory Reporting** | **390,824** | **412,899** | **412,767** | **410,192** | **418,376** | **421,526** | **421,495** | **411,125** | **423,431** | **410,011** |
| **Optional Reporting** | | | | | | | | | | |
| Waste tires | 5,314 | 5,460 | 4,812 | 6,023 | 5,333 | 4,504 | 5,558 | 6,842 | 7,900 | 6,433 |
| Yard waste | 250,021 | 259,291 | 277,955 | 279,141 | 251,394 | 240,007 | 274,725 | 245,401 | 254,085 | 222,312 |
| **Total Optional Reporting[1]** | **265,776** | **279,326** | **297,466** | **296,840** | **269,713** | **257,314** | **292,185** | **263,027** | **274,537** | **228,745** |
| **Total Mandatory Reporting** | 390,824 | 412,899 | 412,767 | 410,192 | 418,376 | 421,526 | 421,495 | 411,125 | 423,431 | 410,011 |
| **Total All Optional Reporting** | 265,776 | 279,326 | 297,466 | 296,840 | 269,713 | 257,314 | 292,185 | 263,027 | 274,537 | 228,745 |
| **Total Tons Reported** | **656,600** | **692,225** | **710,233** | **707,031** | **688,089** | **678,839** | **713,680** | **674,151** | **697,968** | **638,756** |
| WI Population | 5,703,525 | 5,717,110 | 5,753,810 | 5,771,098 | 5,796,268 | 5,804,426 | 5,837,059 | 5,864,450 | 5,879,284 | 5,942,193 |
| Per capita mandatory reporting (lbs) | 137 | 144 | 143 | 142 | 144 | 145 | 144 | 140 | 144 | 138 |
| Per capita mandatory + optional reporting (lbs) | 230 | 242 | 247 | 245 | 237 | 234 | 245 | 230 | 237 | 215 |

**Figure 50 – Recyclable Material Collected by WI RU's (2012-2021)**

**Recyclable Materials Sent to End Markets from Self-Certified MRFs (in tons)**

| Mandatory Reporting | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 |
|---|---|---|---|---|---|---|---|---|---|---|
| Old corrugated cardboard (OCC) | 242,913 | 234,042 | 244,590 | 234,108 | 223,964 | 218,755 | 251,984 | 306,621 | 307,905 | 329,095 |
| All other paper | 340,422 | 367,312 | 374,579 | 304,613 | 286,453 | 303,155 | 303,713 | 271,346 | 252,363 | 217,343 |
| Aluminum containers | 8,425 | 10,012 | 9,395 | 8,316 | 10,492 | 7,622 | 8,702 | 8,150 | 10,845 | 11,545 |
| Steel (tin)/bimetal containers | 15,520 | 18,330 | 20,383 | 23,436 | 26,678 | 16,851 | 18,840 | 16,348 | 17,368 | 16,952 |
| Glass containers | 102,809 | 121,676 | 133,836 | 126,301 | 127,463 | 127,940 | 123,958 | 122,922 | 121,432 | 116,103 |
| Plastic containers #1-7 | 42,475 | 43,871 | 47,242 | 41,486 | 40,454 | 43,830 | 52,791 | 43,448 | 44,225 | 43,256 |
| **Total Tonnage** | **752,564** | **795,244** | **830,026** | **738,262** | **715,504** | **718,154** | **759,988** | **768,835** | **754,137** | **734,293** |

**Figure 51 – Recyclable Materials Sent to End Markets from Self Certified MRFs (2012-2021)**

### 4.5.2 Major Trends

#### 4.5.2.1 Single Stream Recycling

Given the improvements in sorting technology, single stream recycling is now the "norm" because of its ease of collection and increased recycling rates that have generally been achieved.

#### 4.5.2.2 Resource Recovery Parks and Recycling of Additional Materials

As noted previously, many communities are focusing on zero waste initiatives and therefore determining what additional materials may be diverted from landfills for beneficial reuse. One example is Outagamie County's Resource Recovery Park (RRP). Outagamie County opened the RRP in 2020 and includes 30 source separated bins to collect items such as clean wood, C&D, metal, rigid plastics, furniture, mattresses, and box springs.

#### 4.5.2.3 Extended Producer Responsibility (EPR) Laws

Computers and electronics represent one of the first materials to be dealt with this way in Wisconsin, but there are efforts to include other materials in the future. Many states including California, Colorado, Maine, Oregon, New Jersey, Washington, and Connecticut have EPR laws related to packaging and reducing plastic packaging waste.

## 4.6 Growth Projections

Creation of solid waste is tied to population and economic activity. Typically, more people and more economic activity leads to higher volumes of solid waste requiring management. This section of the report presents waste generation projections from two different sources. The Mississippi River Regional Planning Commission estimated waste generation figures as part of its regional 2014-2034 Comprehensive Plan update. The second set of projections is based on population growth projections within the disposal system service area.

### 4.6.1 State Projections

The population within the current service area is projected to increase 11.5 % over the period 2010 to 2040, resulting in an additional 22,744 people living within the service area (Table 3). Using EPA's estimate of 4.9 lbs/person/day for waste generation, the net result would be an additional 20,338 tons of waste generated annually as result of population growth.

**Table 2**
**La Crosse Disposal System Population Projections, 2010 to 2040**

| Area | 2010 Census | 2040 Projection | Numeric Change | Percent change |
|---|---|---|---|---|
| City of La Crosse | 51,320 | 51,850 | 530 | 1.0% |
| City of Onalaska | 17,736 | 23,570 | 5,834 | 32.9% |
| Town of Bangor | 615 | 640 | 25 | 4.1% |
| Town of Barre | 1,234 | 1,535 | 301 | 24.4% |
| Town of Burns | 947 | 920 | -27 | -2.9% |
| Town of Campbell | 4,314 | 4,315 | 1 | 0.0% |
| Town of Farmington | 2,061 | 2,535 | 474 | 23.0% |
| Town of Greenfield | 2,060 | 2,715 | 655 | 31.8% |
| Town of Hamilton | 2,436 | 3,065 | 629 | 25.8% |
| Town of Holland | 3,701 | 5,500 | 1,799 | 48.6% |
| Town of Medary | 1,461 | 1,630 | 169 | 11.6% |
| Town of Onalaska | 5,623 | 6,485 | 862 | 15.3% |
| Town of Shelby | 4,715 | 4,665 | -50 | -1.1% |
| Town of Washington | 558 | 475 | -83 | -14.9% |
| Village of Bangor | 1,459 | 1,710 | 251 | 17.2% |
| Village of Holmen | 9,005 | 13,400 | 4,395 | 48.8% |
| Village of Rockland | 594 | 700 | 106 | 17.8% |
| Village of West Salem | 4,799 | 5,790 | 991 | 20.7% |
| **Sub-Total of La Crosse County** | 114,638 | 131,500 | 16,862 | 14.7% |
| Buffalo | 13,587 | 13,000 | -587 | -4.3% |
| Trempealeau | 28,816 | 33,450 | 4,634 | 16.1% |
| Houston | 19,027 | 19,771 | 744 | 3.9% |
| Wabasha | 21,676 | 22,767 | 1,091 | 5.0% |
| **Sub-Total Regional Partners** | 83,106 | 88,988 | 5,882 | 7.1% |
| **Total La Crosse County Regional System Population** | 197,744 | 220,488 | 22,744 | 11.5% |
| **La Crosse County % of Total Population** | 57.97% | 59.64% | | |
| *Source: Wisconsin Department of Administration and U.S. Census Bureau* | | | | |
| *Minnesota State Demographic Center* | | | | |

### 4.6.2 Regional Planning Commission Projections

Table 3 provides estimates and projections on solid waste generated in the nine-county region for planning year 2034. It should be noted these projections are derived from a broader geographic area than the current La Crosse regional disposal system represents.

**Table 3**
**Mississippi River Region Municipal Solid Waste Generation Projections – 2034**

| Jurisdiction | 2034 Population[1] | Total MSW Generated in Tons Annually[2] | Amount Recycled in Tons[3] | Amount Composted in Tons[4] | Amount Combusted for Energy Recovery[5] | Amount Landfilled[6] |
|---|---|---|---|---|---|---|
| Buffalo | 13,362 | 9,754 | 2,926 | 780 | 5,443 | 605 |
| Crawford | 17,232 | 12,579 | 3,774 | 1,006 | 0 | 7,799 |
| Jackson | 23,336 | 17,035 | 5,111 | 1,363 | 5,281 | 5,281 |
| La Crosse | 129,488 | 94,526 | 28,358 | 7,562 | 52,746 | 5,861 |
| Monroe | 53,766 | 39,249 | 11,775 | 3,140 | 2,433 | 21,901 |
| Pepin | 7,165 | 5,230 | 1,569 | 418 | 0 | 3,243 |
| Pierce | 46,405 | 33,876 | 10,163 | 2,710 | 0 | 21,003 |
| Trempealeau | 33,154 | 24,202 | 7,261 | 1,936 | 7,503 | 7,503 |
| Vernon | 35,980 | 26,265 | 7,880 | 2,101 | 0 | 16,285 |
| Region | 359,888 | 262,718 | 78,815 | 21,017 | 73,406 | 89,480 |
| State | 6,456,198 | 4,713,025 | 1,413,907 | 377,042 | 565,563 | 2,356,512 |
| U.S.[7] | 386,364,400 | 282,046,012 | 73,331,963 | 22,563,681 | 22,338,044 | 163,812,324 |

[1] Population for counties and state of WI are 2013 U.S. Census Estimates. Population for U.S. is 2012

[2] Municipal solid waste generation based on consideration of both EPA 2012 nationwide estimate of 4.38 pounds per person and State of Wisconsin 2013 Estimate of 3.73 pounds per person waste generated, that included out of state wastes. An average of 4.0 pounds per person was used based on average of the two for County and State Estimates. 4.38 libs was used for U.S. Estimate in 2013 but 2024 U.S. estimate used 4.0 lbs per person per day due to downward trend.

[3] Recycling rate based on EPA's 2012 U.S. percentage estimate of 26 percent. Each county and state of Wisconsin percentages were increased to 30 percent due to Wisconsin's recycling law and report stating that communities that use waste-to-energy facilities have higher recycling participation rates.

[4] Composting rate based on EPA's 2012 nationwide percentage rate of 8 percent.

[5] Waste to energy rate estimate is based on estimated population in region using Xcel facility: Buffalo County - 90 percent, Crawford County - 0 percent, Jackson County - 50 percent, La Crosse County -90 percent, Monroe County -10 percent, Pepin County – 0 percent, Pierce County – 0 percent, Trempealeau County – 50 percent, Vernon County – 0 percent. Percentages are applied after reduction in each county for recycling and composting. U.S. Projection and State of WI are based on 2012 EPA Report of 12 percent of total waste generated.

[6] Landfilled estimate is the amount of waste remaining after reduction for recycling, composting and energy recovery

[7] All U.S. data is based on figures and percentages in 2012 EPA Report for Nation.

It is projected that total solid waste generated in the region will grow from 233,139 tons to 262,718 tons per year or about 13% between 2013 to 2034. Recycled wastes are estimated to grow from 69,942 tons to 78,815 tons per year. Composting is also expected to increase commensurately with population growth increasing from 18,651 tons to 21,017 tons per year, The amount of waste in the region that will be burned for energy recovery at Xcel's WTE facility is expected to increase from 66,053 tons to 73,406 tons or 11% based on the percentage estimate of waste that is delivered to Xcel's WTE facility from each county after, accounting for recycling, and composting. The remaining amount that will be landfilled in 2034 is expected to increase by 10,985 tons a year, (from 78,495 to 89,480 tons), which would represent a 14% increase over current levels.

### 4.6.3 Conclusion

Based on population projections it is estimated that waste generation within the current contracted communities will increase by over 20,000 tons annually by 2040. The MRRPC projections show an increase of 29,579 tons of MSW generated in the nine-county region annually by 2034. This figure includes other counties outside the current La Crosse regional disposal system.

It appears that total solid waste generation in the La Crosse regional disposal system has been and will continue to increase in the future, however accurate projections for future landfill demand is challenging due to the large number of assumptions which must be made regarding competition, waste flow, recycling trends, and changes in technology.

## 5.0 Strategic Issues and Recommendations

This section of the report summarizes key issues facing the La Crosse County regional disposal system over the next five years and beyond. Most of these key issues are continued from the 2015 SWMP, however each have been reviewed for applicability and, if necessary, modified based on tracking of progress since the previous SWMP update, current trends, and overall lessons learned. Respectively, strategic recommendations for each issue are also identified. Through annual work planning and on-going priority setting exercises with system partners, specific initiatives will be developed and implemented based on the recommendations contained in this SWMP update and others.

