

CITY OF VAUGHAN

**EXTRACT FROM COUNCIL MEETING MINUTES OF MARCH 21, 2005**

Item 1, Report No. 13, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on March 21, 2005.

**1 DELIVERY OF WASTE AND RECYCLING COLLECTION SERVICES**

The Committee of the Whole (Working Session) recommends approval of the recommendation contained in the following report of the Commissioner of Engineering and Public Works, dated March 1, 2005:

**Recommendation**

The Commissioner of Engineering and Public Works recommends that the City of Vaughan retain control of waste and recycling collection services, as authorized by the Ontario Municipal Act, 2001 s 11.

**Purpose**

The purpose of this report is to provide Council an assessment of Vaughan's role in providing waste and recycling collection services.

**Background - Analysis and Options**

On January 12, 2005, the Region of York Solid Waste Management Committee submitted a report entitled "Waste Management Responsibilities". This report was prepared, in part, to respond to the Town of Newmarket's request that the Region of York assume the responsibility of waste collection. In their report, the Region reviewed five governance models with respect to shifting responsibilities from one tier to another and the report presented five scenarios:

1. Status quo – shared responsibility, accountability and clarity
2. Regional assumption of waste management from the lower tier.
3. The lower tier is responsible for collection as per the Municipal Act and acts as a contractor to the upper tier who is responsible for waste management services
4. The upper tier is responsible for processing and disposal of recyclable material and residual waste and acts as a contractor to the lower tier who would provide waste management services.
5. Establishment of a municipal service board.

The report provided an overview of each option and recommended a variation of option 2 that permits the opportunity for the Region to consider the assumption of lower tier waste management responsibilities on a municipality by municipality basis. The Region's recommendation, endorsed by Regional Council, in part, stated: *"The Region notify the Town of Newmarket and any other local municipality that it is prepared to commence negotiations with only those municipalities interested in transferring its waste management collection responsibilities to the Region as per Section 189 of the Municipal Act"*.

On January 1, 2003, the new Ontario Municipal Act 2001 came into force. In the new Act, municipalities were given specific spheres of responsibility. For waste management, the following table outlines those responsibilities:

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Sphere of Jurisdiction	Part of Sphere Assigned	Upper-Tier Municipality To Which Part of Sphere Assigned	Exclusive or Non-Exclusive Assignment
Waste Management	Whole, sphere, except waste collection	Durham, Halton, Lambton, Oxford, Peel, Waterloo, York	Exclusive

As per the table from the Municipal Act 2001, York Region was one of 7 upper tier municipalities specifically set out in the Act as having responsibility for all waste management *except for collection*.

This provision in the Act allows for waste management services to be jointly delivered by the Region of York and its local area municipalities. This delineation of responsibility was the catalyst for the Region assuming all costs related to processing, transfer and disposal of materials. Previously, these costs were paid by the area municipalities. Although this allowed the local municipalities to lower their operating budgets, ultimately it was the same taxpayer that paid the bill for waste management services, and there was no overall saving as a result of this move.

Waste management initiatives can successfully be implemented via the current two-tier system. To realize true efficiencies and effectiveness of various waste management programs, it is imperative that accountabilities and responsibilities be clearly delineated between the two entities. To this end, staff from the area municipalities and York Region have met over the past few years to delineate these responsibilities.

For example, in terms of promotion and education, there has been general acceptance amongst the local and regional municipalities that the Region will provide the broad based Region-wide promotion and education relating to various waste diversion programs such as expanded materials for blue box recycling, raising public awareness about landfill and cross border transfer of waste issues, and other waste diversion initiatives. The area municipalities focus their efforts specific to their collection programs and collection requirements. To this end, the area municipalities continue to work with the Region to ensure a level of co-ordination of promotion and advertising initiatives.

There are three main issues of concern with any change to the current method of service delivery: levels of service, customer service, and the cost of the delivery of such services.

Levels of Service

Although some of the local area municipality's policy decisions are constrained due to waste management decisions made at the Regional level, it is at the local municipal level where Council can directly impact policy decisions with respect to collection services. It is the local municipality that dictates matters relating to collection frequencies, collection zones, collection days, bag limits, bag tag fees, pilot projects, special collections, and the level of customer service expected and/or required by the residents.

A one size fits all approach does not take into account the uniqueness of the various communities in a municipality, or the need to differentiate between urban and rural programs. In addition, specific areas in a municipality may require different levels or types of service due to external reasons. An example would be the different collection and processing requirements needed to deal with the Asian Long-Horned Beetle.

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Collection services remaining with the lower tier municipality also provides for a tighter control on ensuring that the tonnage reported to be collected in a given municipality is actually collected in that municipality and did not include any waste collected from neighbouring municipalities. The tonnage reported for each waste stream dictates the waste diversion level of that municipality, and if not accurate, can skew reported waste diversion rates. A change of collection responsibilities would also mean that waste diversion targets would be solely driven at the Regional level, and may not take into account each municipality's specific issues when implementing new programs or changes to existing programs.

#### Customer Service

Waste collection is one of the highly visible services that Vaughan residents' tax dollars provide. Each Vaughan household receives at least 112 collections per year, excluding large appliance collections. The customer service component speaks directly to Vaughan's Vision of "Citizens First Through Service Excellence", and also to servicing our citizens. Currently, the City maintains direct control how City staff and collection contractors respond to resident complaints. In 2004, the City of Vaughan handled in excess of 4,170 waste related calls. Should a resident phone in to complain about any aspect of the collection service, the matter is addressed expeditiously – usually the same day. Depending on the nature of the call, the matter is either investigated by the contractor or City staff. Due to the fact that collection is at the local level, other departments, such as By-law Enforcement, work closely with Public Works staff when needed to resolve ongoing problems related to set outs or problem locations.

Of significant concern are collection matters that can pose a danger to public health and/or require immediate attention. Typically, calls that may pose some form of health risk are calls relating to medical waste at curbside (i.e. needles, etc.), inaccessible streets due to construction or illegally parked vehicles, and spills. These calls, which are not attributable to the contractor(s), require staff's immediate attention. As an example, the collection contractor notifies City staff immediately should they see any material placed at curbside that may endanger the public. If the collection contractor calls about finding medical waste on the driveway/roadway, City staff will visit the site immediately and negate or remove any potential public danger and notify the resident of the infraction. Again, with collection at the local level, other Public Works sections and City departments are willing to assist in cases where action needs to be taken immediately.

#### Cost

It is highly questionable whether collection efficiencies are realized through "economies of scale" using a single tier scenario, or moving some municipality's collection services to the Region. In order to achieve any significant cost savings, there has to be some form of optimization of collection efficiencies, and standardization of collection frequencies. This is typically realized through homogenous collection programs shared among various neighbouring municipalities. The implementation of such a system would negate the individuality of each local municipalities waste/recycling collection program.

Although it is a common thought that moving services (i.e. water, transit, waste) to a single tier system optimizes cost savings via scale of economies, this is not always the case. A good example was when the Region assumed the transit function and the operating budget for that service increased significantly. Waste collection costs, are normally determined by a competitive tendering process. This ensures that prices are competitive for the given market area, and allows a larger number of bidders to compete. A larger contract could automatically eliminate some of the smaller companies due to the lack of equipment and the large capital investment needed. This would narrow the field down to fewer bidders and may result in increased contracted collection costs.

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It must also be remembered that each municipality has specific and unique needs. While the Region's report indicates that waste management costs in York Region are higher than some other municipalities in Ontario, these unique needs must be looked at, and not summarized as a need to change the current system. For example, Vaughan has had a significant cost increase in collection costs due to the additional collections required to control the Asian Long-Horned Beetle, and the increased number of yard waste collections. In years previous, Vaughan also provided twice per week waste collection in the summer months. Markham, a municipality known for waste management initiatives, chooses to fund pilot projects to determine both waste diversion and operating efficiencies. These additional services and pilot projects do increase the overall collection costs.

However, the Region must assume some responsibility for excessive overall costs. The recent contract with Miller Waste to operate their new MRF has an operating cost that is 13% higher than the City of Toronto's costs for similar services. The price originally submitted by Miller was 100% higher than Toronto's cost. It is clear that collection is not the only factor when looking at an efficient waste management system.

Finally, the question must be asked, as to when does a local municipality become redundant? If the basic services that residents' tax dollars are funding are transferred to another level of government, why should residents fund two levels of government? Along those lines, how long can the local level of government survive, if it is no longer seen as the provider of service to its residents? While transferring waste collection to the Region may allow for a lower tax rate for the Vaughan portion of the property tax bill, the residents of Vaughan will still pay for collection services through an increased Regional levy, or other cost recovery agreement with the City. The only difference is that the City will no longer have full control over the delivery of such services to its residents.