Listed below are the key challenges, or strategic issues, facing the system over the next five-year period and beyond. They include:

| No. | Strategic Issue Description |
|---|---|
| 1 | **Financial Stability** – how can the Department maintain financial stability while remaining competitive? |
| 2 | **Xcel Energy's WTE facility** – how can the Department continue to strengthen its partnership with Xcel Energy to the benefit of both parties and the regional System as a whole? |
| 3 | **Waste Stream Security & Airspace Capacity** – how can the Department maintain an adequate waste stream now and in the future to achieve its financial objectives? How will the Department manage the future waste stream knowing further expansion of the existing landfill is unlikely? |
| 4 | **Regional Cooperation** – how can the Department strengthen regional partnerships and better serve the region? |
| 5 | **Enhance Community Outreach** – how can the Department continue to build upon its efforts to pro-actively engage its stakeholders and partners to better meet their needs? |
| 6 | **Operational Effectiveness and Efficiency** – how can the Department gain efficiencies and better meet the needs of its users through new technologies? |
| 7 | **Succession Planning and Institutional Knowledge** – how can the Department retain and attract talented, innovative staff with visionary leadership? |
| 8 | **Land Use** – how can the Department maintain and manage the long-range vision for the landfill site as identified in the La Crosse County Landfill Master Land Use Plan. |

## 5.1 Strategic Issue No. 1 – Financial Stability/Sustainability

How can the Department maintain financial stability while remaining competitive?

### 5.1.1 Background

- The Department is currently in good financial shape; however, it recognizes that challenges with inflation and an ever-changing solid waste industry can present variable financial challenges ahead.
- Continuing to evaluate the services it provides and how to fund them along with new services are critical components of the Department.
- The Department is unique in that it has more diverse revenue sources compared to other municipally owned facilities; however, it is not unique in that the main source of revenue is the tipping fee.
- The HHM funding model was recently renewed and updated, however in three years (2028) it will require renewal or modification to continue the current level of service and expand the level of service as desired.

- The contract with Xcel (the Department's second primary source of revenue), will expire in 2030, impacting the Department's financial stability if not renewed. Comprehensive economic decisions will be critical to position the Department for continued and future success.

### 5.1.2 Why it is Important – Consequences of Not Addressing the Issue

- The Department operates as an enterprise fund where financial stability is key to sustain operations and uphold a high level of service.
- Effective management is crucial for system sustainability and fairness.
- Financial insolvency of the Department risks depriving stakeholders of the benefits of a locally managed, environmentally responsible waste disposal and resource recovery system.

### 5.1.3 Strategic Recommendations

1. **Tipping Fee Management**
   a. Continue proactive management of the tipping fee to better set and achieve reasonable budgets. Consider how changes impact stakeholders and the Department's competitiveness in the marketplace.
2. **Landfill Operations**
   a. Periodically review the financial impact and value of private landfill operations compared to internally operated. Particularly if significant changes to system operations/services occur. Such considerations should continue to be centered around a public service focus that maintains transparency and fairness to the public/residents of the system.
3. **HHM Program Funding**
   a. Continue proactive review of the HHM funding model in preparation for renewal in 2028.
4. **Financial Tools**
   a. Continue to enhance the accounting system for the enterprise fund and use predictive tools, as needed, for better financial forecasting.
5. **Long Term Fiscal Health**
   a. Continuously evaluate financing options to protect both the County and the Department's interests.
6. **External Waste** (also see waste security issue)
   a. Explore bringing in waste from outside the region, balancing revenue potential with landfill lifespan and operational costs meanwhile considering that local interest takes precedent over outside interests.

7. **Continue to Diversify Revenue Sources**
    a. Explore increasing tipping fee rates for specific materials. Materials to consider could be ADC, C&D, etc. Balance revenue gains with potential customer loss.
    b. Expand sales and/or uses of landfill gas.
    c. Explore underutilized areas of the facility property for potential revenue generation. Examples could be solar arrays, carbon offsets, etc.

## 5.2 Strategic Issue No. 2 – Relationship with Xcel Energy

How can the Department continue to strengthen its partnership with Xcel Energy to the benefit of both parties and the System as a whole?

### 5.2.1 Background

- The relationship between La Crosse County and Xcel Energy makes the overall system unique compared to other facilities.
- This relationship allows the system to operate higher in the preferred waste management hierarchy through its diversion to Xcel for energy and resource recovery compared to other facilities that manage MSW. This allows waste that would normally be landfilled to be used to generate electricity for local households and businesses meanwhile conserving airspace to prolong landfill life for waste which currently does not have an outlet for reuse or recycling.
- Xcel Energy is a significant partner, and their current contract runs until 2030.
- The existing contract allows for two five-year extensions. Xcel's facility is a cornerstone of the system, serving as an alternative to constructing more landfills.
- The strength of the system relies on the relationship between the Department and Xcel Energy.
- The feasibility to continue burning RDF depends on an evolving waste stream. For example, the transition to single stream recycling has increased recycling volumes but decreased the BTU value per pound of RDF. Per Xcel, a way to circumvent RDF with low BTU value is to burn more RDF.
- Handling large and bulky items at Xcel's facility poses challenges and adds cost. These challenges that face Xcel can directly or indirectly impact the Department.
- Short term contracts can leave uncertainty leading to reduced investment in system improvement. Extending the contract might enhance stability but might also limit pricing adjustments.

### 5.2.2 Why it is Important – Consequences of Not Addressing the Issue

- Extending the Xcel contract is crucial for system stability and enables investments in other areas. Whereas, eliminating WTE from the current system would impact landfill operations significantly, reducing its effective lifespan.
- Losing the WTE facility could lead to managing more waste at the landfill, adjusting tipping fees, and affecting overall system stability.
- Maintaining a close relationship with Xcel is essential to anticipate future changes in utility production and air emissions requirements.

### 5.2.3 Strategic Recommendations

1. **Continue to Benchmark the WTE Rate Structure**
    - Compare the System's WTE rate structure with similar systems across the U.S.
    - Evaluate cost-effectiveness for the Department and its partners.
2. **Extension and Contract Restructuring with Xcel Beyond 2030**
    - An extension reduces long term uncertainty of Xcel's commitment to its participation in the regional disposal system.
    - An extension could strengthen the Department's position for negotiations with other interested parties (regional partnerships, long-term agreements).
    - Original Contract with Xcel was developed in the 80's. Components of the contract are verbose, intentionally rigid, and restrictive.
        - Decreases both entities capacity to adjust to evolving regulations and waste stream changes.
3. **Support Xcel's Cost Reduction Goals**
    - Evaluate methods to reduce the operational cost per kilowatt of energy generated from RDF.
    - Consider a feasibility study to:
        - Increase operational time, minimizing startup/shutdowns.
        - Increase waste diversion.
        - Improve RDF processing efficiency.
            - Onsite or alternate facility.
        - Increase bulky item diversion through processing.
        - Maximize waste sent to Xcel (see "Maximize Waste Delivered to Xcel" below).
    - Options to explore through a feasibility study could include;
        - A MRF at the landfill with diversion back to Xcel.

- Explore technologies to process bulky items for use at Xcel (i.e., shredders).
- Resource recovery park that caters to reducing bulky items meanwhile expanding diversion.

4. **Maximize Waste Delivered to Xcel:**
   - Divert direct landfilled municipal solid waste (MSW) to Xcel for processing.
   - Find efficiencies within the current arrangement to increase waste to Xcel. Examples could include:
     - Temporary storage for waste during Xcel maintenance shutdowns.
     - Education and outreach opportunities to reduce unacceptable wastes resulting in rejection.
   - Explore ways to reduce financial impact to haulers for bulky items.
5. **Trust and Transparency:**
   - Foster trust between Xcel Energy, the County, and the public.
   - Seek clarity on Xcel Energy's financial requirements at the WTE facility to effectively plan and make informed negotiations.
   - Facilitate existing boards and committees to provide potential environmental action considerations.
   - Enable informed negotiations and effective planning.
6. **Evaluate Partnerships:**
   - Assess partnerships with Xcel for system value, public interest, innovation, and technological advancements.
   - Explore front-end processing opportunities (e.g., using the RDF facility or landfill as a regional convenience center). See 3 and 4 above.
   - Jointly financed studies could inform recommendations.
7. **Secure Waste from Businesses that Desire to Offset Impacts:**
   - Attract waste from businesses with "zero waste" policies.
   - Even outside the service area, structured waste trades can utilize WTE effectively.
8. **Advocate for WTE:**
   - Capitalize on federal GHG reduction targets.
   - Position WTE as part of the solution to society's transition from landfill reliance.
   - Communicate benefits locally and at state/federal levels.

## 5.3 Strategic Issue No. 3 – Waste Stream Security & Airspace Capacity

How can the Department maintain an adequate waste stream now and in the future to achieve its financial objectives? How will the Department manage the future waste stream knowing further expansion of the existing landfill is unlikely?

### 5.3.1 Background

- Maintaining waste security while preserving airspace is a challenging balancing act for a facility on its last expansion.
- As new waste diversion programs are implemented, securing additional waste becomes crucial for financial stability for a facility that is heavily dependent on the tipping fee.
- Laws related to flow control have been tested over time and will likely continue to be challenged.
- Fuel and transportation costs can affect the economic viability of securing waste from outside counties.
- Increased recycling, although successful, has led to lower BTU values in RDF and decrease production of landfill gas. This has required adjustments in incineration or RDF processing and Gas-to-Energy modeling.
- Changing perceptions of waste emphasize landfills as resource recovery facilities.
- The current facility has likely permitted its last landfill expansion. A new landfill site or, at a minimum, a waste transfer facility will be needed to provide future waste disposal services.

### 5.3.2 Why it is Important – Consequences of Not Addressing the Issue

- The changing waste management landscape has significant financial implications.
- Materials historically considered waste are being diverted, increasing competition for waste which can lead to lower fees.
- The financial viability of Xcel's WTE facility depends on sufficient suitable waste for RDF production.
- The County's contract obligations require providing 70,000 tons/year of MSW, but meeting this could become challenging as waste is removed from the stream.
- Balancing waste diversion efforts (its generally assumed diverted materials have a lower tip fee) with securing waste is crucial for financial sustainability. Lack of future waste disposal plans would impact system users and leave disposal responsibilities with haulers.

### 5.3.3 Strategic Recommendations

1. **White Paper on Flow Control**
   a. In the next five years, complete a white paper on flow control from a national, regional, and state perspective.
   b. Continuously track local, state, and federal policies related to flow control.
   c. Act when changes occur that could impact the system.
   d. Educate stakeholders on importance of waste stream security and flow control policies.
2. **Proper Waste Disposal Education**
   a. Provide ongoing education to haulers and their customers about proper waste disposal.
   b. Facilitate educational development to not only haulers but system users. Broaden their education beyond topics of waste disposal such as how the system works and the value it provides to the region, waste diversion and reuse, etc.
   c. Promote awareness and accessibility through proper waste disposal education materials and make resources readily accessible through quick access documents online and campaigns on specific issues.
3. **Resource Recovery and Re-Use**
   a. Continuously evaluate opportunities for resource recovery and re-use at the landfill and across the region.
   b. Characterize potential waste streams, identify generators, and address special needs.
   c. Match existing waste products with supply chain needs of businesses.
   d. Collaborate with institutions like UW-La Crosse to strengthen partnerships and explore new opportunities.
4. **Organics Diversion Partnerships**
   a. Investigate opportunities to divert food waste and other organics from landfilling.
   b. Revisit the Department's organic recovery pilot study from 2012 to assess feasibility to further pursue the opportunity.
   c. Engage additional stakeholders (e.g., local haulers, universities, businesses, not for profits, etc.) that may have interest in participating.
5. **Effective Outreach**
   a. Proactively market system benefits to demonstrate system value.
   b. Engage businesses committed to sustainability (e.g., those with zero waste policies, carbon offsetting, etc.).
   c. Leverage environmental performance success to attract customers.

6. **Support County Contract Holders**
   a. Understand the needs of Trempealeau, Buffalo, Wabasha, and Houston Counties to promote their involvement in the System.
   b. Provide tools such as capital projects, technical presentations, participation in strategic meetings, etc. for them to proactively direct waste into the system.
7. **Removing Barriers**
   a. Address barriers that may be preventing other counties from joining the La Crosse regional disposal system. Key barriers include:
   – Fear of diminishing landfill lifespan
   – Lack of sense of urgency
   – Satisfaction with current arrangement
   – Lack of awareness of need to secure additional waste
   b. Promote system benefits to industry, counties, and municipalities.
   c. Identify opportunities to secure waste from non-participating counties or potential regional partners.
8. **Impact of Single Stream Recycling**
   a. Evaluate impact of expanded single stream recycling on Xcel's WTE facility.
   b. Quantify and project the potential gap in fuel supply to Xcel in the future.
   c. Consider partnering with a local university to conduct this evaluation.
9. **Waste Capture Audit.**
   a. Conduct an audit to determine waste captured from the region.
   b. Address key questions such as:
   – What is the current waste capture rate?
   – Is the amount of waste captured adequate?
   – What is the optimal waste capture rate?
   – Where is waste leakage most significant?
10. **Enhance Waste Security**
    a. Evaluate existing programs (e.g., hauler rebate program) for efficiency and value to the Department and overall system.
    b. Identify new incentives including those beyond financial (e.g., service and convenience) to attract additional sources of waste. See 6 below.
    c. Balance offsetting rising costs with external waste versus raising tipping fees. Meanwhile, increasing diversion and diversifying revenue sources.
11. **Future Waste Disposal Planning**
    a. Start planning now for future solid waste disposal options once the landfill is closed.

b. Plans should include options with and without Xcel's future participation in the system and what disposal options are best suited for the region.

c. Conduct a feasibility study to evaluate alternatives to WTE and implementing such options.

d. Explore partnerships with other neighboring counties or private companies for future waste disposal services.

## 5.4 Strategic Issue No. 4 – Regional Cooperation

How can the Department strengthen regional partnerships and better serve the region?

### 5.4.1 Background

- The success and the level of service of the system is only as strong as the partnerships involved. For example, the Department implemented HHM services through its dedicated facility, however the needs of municipalities involved vary across the region. Stakeholders previously identified the need for public convenience drop offs, however this can have different meanings across the region.

- Other common issues like ag bags, succession planning, yard waste, and changing funding issues lend themselves to cooperative approaches.

- Although La Crosse County has often been a catalyst for positive changes to the system, other partners and neighboring counties have provided influences for change as well. For example, the Department does not have an active role in waste collection from residences, but Winona County implemented county-wide single stream recycling collection. Other counties such as Dunn and Outagamie have demonstrated cost savings through efforts such as coordinated contracting.

### 5.4.2 Why it is important – Consequences of Not Addressing the Issue

- Regional cooperation among partners is essential to address significant challenges and issues important to the region (like the ag bag issue).

- Failure to provide comprehensive regional services harms the environment by improper waste disposal (e.g., HHM).

- Without increased regional cooperation, the Department and region will miss out on growth opportunities and the chance to contribute to the regions triple bottom line (i.e., profit, people, and planet).

- Strengthening regional cooperation is crucial for waste stream security and pursuing initiatives like extending the life of area landfills through use of Xcel's WTE facility.

### 5.4.3 Strategic Recommendations

1. **Regional Solid Waste Agreement**

a. Initiate discussions with surrounding counties and municipalities to gauge interest including opportunities for public input. Forming a regional partnership could achieve efficiencies and leverage existing assets.
b. Outcomes of the meetings should align key decision-makers regarding the approach and value of a regional system.
c. Communicate results among regional stakeholders.

2. **Organizational Framework**
   a. If interest in pursuing the solid waste authority concept exists, develop an agreement in the short term that sets the stage for a potential future long-term agreement for the solid waste authority.
   b. The Brown-Outagamie-Winnebago counties agreement could be used to establish the agreement structure.
3. **Enhance Services to Municipalities**
   a. Potential opportunities include serving as the RU for individual municipalities, assisting with contracting, and providing leachate management services.
4. **Coordinated Contracting**
   a. Gauge municipalities interest in the concept. Showcase benefits (cost savings, improved service) using case studies. An example opportunity could be coordinating recycling contract(s).
   b. Catalog existing contractual agreements and assist interested municipalities.
5. **HHM Services for Regional Cooperation**
   a. Use HHM services to incentivize cooperation.
   b. Expand service to more communities and market smaller generators and commercial businesses.
   c. Develop a sustainable business model for the HHM facility. This could serve as a template for developing additional cooperative services.
6. **Strengthen Partnerships**
   a. Collaborate with private sector, WDNR, and municipalities to enhance existing services and develop new ones.
   b. Invest resources in public-private partnerships to effectively manage waste streams.
   c. Explore opportunities that may result from regional waste stream characterization.
7. **Innovative Solutions**
   a. Engage with MRRPC, 7 Rivers Alliance, WDNR, county planners, the UW System, municipalities, consumer advocates, green energy entities, local participation, and others to assist with issues related to waste management.
   b. Address complex issues such as sustainability, organics recycling, HHM services, energy independence, and economic development.

8. **Priority Regional Initiatives**
    a. The Department should continue to lead on topics such as waste diversion and beneficial re-use.
    b. Support existing efforts to address common waste management challenges.
9. **Industry Partnerships**
    a. Foster collaboration among industry associations, state agencies, and publicly owned landfills.

## 5.5 Strategic Issue No. 5 – Enhance Community Outreach

How can the Department continue to build upon its efforts to pro-actively engage its stakeholders and partners to better meet their needs?

### 5.5.1 Background

- The Department actively engages in solid waste education and outreach.
- To enhance trust and transparency, the Department has transitioned from a public relations approach to community outreach.
- Although most feedback from users and stakeholders has been historically positive, the Department recognizes there are always opportunities to improve whether it is providing information or listening to requests/inquiries about services.
- The Department has shifted from a vendor to a partner mindset. Involving citizens, haulers, and other stakeholders in ongoing dialogue strengthens support for the system and improves service.

### 5.5.2 Why it is Important – Consequences of Not Addressing the Issue

- Maintaining and expanding positive relationships is crucial to ensuring long term success.
- Engaging neighbors, businesses, media, regulators, stakeholders, and the public fosters support for the system and empowers individuals.
- Expanding and maintaining community outreach lays the groundwork for collaborative growth in new programs.

### 5.5.3 Strategic Recommendations

1. **Encourage Public Involvement**
    a. Proactively engage the public throughout solid waste planning, program development, and operations.
    b. Design meaningful, two-way dialogues to inform solid waste planning updates.

c. Promote a system that is equitable and inclusive to all by using outreach methods and platforms that extend to underserved or under-resourced communities.

d. Explore online tools like MySidwalk.com and NextDoor.com for real time communication.

2. **Create an Environmental Scorecard**

   a. Highlight economic, environmental, and social benefits of the system.

   b. Highlight why the Department is a leader on environmental issues.

   c. Align with existing plans such as the City/County's joint Sustainability Plan, Blufflands Plan, local Climate Action Plans, and the Master Land Use Plan.

3. **Advocate and Educate**

   a. Encourage regional supporters and stakeholders to advocate for the system.

   b. Provide data and tools for easy explanation of benefits.

   c. Enhance proactive education and consistent communication with the public.

4. **Build Community Partnerships**

   a. Collaborate with community groups such as Outdoor Recreation Alliance, Chamber of Commerce, tourism organizations, 7 Rivers Alliance, Habitat for Humanity, building contractors, and higher education institutions.

   b. Leverage existing plans such as the Natural Resources Management Plan and Trails and Recreation Master Plan to engage the broader community.

   c. Pursue applied research projects with local universities.

5. **Promote Regional Collaboration**

   a. Engage a broader audience to support increased collaboration.

   b. Initiate discussions about forming a regional partnership even if long term outcomes are uncertain.

6. **Industry Collaboration**

   a. Strengthen ties with industry associations (e.g., SWANA, WCSWMA, AROW)

   b. Proactively respond to trends impacting the disposal system and the state.

7. **Technology Assisted**

   a. Explore use of AI in educating and informing users.

   b. Utilize technology to assist in daily educational tasks to devote personnel focus to critical solutions like diversion, sustainability, etc.

## 5.6 Strategic Issue No. 6 – Enhance Operational Effectiveness and Efficiency

How can the Department improve its operational effectiveness, and gain efficiencies while continuing to meet the needs of its users?

### 5.6.1 Background

- The La Crosse County Landfill serves as more than a typical landfill – it's a community asset with a long-term plan.
- Stakeholders view its operations favorably, but there is always opportunity for increased efficiencies and development of new programs.
- The Department prioritizes environmental performance in its approach to operations.
- Regional demand for specialty services like HHM and zero waste are growing.
- Citizens, businesses, and agencies seek sustainability, and materials management significantly impacts greenhouse gas emissions.
- Area businesses are increasingly interested in beneficial re-use opportunities.

### 5.6.2 Why it is Important – Consequences of Not Addressing the Issue

- Customers have choices, and addressing operational effectiveness and efficiency is crucial to avoid missed opportunities for cost reduction or revenue increase.
- Ensuring proper disposal and securing more waste for diversion and beneficial use is essential.
- Opportunities remain to increase recycling volumes.
- Operational effectiveness and efficiencies are essential for providing quality services.

### 5.6.3 Strategic Recommendations

1. **Implement Operations Study Recommendations**
   a. Revisit the 2022 Landfill Operations/Contract Review Study for any operational changes that may be feasible to implement now that weren't previously.
2. **Streamline Operational Improvement Process**
   a. Establish a formal framework for assessing and implementing recommendations from internal and external studies.
   b. Regularly monitor and prioritize improvements.
   c. Maintain ongoing communication with the landfill operator.
3. **Evaluate Yard Waste Operations**
   a. Assess revenues vs expenditures for yard waste services.
   b. Explore opportunities to enhance efficiency and expand service.
   c. Support local composting programs.

d. Monitor state-level initiatives.

4. **Optimize Wood, Shingles, and Demolition Waste Programs**
   a. Conduct annual effectiveness studies for wood waste, shingles, and demolition programs.
   b. Collaborate with partners to divert additional demolition waste.
   c. Identify new markets for unused materials from demolition processing.
   d. Educate users, particularly one-time users, on best practices for shingles recovery.
5. **Expand HHM Program**
   a. Arrange a focus group dedicated to improving the service.
   b. Monitor and implement new waste streams as markets develop.
   c. Explore collaboration with other regional HHM facilities for best practices and cost savings.
6. **Enhance Waste Diversion**
   a. Continue and develop new innovative partnerships (e.g., landfill gas to energy, mattress recycling).
   b. See Strategic Issue No. 4 for further discussion on this recommendation.
7. **C&D Waste Processing**
   a. Expand upon current services. Consider partnering with private sector.
8. **Recognize the Landfill Facility for its Sustainable Practices**
   a. Explore use of a rating system such as ENVISION.
9. **Technology Support**
   a. Explore use of AI to improve operational efficiencies.

## 5.7 Strategic Issue No. 7 – Succession Planning and Institutional Knowledge

How can the Department retain and attract talented, innovative staff with visionary leadership?

### 5.7.1 Background

- As experienced staff and knowledgeable policy makers retire, the La Crosse regional disposal system faces a loss of decades' worth of solid waste expertise.
- Within the Department, institutional knowledge diminishes as newer staff join and others retire.
- The niche nature of the solid waste industry exacerbates the challenge, with limited skilled professionals available.
- Retaining and recruiting talented, innovative staff is crucial, especially given the public sector's difficulty in attracting talent due to stagnant wages and benefits.

- Succession planning becomes vital, particularly for smaller organizations where leadership often rests with a few individuals.
- Over time, understanding and appreciation of the system's evolution wane, emphasizing the need to preserve institutional knowledge.

### 5.7.2 Why it is Important – Consequences of Not Addressing the Issue

- Understanding the origins of the system is crucial for making informed decisions moving forward.
- Several experienced solid waste management staff in the region are nearing retirement which could potentially lead to a reduction in service quality through budget constraints that may lead to combining waste management positions with other roles.
- The limited pool of experienced managers in the state, many nearing retirement, intensifies competition for talent in the industry.
- Attracting and retaining skilled professionals becomes increasingly challenging.

### 5.7.3 Strategic Recommendations

1. **Invigorate SWPB Membership**
   a. **Host Solid Waste Conference**: Coordinate with events such as the Wisconsin Integrated Resource Management Conference (WIRMC) and offer landfill tours.
   b. **Create a 'Hot List'**: Identify potential future SWPB and PWI Committee members. Engage and recruit them actively. Invite non-voting members including young people to cultivate future leadership.
   c. **Evaluate Term Limits**: Revisit policy to promote retention of experienced and enthusiastic members meanwhile still allowing appropriate turnover for new members to join for new perspective.
2. **Engage Young Talent in Solid Waste**
   a. **Educational Initiatives:** Continue student projects, internships, and presentations at all levels (K-12 and college).
3. **Empower SWPB Advocacy**
   a. **Educational Tools**: Enhance SWPB's understanding of the regional system and its history.
   b. **Effective Advocacy**: Identify opportunities to promote the system proactively and report on efforts.
4. **Preserve Institutional Knowledge**
   a. **Write it Down**: Maintain a written history of the system's origins and rationale for existence is important for educating decision makers as well as helping guide sound decision making into the future.

b. **Document Cataloging**: Maintain a centralized repository of historical documents, reports, etc. where information can be accessed.

5. **Create an Engaging Workplace**
   a. **Staff Incentives and Recognitions**: Consider incentives, recognition, and career development opportunities.
6. **Prioritize Succession Planning**
   a. **Identify Successors**: Targeted development for critical roles.
   b. **Leadership Training and Mentorship**: Invest in leadership training with emphasis on visionary thinking and adaptive management. Pair experienced leaders with emerging talent.
7. **Talent Attraction and Retention.**
   a. **University Relationships**: Cultivate ties with UW Campuses (UW-Green Bay, UW- Stevens Point, UW La Crosse)
   b. **Written Succession Plan**: Develop a plan alongside County-wide succession planning efforts by 2028.
   c. **Student Internships**: Utilize the landfill as a "living lab."
   d. **Collaborate With Neighboring Municipalities**: Address workforce shortages together. Extend career opportunities to under-resourced communities.