#### **Relationship to Vaughan Vision 2007**

This report is consistent with the priorities previously set by Council and the necessary resources have been allocated and approved. Ensuring that collection services are provided in the most efficient, effective manner to meet the needs of its residents is consistent with Vaughan Vision A-1, which states 'Pursue Service Excellence in the Delivery of Core Services', and the overall theme of "Serve Our Citizens".

#### **Conclusion**

Waste and recycling collection services affect each Vaughan household each week. In total, the average Vaughan household receives 112 separate waste and recycling collections each year, excluding appointments for large appliance collection services. In total, this represents over 7,448,000 collections across the City. Along with winter road maintenance, it is one of the most visible services that a municipality can provide its residents in terms of services for tax dollars.

The issue of who provides what services goes beyond that of waste and recycling collection. Should a growing number of service responsibilities continue to be transferred to the Region, the area municipalities, including Vaughan, would need to defend their existence in light of the limited service they would provide directly to their residents.

To ensure that waste and recycling collection services are provided in a manner consistent with the needs of the City, in a competitively bid environment, and to ensure optimal customer service for Vaughan residents, it is recommended that Vaughan retain control over all waste and recycling collection services.

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**Report prepared by:**

Caroline Kirkpatrick, C.E.T., M.C.I.P.  
Manager of Solid Waste Management

Brian Anthony, CRS-S, C. Tech  
Director of Public Works

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Item 2, Report No. 13, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on March 21, 2005.

**2      “GREENING VAUGHAN” – A COMPREHENSIVE WASTE MANAGEMENT PLAN**

The Committee of the Whole (Working Session) recommends:

- 1)      That the recommendation contained in the following report of the Commissioner of Engineering and Public Works, dated March 1, 2005, be approved, subject to:
  - a)      replacing clause 3 with the following:

That a “Greening Vaughan” Advisory Committee be established and that staff provide a report to the Committee of the Whole meeting in April 2005 on the Terms of Reference;
  - b)      adding to the end of clause 5 “and integrate existing initiatives, such as, Earth Day, the Anti-Litter program and Cash for Trash;
  - c)      replacing “October 31, 2006” in clause 8 with “November 14, 2006”; and
  - d)      replacing “September 11, 2007” in clauses 12 and 13 with “September 10, 2007”;
- 2)      That the Region of York be requested to design/build in the City of Vaughan a Community Environmental Centre to address hazardous household waste, including an exchange program;
- 3)      That the Region of York be requested to assist with financial and technical support for Vaughan’s communication and participation plan;
- 4)      That staff develop as a component of this plan, a strategy specific for high rise and high density developments such as, condos and apartments to allow residents to take part in all components of the recycling and waste management program; and

Furthermore, that the Planning Department, in consultation with Engineering and Public Works, develop a strategy that includes appropriate planning and building requirements to ensure that high rise developments establish facilities that will support and encourage recycling in those types of buildings; and

- 5)      That the presentation material, be received.

**Recommendation**

The Commissioner of Engineering and Public Works recommends, that in order to achieve the provincial target of 60% diversion by 2008, the ‘Greening Vaughan’ comprehensive waste management plan, consisting of Phases 1, 2, and 3, and the following recommendations, be approved in their entirety:

Phase 1 (2005)

1. That staff enter into discussions with Waste Management of Canada Corporation, regarding the provision of once per week recycling collection, and subject to the contractor being able to provide sufficient vehicles, and the necessary funds being

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approved, once per week recycling collection be implemented Tuesday September 13, 2005, and should the contractor's costs be prohibitive, once per week recycling collection commence upon the start of the new collection contract, January 1, 2006;

2. That a 4 container limit/dwelling/week (a combination of bags, containers and bulky items) for the garbage stream, be implemented in conjunction with the commencement of once per week recycling collection; and the City provide tags at no cost to the resident to be placed on all containers in excess of the limit;
3. That staff prepare Terms of Reference for the creation of a "Greening Vaughan" Advisory Committee;
4. That a clause be incorporated into the standard subdivision agreement, in the financial requirement schedule, requiring that the "owner" as defined the subdivision agreement to pay an amount equal to the cost of one green bin and the approved number of household organic bins per dwelling; and this be implemented as soon as possible;
5. That staff commence and implement the Communications Plan for the roll out of "Greening Vaughan", as generally described in this report;
6. That staff apply for a COMRIF grant to offset the cost of purchasing the green bins;