## 5.8 Strategic Issue No. 8 - Land Use

How can the Department implement the long-range vision for the landfill site as identified in the La Crosse County Landfill Master Land Use Plan (MLUP) and related documents?

### 5.8.1 Background

- The La Crosse County Landfill Facility sits on 320 acres with significant aesthetic, recreational, and ecological value.
- The Department recognizes the potential of this property to be a community benefit beyond waste disposal.
- The ongoing update to the Solid Waste Department's MLUP presents a unique opportunity to safeguard, plan, and enhance the landfill's outdoor recreational and ecological assets.
- The MLUP is intended to guide land use decisions at the landfill property which is a smaller more detailed scale compared to other larger scale land use plans like La Crosse County's Comprehensive Plan and La Crosse Area Bluff. The MLUP is intended to harmonize with these larger scale plans and not conflict with other plan objectives. Other plans that the MLUP should consider include:
  - La Crosse County Comprehensive Plan – Envision 2050

- La Crose Area Blufflands Plan (2016)
- La Crosse County Outdoor Recreation Plan (2019 – 2024)

- The Department actively engages with local organizations like the 7 River Region Outdoor Recreational Alliance which has interest in the site's restoration goals and its natural assets.

The vision statement is as follows:

*"The La Crosse County Landfill is a national model for demonstrating to and educating the public about the sustainable management of waste, while simultaneously providing exceptional interpretive and recreational opportunities for the community."*

### 5.8.2 Why it is Important – Consequences of Not Addressing the Issue

- The landfill site holds significant potential for social and environmental benefits. Its large acreage, diverse landforms, and habitats promote opportunity for ecological restoration, environmental education, and recreational programming.
- Developing and implementing the MLUP today can mitigate future expenses.
- As a conservation and open space hub, the landfill plays a pivotal role in the County's overall open space and recreational plan.
- Effective implementation of the MLUP will further support the system.

### 5.8.3 Strategic Recommendations

1. **Land Use Advisory Committee**: Create a support committee to promote development of the MLUP, engaging the public, and making land use recommendations that coincide with landfill operations. Representatives from Cities of La Crosse and Onalaska planning departments and committees, parks departments, and neighboring communities should participate.
2. **Funding Strategies**: Expand funding strategies for recreational asset development. Engage private and public partners for ongoing support.
3. **Interpretive Opportunities**: Provide on-site interpretive opportunities related to waste reduction, sustainable lifestyles, history, and ecology.
4. **Ecological Restoration**: Enhance aesthetics and wildlife habitat through ecological restoration and trails/recreation.
5. **MLUP Updates:** Adapt goals and opportunities based on environmental changes, site development, and stakeholder preferences.
6. **Educational Engagement:** Collaborate with educational institutions to use the landfill as a scientific learning center ("living lab"). Involve students, faculty, and the public in ecological restoration activities.
7. **Beneficial Re-Use**: Encourage adjacent development that leverages the landfill's resources. Discourage uses that may not be compatible.

8. **Storm Water Management:** Develop agreements to address stormwater needs of development to the north and east. Preserve ecological integrity and buffer zones.
9. **Trail Hub and Destination:** Using the MLUP as a roadmap, position the landfill as a popular regional destination.
10. **Collaborative Trail Management:** Work with other entities involved in trail management to support effective management and maintenance of the trails on landfill property and the greater trail network.

## 6.0 Implementation Framework

Many of the SWMP's recommendations are under the purview of the SWPB, while others are staff level responsibilities which can be executed directly by the Department. Some actions may require the approval of the PWI Committee and/or the County Board. Department staff should review the SWMP's recommendations at least annually, and fold relevant recommendations into annual work plans and budgeting processes. Ultimately, the Department Director is accountable for ensuring the SWMP's recommendations are implemented through appropriate staffing, work planning, employee evaluations, and development of the annual budget.

Department staff should create and maintain a dashboard illustrating progress toward completion of the SWMP's recommendations. The dashboard will serve as a tool to guide SWPB discussion and ensure that each of the Plan's recommendations are followed through with or discussed and modified as required by changing conditions in the operating environment. The Department will develop specific initiatives to satisfy the requirements of this Plan on an annual basis. Progress toward completion of the initiatives will be reviewed during the annual meeting.

For several land use related recommendations, the SWMP recommends establishing a Landfill Land Use Advisory Committee. The committee should comprise representatives from the La Crosse County supervisors and Parks Department, City of La Crosse and Onalaska Parks Departments, and several members from communities neighboring the facility. The committee would oversee implementation of the MLUP, tasked with engaging the public and building support for the plan's recommendations related to land use at the landfill. It would also provide land use related recommendations to the PWI Committee and the County Board.

# Appendix A

## La Crosse County Landfill Master Land Use Plan (2025)

Note: At the time of this Plan update the County was in the process of updating its Master Land Use Plan. See the County's website for the most recent version.

# Appendix B

## La Crosse County Code of Ordinances Chapter 15 Solid Waste Management (04/16)

# CHAPTER 15

## SOLID WASTE MANAGEMENT CODE

15.01 DECLARATION OF POLICY. It is hereby declared to be the purpose of this Code to regulate the storage, collection, transport, processing, recovery, and disposal of solid waste in order to protect the present and future public safety, health, welfare, economic stability and the environment of the people of La Crosse County. In order to control current and future economic and environmental liability, La Crosse County will provide integrated environmentally sound, fiscally responsible, and community recognized resource conservation and disposal activities. Nothing in this Code shall be interpreted to restrict the County from activities of recycling or household hazardous waste. This Code is enacted pursuant to ss. 59.52 and 59.70(2) and (3), Wis. Stats., and any amendments thereto.

15.02 DEFINITIONS. For the purpose of this Code, the following words and phrases shall have the meaning given herein unless their use in the text of the Code clearly demonstrates a different meaning.

(1) Acceptable Waste. All solid waste, garbage, trash, rubbish and refuse that is normally disposed of by, or collected from residential, commercial, and institutional establishments, and those certain types of industrial, construction or demolition waste described in, and complying with the requirements of Appendix I of the Service Agreement between La Crosse County and Northern States Power Company dated March 18, 1986, except that Acceptable Waste shall not include: Unacceptable Waste (as defined hereinafter) and shall also not include:

(a) Any waste defined as hazardous in 40 C.F.R. Section 261.3 (1983), or in any successor regulations, or by the U.S. Environmental Protection Agency, or classified as toxic substance or toxic waste or prohibited for incineration by any local, state or federal agency having jurisdiction over the facility;

(b) Radioactive waste or materials or hazardous waste regulated under 52 U.S.C. Section 6921-6925 and regulations adopted thereunder, or any other federal, state or local law;

(c) "Hazardous substances" defined in 42 U.S.C. 6901 et seq. and any regulations promulgated thereunder;

(d) Masonry, brick, concrete, stone, or any other industrial, construction or demolition waste not approved as Acceptable Waste, except as the Company may elect to accept the same in accordance with the Service Agreement between La Crosse County and Northern States Power Company;

(e) All wastes requiring special handling to comply with the applicable local, state or federal law, including but not limited to, (A) pathological, infectious, or explosive material, (B) oil sludges, (C) cesspool or human waste, (D) animal remains or waste;

(f) Any item of waste exceeding 4 feet in any 1 dimension or exceeding 100 pounds in weight;

(g) Any type of waste either smoldering or on fire or at its kindling point or in the process of initiating combustion; or

(h) Any item of waste that might damage the project, or in the combustion of which can be likely to impose a threat to health or safety in violation of any judicial decision, or order, or action of any federal, state or local government, or any agency thereof, or any other regulatory authority or applicable law or regulation.

(2) Animal Remains. Remains from dead animals, except wild game and fish caught for non-commercial human consumption or small household pets such as parakeets, goldfish, hamsters, an individual dog or cat, but not including livestock.

(3) Animal Waste. Residues remaining from the commercial processing of animals or excrement from commercial animal operations, such as kennels, feedlots, veterinarian clinics and farms.

(4) Ash. Solid residue remaining after ignition of combustible materials.

(5) Biohazardous Waste. Pathological wastes and other biological materials that by state law are regulated differently than solid waste due to their increased biological threat to human health and which have not been treated to minimize their risk to human infection.

(6) Biological Waste. See definition of Biohazardous Waste.

(7) Bulky Waste. Items whose large size precludes or complicates their handling in residential, mixed solid waste compaction collection, processing, or disposal methods, including any item of waste exceeding 4 feet in any one dimension or exceeding 100 pounds in weight.

(8) Collection. The act of removing solid waste from the central storage point at the source of generation.

(9) Commercial Waste. Solid waste generated from stores, offices, and other similar activities.

(10) Committee. The La Crosse County Public Works and Infrastructure Committee.

(11) Company. Northern States Power Company, d/b/a Xcel Energy Corporation. (referred to as Northern States Power Company in this Code)

(12) Contract Community. La Crosse County, Wisconsin, a political subdivision of the State of Wisconsin.

(13) Contract Service Area. Defined as the geographical area of the entities described below. This may change from time-to-time.

(a) La Crosse County, Wisconsin, (all) which includes: Town of Bangor; Town of Barre, Town of Burns; Town of Campbell; Town of Farmington; Town of Greenfield; Town of Hamilton; Town of Holland; Town of Medary; Town of Onalaska; Town of Shelby; Town of Washington; Village of Bangor; Village of Holmen; Village of Rockland; Village of West Salem; City of La Crosse, and City of Onalaska.

(b) Buffalo County, Wisconsin, (all) which includes: Town of Alma; Town of Buffalo; Town of Canton; Town of Cross; Town of Dover; Town of Gilmanton; Town of Lincoln; Town of Maxville; Town of Milton; Town of Modena; Town of Mondovi; Town of Montana; Town of Naples; Town of Nelson; Town of Wamandec; Village of Cochrane; Village of Nelson; City of Alma; City of Fountain City; City of Mondovi.

(c) Trempealeau County, Wisconsin, (partial) which includes: Town of Arcadia; Town of Burnside; Town of Ettrick; Village of Eleva; Village of Strum; City of Arcadia (excludes wood waste from Ashley Furniture and all solid waste generated by St. Joseph's Hospital); City of Independence; City of Whitehall; and Perrot Work Unit (DNR).

(d) Southern Trempealeau County Solid Waste Commission, which includes: Town of Canton; Town of Dodge, Town of Gale, Town of Trempealeau; Village of Trempealeau; City of Galesville; and Jackson County – Melrose (& North Bend).

(e) Wabasha County, Minnesota, (partial) which includes: Elgin City, Elgin Township; Glasgow Township; Greenfield Township; Highland Township; Kellogg City; Lake Township; City of Lake City; Millville City; Minneiska Township; Oakwood Township; Pepin Township; Plainview City; Plainview Township; Wabasha City; Watopa Township; and West Albany Township.

(f) Houston County, Minnesota, (all) which includes: Black Hammer Township; Brownsville City; Brownsville Township; Caledonia Township; Crooked Creek Township; Eitzen City; Hokah City; Hokah Township; Houston City; Houston Township; Jefferson Township; La Crescent City; La Crescent Township; Mayville Township; Money Creek Township; Mound Prairie Township; Sheldon Township; Spring Grove City; Spring Grove Township; Union Township; Wilmington Township; Winnebago Township; and Yucatan Township.

(14) Demolition Area. The area designated by La Crosse County for the disposal of demolition wastes.

(15) Demolition Waste. Waste material and rubble from construction, remodeling, repair and demolition operations on pavements, buildings and other structures.

(16) Director. The duly qualified and appointed person in charge of the Solid Waste Department which is responsible for the administrative management of this Code.

(17) Facility. That portion of the La Crosse County – Northern States Power Company resource recovery project constituting the Resource Recovery Facility for the weighing and processing of solid waste into refuse derived fuel.

(18) Facility Site. The portion of the Northern States Power Company French Island Plant site on the south end of French Island in the City of La Crosse, La Crosse County, Wisconsin on which the Facility is located.

(19) Hazardous Waste. Waste defined as hazardous by local, state or federal law from time-to-time.

(20) Hospital Waste. The portion of solid waste from a hospital that exhibits infectious waste characteristics and are regulated by state law separately from other solid waste.

(21) Human Waste. Residues from waste water treatment plants or domestic sewage tanks.

(22) Industrial Waste. Solid waste generated from the production of goods and materials.

(23) Infectious Waste. The portion of waste from a hospital, laboratory, or clinic which at the time of disposal contains human pathogens in significantly greater concentration than residential solid waste.

(24) Institutional Waste. Solid waste generated from institutions such as schools, hospitals, research institutions and government buildings.