Phase 2 (2006)

7. That the City provide each household one (1) large green bin and an approved number of small in-house containers for organic waste;
8. That once per week City-wide Source Separated Organics collection commence on Tuesday, October 31, 2006;
9. That a 3 container limit/dwelling/week (a combination of bags, containers and bulky items) for the residual waste stream, be implemented in conjunction with the Source Separated Organics collection and additional tags be sold for \$1.00 each;
10. That the most current waste/recycling collection By-law be amended to add '*Corrugated Cardboard*' to the list of materials defined as 'Non-Collectible Waste';
11. That the City implement a full cost recovery fee for all new, replacement, stolen, or lost blue boxes and green bins effective Tuesday October 31, 2006;

Phase 3 (2007)

12. That the collection frequency of residual waste (garbage) be set at once every other week, effective Tuesday September 11, 2007;
13. That a 3 container limit/dwelling/collection (a combination of bags, containers and bulky items), be placed on the residual waste stream with additional bag tags purchased for a \$1.00 fee, effective Tuesday September 11, 2007; and,
14. That the presentation by the Commissioner of Engineering and Public Works be received.

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#### Purpose

The purpose of this report is to provide Council with a comprehensive waste management plan that will achieve, and possibly exceed, the provincial target of 60% diversion by 2008.

#### Background - Analysis and Options

##### **1. A NEED FOR CHANGE**

Since the closure of Keele Valley landfill site in December 31, 2002, all area municipalities in the Region of York have had to meet the ever-changing requirements for the disposal of waste and the processing of recyclables and organic materials. Since 2003, the City of Vaughan has changed various components of its waste/recycling collection program to meet these new disposal and processing requirements, to increase waste diversion and/or to reduce waste management costs. Some of the changes in the City's waste management program over the past several years are as follows:

- increased promotion/education to allow for greater modes of communicating the City's waste management program, such as mobile signs, waste/recycling/leaf and yard stickers, appliance stickers, door hangers and collection calendars (2002)
- introduced the appliance collection fee (2003)
- subsidized the sale of backyard composters (2003)
- incorporated a clause in the subdivision agreement, whereby the 'Owner' as defined in the agreement, is required to pay the equivalent of 2 blue boxes per household (2004)
- eliminated twice a week garbage collection (2004)
- improved leaf and yard collection frequencies to include summer months (2004)
- introduced a ban of additional materials from the waste stream (i.e. leaf and yard waste and used beverage containers), in keeping with the Michigan's Department of Environmental Quality list of prohibited wastes (2004)
- introduced a ban of plastic bags for leaf and yard waste collection, as per the Region of York's processing requirements (2005)

At the Regional Council meeting of December 16, 2004, Region of York Council recommended (in part) that *"All local municipalities be advised to implement a source separated organic collection program no later than June 1, 2006 or on the renewal date of their respective collection contracts"* and that *"Local municipalities pay all costs related to the collection of source separated organics, including the provision of collection containers"*.

According to the Region, the Town of Markham will roll out the SSO program to the remaining portion of their community shortly after the July 2005 opening of the York Region's new Waste Management Facility. The Towns of Newmarket, Richmond Hill, and Aurora are expected to launch their SSO programs sometime in 2006 and Town of Georgina and the Town of Whitchurch-Stouffville have indicated a launch date sometime in 2007. The remaining two municipalities (King and Vaughan) have not articulated to the Region a proposed start date for the Source Separated Organics (SSO) program.



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The concept of the “Greening Vaughan” waste management program is to implement a comprehensive systems plan, which includes a SSO collection program. As a systems plan, the overall program’s success will depend upon each individual segment of the proposed system. The success of one component is inextricably linked to the implementation and success of another component of the system. It is imperative that all system components be implemented in order to achieve the desired goals; higher diversion rates, public acceptance, and a much more responsible waste management program. As such, the program recognizes that should one component of the program be altered (i.e. set out restrictions, material bans or collection frequencies) another component of the program must be enhanced to “replace” that service that has either been reduced or removed.

**2. THE EXISTING PROGRAM - WHERE WE ARE NOW**

Diversion targets are important tools for benchmarking the success of waste diversion programs. In 2004, the City of Vaughan’s waste diversion rate was approximately 19.5% (up approximately 8% from 2001), compared to a Region of York average of 26% (Source: Waste Diversion Organization). In June 2004, the Minister of the Environment announced (via a Discussion Paper) a goal with respect to municipal waste diversion efforts – 60% by the year 2008. This objective, although ambitious, is attainable. When a residential curbside waste composition study was conducted in January 2002, it was found that 42.5% of the waste could have been diverted through existing programs. Of that 42.5%, 14.9% represented yard waste material – even though the study was conducted during the leaf and yard collection program. If that same study were done in 2004, the leaf and yard portion in the waste stream would have been much lower due to the ban of leaf and yard material in the regular garbage. Regardless, there still would be a significant portion of recyclables (i.e. 27.6%) disposed of in the regular garbage, as there has been no significant change to the City’s waste management program (since the study) that would directly impact this finding.

**Table 1  
Current and Target Diversion Rates**

<b>Material Stream</b>	<b>Current Diversion</b>	<b>Estimated Target Diversion</b>
Blue Box materials*	11.0%	21%
Curbside Organics	n/a	30%
Leaf and Yard Waste (includes grass)	7.5%	7.5%
Depot*	0.0%	1%
Backyard Composting*	0.0%	0.5%
Appliance Recycling	1%	1%
<b>Total</b>	<b>19.5%</b>	<b>61%</b>

\*Notes:

- Backyard Composting: It is estimated that 58 tonnes was diverted from landfill via backyard composting. This amount is not high enough to register a 10<sup>th</sup> of a decimal percentage point, so therefore it is not shown on the table above.
- Depots: Diversion target assumes that a residential drop off location (for leaves and recycling) – located in Vaughan - will be available to residents
- Blue Box: Diversion target assumes the provision of weekly recycling and an enhanced blue box program

**a) Curbside Residential**

The following is a summary of the City’s current curbside collection program:

- Garbage: Collection provided weekly. No limit on the number of items.
- Bulky items: Collected with the regular garbage. No limit on the number of items.

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- Leaf and Yard waste material: Collected for 16 weeks weekly (Spring and Fall) and 18 weeks bi-weekly (Summer), totaling 34 collections/area/year. Grass clippings are not banned from the leaf and yard stream. As of January 1, 2005, no plastic bags will be permitted.
- Christmas tree collection: Two collections/area/year.
- Appliances: Collected by appointment only at a cost of \$25/per appliance.
- Backyard Composters: Available year round at the Joint Operations Centre. The City provides a \$10.00 subsidy on each composter.
- Blue Boxes: Collection provided once every other week. Two free blue boxes per household. Additional blue boxes are \$5.00 each. Costs are partially recouped via a clause in the subdivision agreement requiring “Owners” (as defined in the agreement) to pay for 2 blue boxes for each residential dwelling unit constructed. Blue boxes are only available at the Joint Operations Centre.

When compared to current waste management service levels (re: curbside collection) & diversion rates at other municipalities in the Region of York, the City of Vaughan does lag behind in some aspects of its waste management program, namely bag limits, bag tags, blue box fees, ban of grass from the leaf and yard waste collection and the ban of cardboard from the garbage stream.

**b) Multi-Residential**

Multi-residential establishments participate in a similar liberal waste collection program. There is no limit on the amount of waste (including bulky items) that a multi residential establishment can set out for collection. However, multi-residential establishments do not partake in the City's programs for leaf and yard waste material collection, Christmas tree collection and backyard composters. For recycling, the owners of the complexes are responsible for purchasing the large 95 gallon wheeled (recycling) carts. Recycling collection is provided to the multi-unit dwellings on a weekly basis.

Given the significant differences between curbside and multi-residential waste programs, collection methods and how a resident disposes of their waste (curbside vs. disposal chute), multi residential establishments are not included in the first 3 phases of the proposed waste management systems plan. Multi-residential establishments account for approximately 9% of the total residential dwelling units collected by the City. It is anticipated that once the curbside waste management systems plan has been fully implemented, the City will review the waste management program for multi residential establishments (Phase 4).

**c) Non Residential Establishments**

Although the City's curbside collection program is intended for the residential sector only, there are a number of non-residential establishments in the downtown Kleinburg, Woodbridge and Thornhill communities, which, to the understanding of City staff, have been informally “grand parented” into the City's curbside waste collection program. These entities receive collection services under the same rules and conditions of the residential curbside collection program. However, there is no formal record to indicate the addresses of those non-residential establishments entitled to collection or when they were approved for service. There are a number of other locations across the City that receive curbside waste collection also.