(25) La Crosse County Landfill Complex Facilities. The solid waste and recycling facilities and operations controlled by La Crosse County which are presently located at 3200 Berlin Drive, La Crosse, Wisconsin. These facilities and operations may change from time-to-time. The facilities include: sanitary landfill; pallet, crate and clean wood processing; asphalt shingle processing; aggregate processing; the demolition area; the yard waste site; tire recycling; asbestos disposal; bioremediation of petroleum impacted soils; citizen's disposal area; closed landfill; and ash monofill.

(26) La Crosse Disposal System. The La Crosse County Landfill Complex, the Facility, and any other solid waste recycling facility, Household Hazardous Materials Facility, or any other program made available by La Crosse County to the Contract Service Area. These facilities and programs may change from time-to-time.

(27) Major Appliance. A residential or commercial air conditioner, clothes dryer, clothes washer, dishwasher, freezer, microwave oven, oven, refrigerator, furnace, boiler, dehumidifier, water heater or stove.

(28) Medical Waste. Containers, packages and materials that contain infectious waste or that are from a treatment area and are mixed with infectious waste.

(29) Master Landfill Use Plan. A plan approved by the La Crosse County Board that addresses the ecological restoration of the landfill property and addresses both present use and future uses after landfill closure, which includes green space, recreational uses and other similar uses of the County landfill property.

(30) Non-Processable Waste. Waste which cannot be processed by the Facility due to its physical characteristics or potential harmful effects, including but not limited to: steel banding; baling wire; solvents; tree trunks; or logs greater than 6 inches in diameter or 4 feet in length or other overweight or bulky waste; gasoline; kerosene; propane tanks in any size; aerosol cans in quantity; pressurized tanks; tires; fencing materials; pesticides and insecticides in quantity; plastics in quantity; motor vehicles or major parts thereof; trailers; agricultural equipment; marine vessels or similar items; farm or other large machinery; liquid wastes; nonburnable construction mixed or separated material; and waste, except for paper products, from the following establishments: service stations, auto paint shops, chemical plants, plastic processing plants and textile plants.

(31) Pathological Waste. See infectious waste.

(32) Permittee. Any entity issued a permit by the Solid Waste Department pursuant to this Code.

(33) Person. Any individual, corporation, limited liability company, partnership, association, local governmental unit, state agency or authority or federal agency.

(34) Processing. Any method, system, or other treatment designed to beneficially change the physical form or chemical content of solid waste.

(35) Putrescible Waste. Any solid waste capable of being rotten, or which may reach a foul state of decay or decomposition. Kitchen wastes, restaurant wastes, offal, and any wastes containing garbage are examples of putrescible wastes. Not included in this definition are agricultural wastes, lawn care wastes, manures and sewage sludge.

(36) Putrescible Waste Trailer. Any trailer with physical interior space capacity greater than 100 cubic yards which is used to transport any putrescible wastes. Any trailer containing solid waste which is off loaded at a sanitary landfill is presumed to be a putrescible waste trailer unless proven otherwise.

(37) Recovered Resources. Materials which still have useful physical or chemical properties after serving a specific purpose and can, therefore, be reused or recycled for the same or other purposes.

(38) Recovery. The process of obtaining material or energy resources from solid waste.

(39) Recycling. The transfer, transporting, processing, marketing and conversion of solid wastes into usable materials or products and includes the stockpiling and disposal of nonusable portions of solid wastes, but does not include the collection of solid wastes.

(40) Refuse Derived Fuel (RDF). Material which is produced by the processing of Processable Waste at the Facility which is intended to be burned as a source of energy.

(41) Residential Waste. Discarded materials originating from residences but excluding demolition waste or any other waste specifically regulated separately from residential waste. Also called domestic or household refuse.

(42) Responsible Unit. A municipality, county, another unit of government, including a federally recognized Indian tribe or band in this state, or solid waste management system under s. 59.70(2), Wis. Stats., that is designated under s. 287.09, Wis. Stats., or any amendments thereto.

(43) Roll-Off Container. A steel box with wheels used to collect waste at a site that can be rolled onto a truck using a winch and then taken to another location for discharge.

(44) Sanitary Landfill. The land area where mixed solid wastes are disposed of under state and/or federal regulatory authority.

(45) Sharps. Waste items from institutions, industry, commercial and residential establishments that can induce subdermal inoculation of infectious agents, including needles, scalpel blades, pipettes and other items derived from human or animal patient care, blood banks, laboratories, mortuaries, research facilities, teaching facilities, and other like facilities.

(46) Solid Waste. Any garbage, refuse, sludge from a waste treatment plant, water supply treatment plant or air pollution control facility and other discarded or salvageable materials, including solid, liquid, semisolid, or contained gaseous materials resulting from industrial, commercial, mining and agricultural operations, and from community activities, but does not include solids or dissolved material in domestic sewage, or solid or dissolved materials in irrigation return flows or industrial discharges which are point sources subject to permits under Chapter 283, Wis. Stats., or source material, as defined in s. 254.31(10), Wis. Stats., special nuclear material, as defined in s. 254.31(11), Wis. Stats., or by-product material, as defined in s. 254.31(3), Wis. Stats., or any amendments to these sections.

(47) Solid Waste Management Plan. A plan approved by the La Crosse County Board which addresses present and future solid waste management programs within the La Crosse County Solid Waste Disposal System.

(48) Tipping Fee. A charge based on tonnage delivered to unload waste material at the facility, the sanitary landfill, the yard waste site, the demolition disposal area, or any other solid waste disposal site.

(49) Transport. The movement of solid waste subsequent to collection.

(50) Transfer Station. A site at which solid waste is concentrated after collection and before processing or disposal.

(51) Unacceptable Waste. Waste which poses a threat to health or safety or which may cause damage to or materially adversely affect the operation of the facility, including but not limited to, explosive, hospital, pathological and biological waste, hazardous waste, chemicals, or animal remains, street sweepings, ash from commercial or industrial sources, mining waste sludges, asbestos in identifiable quantities, demolition debris, waste with excess moisture, and hazardous refuse of any kind, such as cleaning fluids, crank case oils, cutting oils, paints, acids, caustics, poisons, drugs or other materials that may be agreed upon from time to time by La Crosse County and Northern States Power Company. If any governmental agency or unit having appropriate jurisdiction shall determine that certain chemicals or other substances which are not as of the effective date of this section considered harmful or of toxic nature or dangerous, are harmful, toxic or dangerous, such chemical or other substances shall be unacceptable waste.

(52) User Fee. Also referred to as service fees, includes any fee charged by the Solid Waste Management Department for solid waste management.

(53) Yard Waste. Leaves, grass clippings, yard and garden debris and brush, including clean, woody, vegetative material no greater than a diameter determined by the Solid Waste Department from time to time, not including stumps, roots or shrubs with intact root balls.

(54) Yard Waste Site. The area designated by La Crosse County for receipt of some yard waste, limited to leaves, grass clippings, and other vegetative matter approved by the Committee.

15.03 ADMINISTRATION. The Solid Waste Department shall be responsible for the administrative management of this Code and the rules and regulations authorized in s. 15.04.

15.04 POWERS AND DUTIES OF THE SOLID WASTE DIRECTOR.

(1) Solid Waste Management Plan. The Director, in cooperation with any other person(s) as approved by the Committee and with the advice of the Committee, shall review the solid waste management practices affecting La Crosse County and its Disposal System and shall prepare a Solid Waste Management Plan. The Plan shall show relevant management activities and recommended management strategies for the future, taking into consideration population growth, solid waste generation, land development regulations, affect on economic development, affect on local economy, and overall system management including organizational, financing, and regulatory capabilities. The Plan shall consider the qualitative and quantitative changes in the solid waste expected to be generated within the area affected from residential, commercial, industrial, and agricultural sources, and shall be submitted to the State for review and approval. The Plan developed should consider regional approaches, and be environmentally acceptable and economically efficient. The Plan shall be approved by the La Crosse County Board and updated every five years.

(2) Master Landfill Use Plan. The Director shall prepare a Master Landfill Use Plan for approval by the Committee. The Director shall consult with third parties with relevant experience and expertise in the preparation of the Plan. The Plan shall be approved by the La Crosse County Board and updated every five years.

(3) Solid Waste Management System. The Director shall provide or encourage other entities to provide for a solid waste management system consistent with the Solid Waste Management Plan, consisting of storage, collection, transport, processing, separation, recovery, recycling, diversion and disposal through public ownership, or through one or more private entities for a part or all of such solid waste system, or the Director may, through the permits provided in s. 15.05, authorize any person to manage the solid waste which the person generated within the management system pursuant to the terms of this Code.

(4) Rules and Regulations. The Director may adopt, revise, revoke and enforce rules and regulations governing the administration of this Code.

(5) Permits. The Director is hereby authorized to issue permits for all elements of solid waste management referred to in s. 15.05. There shall be restrictions on transferability of such permits. Permits shall be for a term of 1 year or less and shall be subject to the fees set forth in s. 5.09. All permits so issued shall be conditioned upon observance of the laws of Wisconsin, and all applicable county ordinances and regulations.

(6) Other duties. The Director shall perform all other duties to manage and direct the Solid Waste Management System within La Crosse County, which shall include, but not be limited to, the following duties:

(a) Oversee and supervise the Solid Waste Department.

(b) Prepare the annual budget for the Department and a 5-year capital plan.

(c) Organize and conduct an annual stakeholder's meeting.

(d) Review and update contracts.

(e) Perform public relations and visioning regarding the La Crosse County Solid Waste Disposal System.

(f) Address financial requirements for landfill site closure and post-closure occurrences.

15.05 PERMITS FOR MANAGEMENT OF SOLID WASTE.

(1) Permit for Solid Waste Collection and Transportation.

(a) No person, firm, entity or corporation shall engage in the collection and transportation of solid waste for deposit in the La Crosse Disposal System, or in the business of collection and transportation of La Crosse County generated solid waste or the handling of any other solid waste, regardless of where generated, where such waste is unloaded or reloaded in La Crosse County, without first securing a permit for every vehicle and putrescible waste trailer utilized in this activity within La Crosse County, except no permit shall be required for a person, firm, entity or corporation who transports solid waste to a La Crosse County publicly owned drop off site such as a site for yard waste, shingles and asphalt/concrete.

(b) The Director shall prepare application forms for all such permits for vehicles and putrescible waste trailers transporting, collecting or receiving waste in La Crosse County, requiring the following information:

1. The name and address of the owner or owner's representative;

2. The business street address of the owner or owner's representative;

3. An inventory of all vehicles and putrescible waste trailers to be used in such collection and transportation, including the solid waste capacity in cubic yards and tonnage, and the make, model, year, and license plate number. Solid waste cubic yard and tonnage capacity for roll-off trucks shall be the legal limit of containers designed for the roll-off truck.

4. All other information required by the Director to fulfill the intent of this Code.

(c) The following conditions shall apply regarding all vehicles and putrescible waste trailers issued a permit pursuant to this section:

1. All solid waste collected or transported in La Crosse County shall be entirely enclosed or, when not practical, secured, and shall comply with all other rules and regulations issued by the La Crosse County Solid Waste Department.

2. Any person, firm, entity or corporation issued a permit under this section hereby consents to the inspection of solid waste vehicles, putrescible waste trailers, storage containers, processing facilities, solid waste/recycling transfer station(s) by La Crosse County personnel in accordance with La Crosse County policy for purposes of verifying compliance with applicable County ordinances. Failure to consent to inspection of any vehicle, putrescible waste trailer, storage container, processing facility or solid waste/recycling transfer station issued a permit under this section shall be grounds for revocation of the permit.

3. Permitees in good standing may transfer a permit between vehicles. The fee for transferred permits shall be 1/12 of the annual permit fee.

4. Permit holders must comply with all applicable laws and regulations, including rules and policies adopted by the Committee or the Solid Waste Director.

5. All acceptable waste shall be deposited at the Facility. All other non-recycled solid waste shall be deposited only in a licensed landfill, approved demolition area or other site in compliance with local, state and federal solid waste regulations. If the delivering of unacceptable waste to the Facility results in additional expense to the County, the County may charge the permit holder or generator of waste for such expense, based upon an average or actual expense to the County for handling such unacceptable waste, at the County's discretion.

(d) Any hauler with a Wisconsin DNR license shall report to the Director the weight in tons of La Crosse County generated solid waste; recyclable materials by commodity, or aggregated into comingled containers; mixed paper; single stream (comingled containers combined with mixed paper), yard waste and other waste as required by the Director collected within La Crosse County. Such annual report shall cover the calendar year and be submitted within 45 days of the end of each calendar year to the Director.

(1a) Permit for Solid Waste/Recycling Transfer Stations.

(a) No person, firm, entity or corporation shall maintain any building, premises or structure in any unincorporated area in La Crosse County as a solid waste/recycling transfer station without securing a permit for the facility. A solid waste/recycling transfer station is defined as a facility that receives and consolidates solid waste or recyclable materials that are loaded upon trailers, barges or other vehicles for transport to another disposal facility.

(b) The Director shall prepare the application forms for all permits for solid waste/recycling transfer stations in La Crosse County, requiring the following information:

1. The name and address of the owner or owner's representative, including owner's legal identity, such as individual, partnership or corporation or otherwise;

2. The business street address of the owner or owner's representative;

3. The specific address for the solid waste/recycling transfer facility; and

4. A copy of the application for any licenses required by the Wisconsin Department of Natural Resources or other applicable state agencies.

(c) The applicant shall pay an annual permit fee, which shall pay for administrative costs of inspection and other costs related to monitoring compliance with the conditions of the permit.

(d) The following conditions shall apply regarding any transfer station issued a permit required under this section:

1. The station shall not abut a property zoned or planned for residential use.

2. The site shall be maintained free from litter or any other undesirable materials, shall be cleaned from loose debris on a daily basis and shall be secured from unauthorized entry and removal of materials when attendants are not present.

3. The premises and all structures thereon shall only be used for the purposes as set forth in the permit granted under this section and the business of the transfer station shall be carried on in a sanitary manner, shall contain no fire hazards, and shall be arranged to allow inspection at any time by proper health, fire, building, or law enforcement authorities.

4. For a period of 36 months, the permit holder shall be required to keep records of all tonnage of each load brought to the station, including the source of the waste load by county of origin, and records of all tonnage of each load removed from the station, specifying tonnage and site where said waste is finally disposed. To the extent the permit holder salvages material from the waste, detailed records will be maintained that allow La Crosse County to verify the amount of salvaged material. The permit holder shall keep records of waste types in accordance with the waste categories used by La Crosse County. All records shall be available for inspection by La Crosse County or any other municipality with jurisdiction over said station. The station shall submit summaries of verifiable tonnage records in a format and on a schedule and deadline determined by the Solid Waste Department.

5. Any person, firm, entity or corporation issued a permit under this section hereby consents to the inspection of the solid waste/recycling transfer station by La Crosse County personnel for purposes of verifying compliance with applicable rules and regulations of the La Crosse County Solid Waste Department and applicable County ordinances. Failure to consent to inspection of any station issued a permit under this section

shall be grounds for revocation of the permit. La Crosse County has the right to perform random waste screenings of loads delivered to or loaded from the transfer station. The permit holder will assist in the load inspection in a timely fashion by providing a safe place for the inspection and by spreading the waste in a manner requested by La Crosse County representatives. The permit holder shall not be entitled to compensation from the County for costs related to the inspections.

(2) Permits procedure.

(a) Issuance. If the application for any permit shows that the applicant might not perform the activity in conformity with this Code and all applicable rules and regulations, the permit(s) shall not be issued. If, in the opinion of the Director, modifications can be made which will bring the application within the intent and purpose of this Code, the Director shall notify the applicant or applicants in writing, setting forth the adjustments and/or additions to be made and the time in which such changes shall be completed.

(b) Denial. If the applicant fails to make the changes pursuant to the notice given under (a) within the time limit specified therein, or, if the application does not clearly show that the applicant will perform activities in accordance with the permit conditions, applicable law, or without health hazard or adverse effects on the environment, the application shall be denied and the applicant notified, in writing, of the reasons for the denial. Nothing in this section shall prevent any applicant from reapplying after the rejection of his application, provided the requirements of this Code are met.

(c) Display. All vehicles and putrescible waste trailers operating under any permit required by this Code shall display the Director approved permit number or numbers on the driver's side of the vehicle cab and putrescible waste trailer in a location acceptable to the Director. Such numbers are to be clearly legible, easily seen and not less than 2 inches high. In addition, all permitted vehicles must display the current permit sticker issued by the County on the driver's side window. Permitted putrescible waste trailers must display the current permit sticker issued by the County adjacent to the approved permit number(s).

(d) Term. Annual, 12 calendar month permits will be valid the month preceding the permit year through the permit year, without the requirements of a fee for said preceding month. All permits shall expire December 31$^{st}$, except for permits issued under s. 15.05(3).

(e) Revocation. Permits may be revoked for violation of any of the provisions of this Code. Revoked permit(s) may be reinstated by the Director at such time as the Director is satisfied that violations are corrected or as provided under s. 15.10(2)(b).

(3) Special Permit Provisions.

(a) There shall be a 3 consecutive day permit available for payment of 1/12 the annual permit fee. This permit shall only be valid for use of the La Crosse County Disposal System. In this section, 3 consecutive days means 3 consecutive days when the Landfill Complex Disposal System Facilities are open for business.

(b) The Solid Waste Director may issue 1-time disposal authorizations without a permit fee for trial loads or where unique circumstances apply.

(c) The Solid Waste Director may issue a single trip permit for utilizing the landfill. Single trip permits are issued on a temporary basis at the entry and must be returned when exiting the facility.

15.06 PERMIT RENEWAL.

(1) Any permit holder desiring to renew an existing permit and avoid a permit lapse shall complete and submit to the Director an application thereof not more than 45 nor less than 5 calendar days before the expiration date of said permit and shall tender with each application form such permit fees as are required. The Director shall have up to 5 calendar days to approve new permit applications.

(2) At the discretion of the Solid Waste Director each application for a new or lapsed permit shall be accompanied by a certified check or money order for the permit fee, which fee shall be set by the La Crosse County Board of Supervisors and adjusted from time to time.

15.07 SOLID WASTE FLOW CONTROL.

(1) Facility Description. The Facility designated is declared to be the La Crosse County Resource Recovery Facility located adjacent to the Northern States Power Company, French Island Generating Plant located at the south end of French Island in the City of La Crosse, La Crosse County, Wisconsin.

(2) Geographic Area Affected. The geographic area subject to this flow control, and for which a required use order may be issued pursuant to s. 144.794(11), Wis. Stats., (now numbered s. 287.13(11), Wis. Stats.) shall constitute all areas located within La Crosse County, Wisconsin.

(3) Type and Quantities of Solid Waste. The types and quantities of solid waste, which shall be subject to this flow control ordinance and for which a required use order may be applicable, shall include all residential, commercial and industrial acceptable waste generated in La Crosse County, Wisconsin.

(4) Persons Subject to Ordinance. The persons who are subject to this flow control ordinance and who may be required to use the Resource Recovery Facility under a required use order are the following:

a. Any local unit of government, occupant of a single family or multi-family residence, retail business, commercial business or industry or any other legally recognized entity located in or collecting solid waste within the area of La Crosse County.

(5) Tipping Fees/Rates and Charges. The tipping fee to be charged to the required users of the Facility shall be payable to La Crosse County and set by the La Crosse County Board of Supervisors from time to time. The rates are available at the La Crosse County Solid Waste Department and can be found at the Solid Waste Department website.

(6) Effective Period. The effective period for enforcement of this municipal waste flow control ordinance shall be from January 25, 1998, through June 30, 2023. The effective date of this solid waste flow control ordinance is January 25, 1988.

(7) Authorization. The County Board Chair and County Clerk issued a required use order on October 19, 1987 pursuant to the Chapter 144 of the Wisconsin Statutes, now Chapter 287 of the Wisconsin Statutes. The required use order implements this section by directing the delivery of the types of solid waste described in this section to the La Crosse County Resource Recovery Facility.

(8) Exceptions to Required Use. At such time that deliveries, including non-La Crosse County generated deliveries, to the Facility exceed the delivery commitments as provided in the County's service agreement with the Company, or any amendments thereto, and the Director has evidence to substantiate that such delivery commitments will continue to be exceeded annually by at least 2%, La Crosse County, by written agreement with any permittee approved by the Committee, may allow the permittee to deliver a described amount of La Crosse County generated non-residential acceptable waste to a site other than the Facility as long as the calendar year-to-date waste delivery schedule for deliveries to the Facility does not drop below 98% of January's commitment or 100% of the year-to-date waste delivery schedule through the remainder of said calendar year. Any such permission shall only be in accordance with policies and standards adopted by the La Crosse County Solid Waste Department.

15.08 POWERS OF COMMITTEE.

(1) Powers and Duties. The Committee shall have the following powers and duties:

(a) Shall advise the Director in the preparation of the solid waste management plan, including the selection of solid waste management sites.

(b) May review permit application forms and direct revisions which shall be consistent with the terms of this Code.

(c) Employ public and private firms or individuals to assist and advise the Committee and Director.

(d) Approve property sites and the building of facilities, including the use of equipment and buildings related to the implementation of this Code, by contract between the County Board and any other party.

(e) Charge user fees for participation in the solid waste management system. User fees may cover capital costs, operation costs, maintenance costs, depreciation costs, administration costs, equipment costs, site purchase and site development costs, applicable buildings and scales, long term care environmental fees, mandated fees, insurance costs, solid waste program development costs, public information costs, planning costs, and reserves for solid waste management activities. A solid waste disposal site tipping fee is 1 user fee which may or may not satisfy all costs incurred for an individual solid waste disposal site. La Crosse County may assess other user fees, including but not limited to, permit fees, fixed price fees, variable price fees, and special assessments.

(f) Exclude unpermitted public and unpermitted private entities from bringing solid waste to the solid waste disposal sites for disposal, unless such waste is to be beneficially used or recycled.

(g) Allow exceptions for use of solid waste disposal sites by issuing special use allowances upon application to the Committee, provided a sufficient security or surety requirement is fulfilled.

(h) Contract with private collectors, transporters or municipalities, with approval of the County Board, to receive and dispose of waste.

(i) Contract with private waste collectors/transporters, entities, or municipalities to lease solid waste containers or other equipment or to provide discounts regarding the fee charged, upon approval of the County Board.

(j) Any other management oversight function deemed appropriate by the Committee.

15.09 FEES.

(1) Establishment and payment. The La Crosse County Board of Supervisors shall establish such fees as are necessary to meet all costs of operating, maintaining, promoting and perpetuating the solid waste management system facilities and programs, except where the Board has delegated such authority in special situations. All such fees, including subsequent revisions, shall be paid by the permittee or its designee to the La Crosse County Treasurer within the calendar month after the calendar month when the charges were originally incurred. To avoid delinquency charges the fees must be received and recorded by receipt in the La Crosse County Treasurer's office by 4:30 p.m. the last working day the County Treasurer's office is open for business of the calendar month in which the fees are due. In the event the permittee or its designee requests fees to be billed to another person, that person must agree and provide information requested by the Director for the purpose of billing. Any unpaid fees, including delinquency charges, incurred by any person designated for billing will be the responsibility of the person who delivered the solid waste, unless the County has a written contract in force with the person designated for billing; however, in any case where the person who delivered the waste is not the person billed, the permit(s) of the person who delivered the waste shall not be revoked for the other person's delinquency in paying fees until the permittee receives written notification from the Director of the other party's delinquency, and the revocation shall occur if not paid within 60 days of receipt of notice.

(2) Delinquency.

(a) All unpaid fees shall become delinquent upon the expiration of the time specified in (1) and (5) and shall bear interest at the rate of 1.5% per calendar month until paid.

(b) All permits issued under this chapter shall be revoked for permit holders having an unpaid bill for longer than 2 calendar months after the charges were originally incurred, unless an extension of time to pay is granted by the Director and except where the billed party is not the permittee as provided in (1). After a permit is revoked, bills shall be paid to current status before such permits shall be reinstated.

(3) State or federal government reimbursed projects. For state or federal government reimbursed projects, where it is not possible to process payment of the bills within 1 calendar month as provided in (1), such bills will be delinquent only if not paid within 3 calendar months after the calendar month when the charges were originally incurred. The disposal permits for such government permit holders shall only be revoked if the bill is unpaid for longer than 4 calendar months after the charges were originally incurred.

15.10 APPEALS.

(1) Any person who feels aggrieved by any action of the Director or any of the employees of the Solid Waste Department, may request that the decision be reviewed within 30 days of notice of the decision or action. The request shall be made to the officer or employee who made the determination. Requests shall be in writing and state the ground or grounds upon which the person aggrieved contends that the decision should be modified or reversed.

(2) Any person aggrieved by the Director's decision may appeal the decision to the La Crosse County Administrative Board of Review by requesting such a review within 30 days of notice of the Director's decision. The appeal must be in writing and either filed with or mailed to the office of the Director. Any hearing of the La Crosse County Administrative Board of Review shall conform with the requirements of s. 68.11, Wis. Stats.

15.11 PROHIBITED ACTIVITIES.

(1) It shall be unlawful to place animal remains or animal waste in a container for solid waste collection without the consent of the Director.

(2) It shall be unlawful to store, collect, transport, process, recycle, divert, transfer, recover, incinerate or dispose of any solid waste within the boundaries of La Crosse County contrary to the provisions of this Code.

(3) It shall be unlawful to transport any solid waste in any vehicle or trailer which permits the contents to blow, sift, leak or fall from said vehicle.

(4) It shall be unlawful for any person to interfere with any employee of the La Crosse County Solid Waste Department or any employee of a contractor or vendor under contract with La Crosse County while in the performance of duties authorized by this Code.