In total, there are approximately 170 known non-residential establishments receiving curbside collection via the City's residential collection program. Some of the establishments include: churches, businesses, banks, Montessori schools etc. It may be that some of these establishments will “de-list” on their own volition, as they will not be able to adhere to the new waste management program requirements. However, staff will revisit this issue with Council prior to the finalization of the new collection contracts.

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**3. “GREENING VAUGHAN” – The New Program**

**a) The Program Objective**

At the end of the “Greening Vaughan” program (phases 1 to 3), the following changes summarized in Table 2 will have been implemented:

**Table 2  
“Greening Vaughan” Program**

Increase diversion through:

*Source Separated Organics:* Once per week collection. Green Bins provided for free during roll out. Residents will be required to pay for them thereafter or use alternative container.

*Recycling:* Once per week collection. Expanded blue box program. More liberal set out requirements (i.e. containers and size of bundled cardboard).

*Garbage/Residual:* Once every other week collection. Container limit of 3 (a combination of bags, containers and bulky items). Fee for additional containers/bulky items.

*Other:*

- Blue boxes to be more readily available at all Community Centres. Residents are to be charged for all blue boxes, as no-cost alternative containers can be used.
- Green bins to be funded by developer/builder via financial requirement in subdivision agreement for new developments.
- Cardboard banned from waste stream.
- Christmas trees will have a size requirement.
- Definitive criteria to be established for determining which non-residential establishments are entitled to curbside collection.

Duration of Implementation: approximately 2 years

Number of Phases: 3

It is not anticipated that Leaf and Yard Collection, Appliance Collection, and the subsidy for backyard composters will change during the roll out of the new program.

**b) Proposed Roll Out Plan – HOW TO GET WHERE WE WANT TO GO**

The rationale for a 3-phased approach is to provide residents ample opportunity to adjust to the new waste management requirements. As the summary indicates, there are significant changes to adapt to.

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It is anticipated that a minimum of 8 to 9 months of lead time is required to implement a SSO program: a new tender would have to be developed for the collection of waste materials and issued far enough in advance (i.e. +6 months) to permit the contractor(s) to purchase the requisite vehicles; the waste/recycling collection by-law will have to be rewritten; green bins would have to be purchased; and, a comprehensive communications plan must be developed and implemented.

Proposed time lines and tasks have been outlined in Appendix I, "Roll Out Plan". The plan identifies the tasks and timelines for each phase as well as the preparatory tasks required to be completed prior to the launch of the program. A communications plan accompanies this roll out plan and is discussed later in this report. A summary of the "Greening Vaughan" roll out plan is described in Table 3 below:

**Table 3**  
**"Greening Vaughan" Roll Out Plan**

**PREPERATORY** (Immediate)

- Enter into discussions with Waste Management of Canada Corporation regarding the provision of once a week recycling commencing September 13, 2004;
- Prepare, tender and award new collection contract with January 1, 2006 start date;
- Incorporate into the standard subdivision agreement, in the financial requirement schedule, requiring the Owner as defined in the agreement, to pay an amount equal to the cost of one green bin and the requisite number of household bins, as determined by members of Council;
- Develop new waste/recycling collection By-law, including height restriction on Christmas trees;
- Address issue concerning non-residential establishments receiving curbside collection;
- Hire staff/students;
- Develop and implement communications plan;
- Prepare Terms of Reference for the creation of a "Greening Vaughan" Advisory Committee;
- Prepare tender for green bins and household containers; and,
- Prepare for official launch of "Greening Vaughan" (and launch of subsequent phases)

**PHASE 1** Implementation Date: SEPTEMBER 13, 2005\*

**Garbage:** Once per week collection, 4 container limit (a combination of bags, containers and bulky items), free tags provided for additional containers/bulky items.

**Recycling:** Once per week collection with expanded list of materials.

\*Alternate date of January 1, 2006 with commencement of new collection contract

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**PHASE 2** Implementation Date: OCTOBER 31, 2006

**Residual waste (garbage):** Once per week collection 3 container limit (a combination of bags, containers and bulky items), fee for tags for set outs over the limit.

**Source Separated Organics:** Once per week collection.

**Recycling:** Once per week collection (unchanged from Phase 1).

**Other:**

- Blue boxes are made available at all Community Centres. Residents to pay for each blue box; and,
- Cardboard banned from the waste stream (must be recycled).