(5) It shall be unlawful for any person to scavenge any solid waste within the boundaries of La Crosse County Landfill Complex Facilities, without written authorization from the Director.

(6) It shall be unlawful for any person to make false statements in any application required by this Code.

(7) It shall be unlawful for any person to display any permit number unless the person displaying such number or numbers holds a valid permit or permits for said number(s).

(8) No person shall place any hazardous waste or waste prohibited by s. 287.07, Wis. Stats., or any amendments thereto, in any container for collection, transport, processing or disposal unless such use of hazardous waste has been approved by the applicable authorizing authority.

15.12 ENFORCEMENT AND PENALTY.

(1) Except as provided under (2) below, any person who shall violate any provision of this Code or any regulation, or order made hereunder, shall, upon conviction thereof, be subject to a penalty provided by s. 25.04 of this Code.

(2) Any person who shall violate the provisions of s. 15.07 of this Code, or any regulation, rule or order made thereunder, including any required use order issued pursuant to this Code shall, upon conviction thereof, be subject to a penalty, which shall be calculated as follows:

(a) Penalty Based Upon Volume Capacity. Any person who shall violate any provision of s. 15.07 of this Code, including any regulations, rule or other made under said section, including any required use order issued pursuant to this Code, shall be subject to a penalty equal to the tonnage capacity of the truck or container divided by 3, multiplied by the tipping fee per ton then in effect at the facility. If the tonnage capacity is not known, then the cubic yard capacity shall be divided by 3 for conversion to tons. This penalty shall be in addition to the base penalties imposed under s. 15.12(2)(b), (c) and (d) of this Code.

(b) First Offense Penalty. Any person who shall violate any provision of s. 15.07 of this Code, or any regulation, rule or order made thereunder, including any required use order issued thereunder, shall forfeit not less than $1000 nor more than $1500, plus the additional fee imposed by s. 15.13(2)(a) of this Code, together with the cost of prosecution and, in default of payment of such forfeiture and cost, shall be imprisoned in the County jail until such forfeiture and costs are paid, but not exceeding 90 days.

(c) Second Offense Penalty. Any person who shall violate any provision of s. 15.07 of this Code, including any regulation, rule or order issued thereunder, including any required use order made hereunder, who shall previously have been convicted for a violation of the same Code within 1 year shall, upon conviction thereof, forfeit not less than $2,500 nor more than $3,000 plus the additional fee imposed by s. 15.12(2)(a) of this Code together with costs of prosecution and, in default of payment of such forfeiture and cost, shall be imprisoned in the County jail until such forfeiture and cost of prosecution are paid, but not exceeding 6 months.

(d) Third or Greater Offense Penalty. Any person who shall violate any provision of s. 15.07 of this Code, including any regulation, rule or order issued thereunder, including any required use order issued thereunder, who shall previously have been convicted more than once of a violation of the same Code within 2 years shall, upon conviction thereof, forfeit not less than $5,000 nor more than $6,000, together with costs of prosecution and, in default of payment of such forfeiture and cost, shall be imprisoned in the County jail until such forfeiture and the costs of prosecution are paid, but not exceeding 6 months.

(e) Non-Exclusivity of Remedy. The penalties provided herein shall be in addition to any other remedies in law or in equity which the County may have against any person found guilty of violation s. 15.07 of this Code, or any required use order issued pursuant to s. 15.07 and ss. 144.794(11) and (12) (now ss. 287.13(11) and (12)), Wis. Stats., and shall not preclude the County from seeking injunctive relief to enforce compliance with this Code, including the issuance and enforcement of any special enforcement order issued pursuant to s. 15.07 of this Code and s. 144.794(12), Wis. Stats., (now s. 287.13(12)), or from seeking revocation of any license or permit issued to said person, subject to the provision of Chapter 68 of Wisconsin Statutes.

(f) Separate Violations. Each vehicle, putrescible waste trailer or container in violation of this Code shall constitute a separate and distinct offense.

(g) Applicability of Section 25.04. Except as provided in s. 15.12(b) hereinabove, the provisions of s. 25.04 of this Code shall apply to any person who shall violate any provision of this Code.

(3) The Director shall have the authority to issue citations for violations of the provisions of this Code. In addition to the authority to issue a citation, the County may also seek injunctive relief in circuit court to obtain compliance with the provisions of this Code or to prohibit further violations of this Code as appropriate.

# Appendix C

## La Crosse County Residential Collection System Summary

**La Crosse Recycling System Overview**

| Government Unit | System | Frequency | Materials | Collection | Collector | C/I Generators |
|---|---|---|---|---|---|---|
| City of La Crosse | Curbside | Bi-weekly | Glass, ONP, tin, UBC | Curbside | Harters Quick Clean up | Contract separately |
| Town of Campbell | Curbside | Bi-Weekly | Tin, glass, UBC, ONP | Curbside | Richards | Contract separately |
| Town of Farmington | Drop off @ Town Hwy Shop | 8 AM-noon Sat. 1 PM-5 PM Tues. | Glass, tin, 1&2 plastics, Newspaper, aluminum | Drop off | Hilltopper | Reasonable amounts |
| Town of Greenfield | Drop off | 2 days/week | Recyclables, other wastes | Bring to drop-off | Hilltopper | |
| Town of Hamilton | Drop off | 2 days/week | Glass, metal, alum./oil | Drop Off | Hilltopper | Contract separately |
| Town of Holland | Commingle curbside | Bi-weekly | Newspaper, steel, tin, glass, plastics | Curbside | Hilltopper | |
| Town of Medary | Curbside | Weekly | Source separated, URC, tin, glass | Curbside | Harters Quick Clean up | Contract separately |
| Town of Onalaska | Curbside | Bi-weekly | Plastics, tin, glass, paper news | Curbside | Hilltopper | Contract separately |
| Town of Shelby | Curbside | Bi-weekly | Tin, glass, plastic (1&2); newspaper, magazines, aluminum | Curbside, commingled except for paper | Hilltopper | Contract separately |
| Town of Washington | Drop-off | Once a week | ONP, UBC, tin, glass | Waste Management | Waste Management | |
| Village of Bangor | Curbside | Weekly | Tin, glass, paper, plastic | Curbside | Harters | |
| Village of Rockland | Curbside | Weekly | Tin, glass, alum., plastic, newspaper, cardboard | Curbside | Harters | *Does not include Xcel Energy or appliance |
| Village of West Salem | Curbside | Bi-Weekly | ONP, UBC, tin, glass | Curbside bins commingled | Hilltopper | Contract separately |

**La Crosse County Drop Off Sites**

| | |
|---|---|
| City of La Crosse Refuse & Recycling 2000 Marco Drive; West Copeland Park (608) 789-7508 / www.cityoflacrosse.com | Brush, yard waste, leaves – April thru October<br>Mondays - Friday 7:00am - 4:00 pm; 1st & 3rd Saturdays 9:00am – 12:00pm; |
| City of Onalaska | Brush, yard waste, leaves – April thru October<br>Mondays - Friday 7:00am - 4:00 pm; 1st & 3rd Saturdays 9:00am – 12:00pm; |
| Village of West Salem; 900 West Avenue N. (608) 786-1858 / www.westsalemwi.com | Brush, yard waste, leaves. Open daily for residents. West Avenue North north of Village Garage |
| Village of Bangor | No drop-off sites |
| Village of Rockland<br>105 W. Center Street, Village Hall Rockland, WI 54653 486-4037 / www.villageofrockland@charter.net | Yard waste drop-off site open 2nd & 4th Saturdays from 8:00–10:00am |
| Village of Holmen; Empire Street 526-4336 | Leaves & yard waste drop-off off of Empire Street. Open spring, summer & fall; Monday & Wednesday 2:00-6:00pm & Saturdays 8:00am – 4:00pm |
| Town of Bangor; N4400 State Road 162, Town Hall; Bangor, WI 54614 | Drop-off open Fridays 1:00–5:00pm; Saturdays 8:00am – Noon |
| Town of Barre | No drop-off sites for yard waste or recyclables. Three times per year, have a drop-off for large items and demo. |
| Town of Campbell<br>2219 Bainbridge Street; La Crosse, WI 54603 783-0050 / campbellwi@charter.net | Behind Town Hall - gates always open. No brush. |
| Town of Farmington;<br>N8309 State Road 108; Mindoro, WI 54644 (608) 857-3913 | Tuesdays 1:00-5:00 pm; Saturdays 8:00am–Noon |
| Town of Greenfield; W2870 Kreibich Coulee Road; La Crosse, WI 54601 | Drop-off open every Saturday 8:00am–2:00pm;<br>also Tuesdays in spring & summer from 4:00-7:00 pm; fall and winter 1:00-4:00p.m. |
| Town of Hamilton; N5105 N. Leonard Street West Salem, WI 54669 786-0989 | Vehicle sticker required. Open every Saturday 7:00am–3:00pm; Tuesdays 9:00am–5:30pm |
| Town of Holland<br>W7937 County Road MH; Holmen, WI 54636 www.co.la-crosse.wi.us/TownOfHolland | Yard waste drop-off by Town Hall - open during daylight hours |
| Town of Onalaska<br>N7042 Josie Street in Midway; Town Shop 783-4958 / www.co.la-crosse.wi.us/townofonalaska | Leaves, grass, yard waste can be dropped off any day until 8:30pm<br>Large items (no construction debris) 2nd Tuesdays 7:30-9:30am & variable Saturdays 8:00am–Noon. Closed December - February. Must have vehicle sticker. |
| Town of Shelby; 2800 Ward Avenue 788-1032 / www.townofshelby.com | Leaves & yard waste drop-off April-November at Town Hall.<br>Large items 2nd Saturday each month from April-June & August-November 7:00am – Noon at Town Hall |
| Town of Washington<br>W4130 County Road H – Town Hall La Crosse, WI 54601 486-2297 Clerk BoValleySwiss@aol.com | Drop-off for recyclables open on a daily basis at Town Hall |
| La Crosse County<br>Solid Waste Department; 6500 State Road 16 La Crosse, WI 54601 (608) 785-9572 | No appliances, other items accepted at landfill Monday-Friday for a fee. Large items & demo. $80/ton. Hazardous Materials Facility open varying hours. La Crosse County residents no charge for most items; charge for electronics and TVs. Businesses and out- of-county residents can use the facilities for a fee as well. |
| Hilltopper Refuse & Recycling W6836 Industrial Blvd. Onalaska, WI 54650 783-6727 | Drop-off Monday-Saturday at their business for a fee. |
| Harter's Quick Clean-up<br>2850 Larson St.; La Crosse, WI 54603 782-2082 | Drop-off Monday-Saturday at their business for a fee. |
| Waste Management, Inc.<br>415 Island St.; La Crosse, WI 54603 784-1095 | Drop-off Monday-Saturday at their business for a fee. |
| Scientific Recycling<br>659 Commerce St.; Holmen, WI 54636 526-9777 www.scientificrecycling.com | Accept appliances, obsolete equipment, fluorescent lights & ballasts for a fee. Call for appointment and fees. |

# Appendix D

## Houston County Residential Collection System Summary

**Houston County Residential MSW Collection Systems**

| Government Unit | 2013 Population Est. | 2013 Households | Collection Location | Frequency | Contract? | Collector | Fees | How charged? |
|---|---|---|---|---|---|---|---|---|
| Black Hammer Township | 233 | 106 | Drop Off | Households without curbside pickup may drop bagged garbage at the drop-off sites for a fee: 30-gallon bag: $2.00, 45-gallon bag: $2.50 ($1.25 minimum). Houston: Sat. 8am-3pm, Monday 10am-6pm; Caledonia, Spring Grove: Saturday 8am-3pm Wednesday 10am-6pm; La Crescent Sat. 8am-3pm, Thursday 10am-6pm; Hokah Sat. 8am-3pm, Tues. 10am-6pm | | | | |
| Brownsville Township | 445 | 182 | Drop Off | | | | | |
| Caledonia Township | 627 | 219 | Drop Off | | | | | |
| Crooked Creek Township | 280 | 111 | Drop Off | | | | | |
| Hokah Township | 482 | 191 | Curbside | | yes | Richard's Sanitation | Per Bag Rate | |
| Houston Township | 381 | 156 | Drop Off | See above | | | | |
| Jefferson Township | 130 | 51 | Drop Off | | | | | |
| La Crescent Township | 1,299 | 492 | Curbside | | yes | Richard's Sanitation | Per Bag Rate | |
| Mayville Township | 398 | 148 | Drop Off | See above | | | | |
| Money Creek | 598 | 233 | Drop Off | | | | | |
| Mound Prairie Township | 599 | 242 | Drop Off | | | | | |
| Sheldon Township | 256 | 110 | Drop Off | | | | | |
| Spring Grove Township | 392 | 155 | Drop Off | | | | | |
| Union Township | 375 | 135 | Drop Off | | | | | |
| Wilmington Township | 425 | 159 | Drop Off | | | | | |
| Winnebago Township | 239 | 91 | Drop Off | | | | | |
| Yucatan Township | 317 | 142 | Drop Off | | | | | |
| Brownsville City | 462 | 215 | Curbside | | yes | Richard's Sanitation | Per Bag Rate | |
| Caledonia City | 2,839 | 1,246 | Curbside | weekly - MON | yes | Richard's Sanitation | $1.45 | Per Bag Rate |
| Eitzen City | 243 | 113 | Curbside | | yes | Richard's Sanitation | Per Bag Rate | |
| Hokah City | 569 | 274 | Curbside | weekly - FRI | yes | Richard's Sanitation | $8 to $10 | Per Cart Size |
| Houston City | 978 | 422 | Curbside | | yes | Waste Management | | |
| La Crescent City | 4,933 | 2,074 | Curbside | | yes | Hilltopper | $2.50 | Per Bag Rate |
| Spring Grove City | 1,314 | 600 | Curbside | | yes | Richard's Sanitation | Per Bag Rate | |
| TOTALS | 18,814 | 7,867 | | | | | | |

Sources:
Municipality Websites
Minnesota Department of Administration State Demographic Center:
http://mn.gov/admin/demography/data-by-topic/population-data/our-estimates/index.jsp
Houston County "The Recycler"
Houston County

**Houston County Recycling System Overview**

| Government Unit | 2013 Population | 2013 Households | Materials | Collection Method | Collector | Fees | How Charged? |
|---|---|---|---|---|---|---|---|
| Black Hammer Township | 233 | 106 | Households without curbside pickup may take reyclables to the most convenient drop off site, including Houston: Sat. 8am-3pm, Monday 10am-6pm; Caledonia and Spring Grove, Wednesday 10am-6p, Sat 8am-3pm; La Crescent Sat. 8am-3pm, Thursday 10am-6pm; Hokah Sat. 8am-3pm, Tues. 10am-6pm. No charge for recycling drop off. | | | 2.00/Bag | Per Bag |
| Brownsville Township | 445 | 182 | | | | 2.00/Bag | Per Bag |
| Caledonia Township | 627 | 219 | | | | 2.00/Bag | Per Bag |
| Crooked Creek Township | 280 | 111 | | | | 2.00/Bag | Per Bag |
| Hokah Township | 482 | 191 | | Curbside | Richard's Sanitation | TBD | Per Household Per Month |
| Houston Township | 381 | 156 | Not Specified | | | 2.00/Bag | Per Bag |
| Jefferson Township | 130 | 51 | | | | 2.00/Bag | Per Bag |
| La Crescent Township | 1,299 | 492 | | Curbside | Richard's Sanitation | TBD | Per Household Per Month |
| Mayville Township | 398 | 148 | Glass, tin cans, plastics, fiber are accpted at the drop off sites | | | 2.00/Bag | Per Bag |
| Money Creek | 598 | 233 | | | | 2.00/Bag | Per Bag |
| Mound Prairie Township | 599 | 242 | | | | 2.00/Bag | Per Bag |
| Sheldon Township | 256 | 110 | | | | 2.00/Bag | Per Bag |
| Spring Grove Township | 392 | 155 | | | | 2.00/Bag | Per Bag |
| Union Township | 375 | 135 | | | | 2.00/Bag | Per Bag |
| Wilmington Township | 425 | 159 | | | | 2.00/Bag | Per Bag |
| Winnebago Township | 239 | 91 | | | | 2.00/Bag | Per Bag |
| Yucatan Township | 317 | 142 | | | | 2.00/Bag | Per Bag |
| Brownsville City | 462 | 215 | | Curbside | Richard's Sanitation | TBD | Per Household Per Month |
| Caledonia City | 2,839 | 1,246 | | Curbside | Richard's Sanitation | TBD | Per Household Per Month |
| Eitzen City | 243 | 113 | | Curbside | Richard's Sanitation | TBD | Per Household Per Month |
| Hokah City | 569 | 274 | | Curbside | Richard's Sanitation | Included in MSW Rate | Bundled Service Rate + Per Month Per Household |
| Houston City | 978 | 422 | | Curbside | Waste Management | TBD | Per Household Per Month |
| La Crescent City | 4,933 | 2,074 | Glass bottles, tin cans, #1-2 plastics, newspaper and magazines | Curbside | Hilltopper Refuse & Recycling Service Inc. | $3.20 monthly | Bundled Service Rate + Per Month Per Household |
| Spring Grove City | 1,314 | 600 | | Curbside | Richard's Sanitation | TBD | Per Household Per Month |
| TOTALS | 18,814 | 7,867 | | | | | |

# Appendix E

## Wabasha County Residential Collection System Summary

**Wabasha County Residential MSW Collection Systems**

| Government Unit | 2013 pop. | Collection Location | Frequency | Contract? | Eligible to Participate | How charged? | Bulky Items |
|---|---|---|---|---|---|---|---|
| Elgin | 1088 | Curbside | Weekly | None | Residents & Businesses | Hauler to Individual | City Cleanups |
| Hammond | 122 | Curbside | Weekly | None | Residents & Businesses | Hauler to Individual | City Cleanups |
| Kellogg | 442 | Curbside | Weekly | None | Residents & Businesses | Hauler to Individual | City Cleanups |
| Lake City | 4,272 | Curbside | Weekly | Yes - Lake City Recycling & Disposal | Residents | City Utility Bill | City Cleanups |
| Mazeppa | 846 | Curbside | Weekly | None | Residents & Businesses | Hauler to Individual | City Cleanups |
| Millville | 182 | Curbside | Weekly | None | Residents & Businesses | Hauler to Individual | City Cleanups |
| Plainview | 3337 | Curbside | Weekly | None | Residents & Businesses | Hauler to Individual | City Cleanups |
| Wabasha | 2507 | Curbside | Weekly | None | Residents & Businesses | Hauler to Individual | City Cleanups |
| Zumbro Falls | 196 | Curbside | Weekly | None | Residents & Businesses | Hauler to Individual | City Cleanups |

# Appendix F

## Buffalo County Residential Collection System Summary

**Buffalo County Recycling & MSW Collection System Overview**

| Government Unit | Frequency | Materials | Collection Method | Collector | Fees | MSW |
|---|---|---|---|---|---|---|
| Town of Alma | Drop Off Twice Weekly | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | County | Free | Done by individual municipality |
| Town of Buffalo | Drop Off | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | County | Free | Done by individual municipality |
| Town of Canton | Drop Off | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | County; set up to use City of Mondovi, many use Gilmantown | Free | Done by individual municipality |
| Town of Cross | Drop Off | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | County | Free | Done by individual municipality |
| Town of Dover | Drop Off Weekly | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | County | Free | Done by individual municipality |
| Town of Gilmanton | Drop Off Weekly | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | County | Free | Done by individual municipality |
| Town of Lincoln | Drop Off 2x Weekly | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | Private Hauler | Free | Done by individual municipality |
| Town of Maxville | Drop Off Weekly | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | County | Free | Done by individual municipality |
| Town of Milton | Weekly | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | County | Free | Done by individual municipality |
| Town of Modena | Weekly | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | County | Free | Done by individual municipality |
| Town of Mondovi | Monthly | Cardboard, Paper, Aluminum, Glass, Tin, Oil, Antifreeze, Fl. Bulbs, yard refuse, appliances, unacceptables | Curbside and Drop Off 3 days/week; City of Mondovi facilities | County | Free recycling of bulk collectables see tipping sheet for unacceptables | Done by individual municipality |
| Town of Montana | Drop Off 2x Weekly | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | Private Hauler | Free | Done by individual municipality |
| Town of Naples | Monthly | Cardboard, Paper, Aluminum, Glass, Tin, Oil, Antifreeze, Fl. Bulbs, yard refuse, appliances, unacceptables | Curbside and Drop Off 3 days/week; use City of Mondovi facility | County | Free recycling of bulk collectables see tipping sheet for unacceptables | Done by individual municipality |
| Town of Nelson | Drop Off Weekly | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | County | Free | Done by individual municipality |
| Town of Waumandee | Drop Off 2x Weekly | Cardboard, Paper, Plastic Aluminum, Glass, Tin | Multi-Stream | Private Hauler | Free | Done by individual municipality |
| Village of Cochrane, Belvidere Buffalo City | Drop Off Twice Weekly | Cardboard, Paper, Aluminum, Glass, Tin, Oil, Antifreeze, Fl. Bulbs, yard refuse, appliances, unacceptables | Multi-Stream | County | Free recycling of bulk collectables see tipping sheet for unacceptables | Done by individual municipality |
| Village of Nelson | Weekly | Cardboard, Paper, Aluminum, Glass, Tin | Multi-Stream | County | | Done by individual municipality |
| City of Fountain City | 2x weekly | Cardboard, Paper, Aluminum, Glass, Tin, Oil, Antifreeze, Fl. Bulbs, yard refuse, appliances, unacceptables | Curb Side/City Site Multi-Stream | Private Hauler | Free recycling of bulk collectables see tipping sheet for unacceptables | Done by individual municipality |
| City of Alma | Bi-weekly | Cardboard, Paper, Aluminum, Glass, Tin, Oil, Antifreeze, Fl. Bulbs, yard refuse, appliances, unacceptables | Curbside | Private Hauler | Free recycling of bulk collectables see tipping sheet for unacceptables | Done by individual municipality |
| City of Mondovi | Monthly | Cardboard, Paper, Aluminum, Glass, Tin, Oil, Antifreeze, Fl. Bulbs, yard refuse, appliances, unacceptables | Curbside and Drop Off 3 days/week | County | Free recycling of bulk collectables see tipping sheet for unacceptables | Done by individual municipality |

Source: Buffalo County, municipal websites

# Appendix G

## Southern Trempealeau Collection System Summary

**Southern Trempealeau Recycling System Overview**

| Government Unit | System | Frequency | Materials | Collection Method | Collector | How Charged? | Commerical Generators |
|---|---|---|---|---|---|---|---|
| City of Galesville | Curbside | Weekly | OCC, UBC, ONP, Magazines, Tin, Glass, | 2 stream | Hilltopper | Grant - Annual Municipal Fee | Contract separately |
| Village of Melrose | Curbside | Weekly | OCC, UBC, ONP, Magazines, Tin, Glass, | 2 stream | Hilltopper | Grant - Annual Municipal Fee | Contract separately |
| Village of Trempealeau | Curbside | Weekly | OCC, UBC, ONP, Magazines, Tin, Glass, | 2 stream* | Hilltopper | Grant - Annual Municipal Fee | Contract separately |
| Town of Caledonia | Drop Off | Twice per week | OCC, UBC, ONP, Magazines, Tin, Glass, | User sorts | STCSWC | Grant - Annual Municipal Fee | Contract separately |
| Town of Dodge | Drop Off | Twice per week | OCC, UBC, ONP, Magazines, Tin, Glass, | User sorts | Hilltopper | Grant - Annual Municipal Fee | Contract separately |
| Town of Gale | Drop Off | Twice per week | OCC, UBC, ONP, Magazines, Tin, Glass, | User sorts | Hilltopper | Grant - Annual Municipal Fee | Contract separately |
| Town of Trempealeau | Drop Off | Twice per week | OCC, UBC, ONP, Magazines, Tin, Glass, | User sorts | Hilltopper | Grant - Annual Municipal Fee | Contract separately |

* May convert to single stream within next year

**Residential MSW Collection Systems**
**County: Southern Trempealeau**

| Government Unit | 2014 pop. | Collection Location | Frequency | Contract | Designation | Eligible to Participate | Fees | How charged? | Bulky Items* |
|---|---|---|---|---|---|---|---|---|---|
| City of Galesville | 1507 | Curbside | Weekly | Hilltopper | La Crosse Disposal System | All residential | $2.75 per bag | Sold at retail establishments | Yes, anything |
| Village of Melrose | 500 | Curbside | Weekly | Waste Management | La Crosse Disposal System | All residential | $2.50 per bag | Sold at retail establishments & municipal building | 2 days/year. Small Fee. |
| Village of Trempealeau | 1612 | Curbside | Weekly | Hilltopper | La Crosse Disposal System | All residential | $2.75 per bag | Sold at retail establishments & municipal building | Yes, anything |
| Town of Caledonia | 931 | Drop Off | Weekly | Hilltopper | La Crosse Disposal System | All residential | $2.50 per bag | Sold at retail establishments | Yes, anything |
| Town of Dodge | 390 | Drop Off | Weekly | Hilltopper | La Crosse Disposal System | All residential | $2.50 per bag | Sold at retail establishments | Yes, anything |
| Town of Gale | 1725 | Drop Off | Weekly | Hilltopper | La Crosse Disposal System | All residential | $2.50 per bag | Sold at retail establishments | Yes, anything |
| Town of Trempealeau | 1792 | Drop Off | Weekly | Hilltopper | La Crosse Disposal System | All residential | $2.50 per bag | Sold at retail establishments | Yes, anything |

*Service provided at STSWC facility throughout the year