**PHASE 3** Implementation Date: SEPTEMBER 11, 2007

**Residual waste:** Every other week collection, 3 container limit (a combination of bags, containers and bulky items), fee for tags for set outs over the limit.

**Source Separated Organics:** Once per week collection (unchanged from Phase 2).

**Recycling:** Once per week collection (unchanged from Phase 1).

Note: The container limit noted above includes weight and size restrictions.

i) Phase 1: September 2005

In Phase 1, the focus will be on recycling and the introduction of container limits. The Region's new facility will accept additional blue box materials, namely plastics #4 through #7, (excluding styrofoam and film plastic) and empty paint and aerosol cans. Although the Region is expected to open its new waste management facility in July of 2005, the launch of Phase 1 will commence in September 2005. The reason for delaying the launch date to September is premised on the fact that new programs of this magnitude ideally are not launched in mid summer when members of the households may be away from home. Launching Phase 1 in September also permits the ability to fully utilize summer students in the preparation of promotional and educational material and the distribution (door to door) thereafter. Furthermore, it gives the Region (via Miller) time to rectify operational issues, if so required.

The introduction of the 4 container limit and the expanded blue box program will coincide with the provision of a weekly blue box (recycling) collection program, if the contractor is able to provide the requisite resources and if the costs are acceptable. However, should the collection contractor not be able to provide the necessary resources and/or if the collection costs are deemed too prohibitive in implementing weekly recycling in September of 2005 (which is in the last 4 months of the existing contract), weekly recycling would not commence until the start of the new collection contract, January 1, 2006.

The proposed 4 container limit (a combination of bags, containers and bulky items) is anticipated to have a moderate impact on most residents' day to day waste management practices, as the

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average set out rate was estimated to be between 3 to 4 containers/dwelling/week (*Source: Residential Curbside Waste Composition Study, Marshall Macklin Monaghan, January 2002*). The container limit, although not too restrictive, is intended to make residents aware of the alternatives to waste. Residents placing more than 4 containers out at curbside will be required to place a tag on every container/bag/bulky item over the limit. During the first phase, the City will provide residents an unlimited number of tags at no cost.

Should weekly recycling be deferred from September 13, 2005 to January 1, 2006, the success of the voluntary 4 container limit will be compromised – at least for the first 4 months of Phase 1. It is anticipated that residents may continue to dispose of recyclable materials in the garbage, as a convenient alternative would not be available.

ii) Phase 2: September 2006

Phase 2 is to commence in September 2006 with the delivery of the green bins and introduces the Source Separated Organics collection program. This timeline is generally consistent with the Region's June 1, 2006 "advised" deadline. With the introduction of SSO collection, garbage, or "residual waste" as it will be known, will continue to be collected weekly, but the limit will be reduced to 3 containers/dwelling/week (a combination of bags, containers and bulky items). In addition, all additional containers/bag/bulky items will require tags, and these will need to be purchased by the resident for a \$1 fee. SSO collection would start October 31, 2006.

The green bins for the Source Separated Organics program will, at launch time, be provided a no cost to the resident. After the launch, residents will be required to purchase a replacement green bin or designate any open top rigid container as an organic waste receptacle. Should a resident elect to do the latter, the bin must be clearly labeled 'organic waste'.

While there have been some reports linking SSO collection with creating a rodent problem, these complaints are largely unfounded. The container used by both Toronto and Markham has a lid with a latch that was designed to be rodent and raccoon proof. The organic materials are collected at the same frequency as garbage was collected prior to the introduction of SSO collection. As such, the materials that attract rodents are collected as often as they were before, and, the container that is being used for SSO collection is, in many cases, superior to the garbage containers that residents used prior to the SSO collection being introduced. The real problem lies in the fact that if residents do not take full advantage of the organics collection program and throw organic materials out in the regular garbage stream, these residual materials must remain uncollected for two weeks. The phased approach to SSO and residual material collection, as recommended, will allow residents an opportunity to acquaint themselves with the new program for a one year period, thereby giving staff time to educate and promote the programs. This is why promotion and education is important to the success of residents embracing the program.

To fully capture all the materials that can be put in the blue box, it is also recommended that corrugated cardboard be banned from the waste stream, as is done in 8 of the 9 municipalities in the Region of York. The new collection contract will allow for more liberal set out dimensions for bundled corrugated cardboard in the blue box (recycling) collection program.

Further, it is recommended that blue boxes be made more readily available to residents via Community Centres and residents be charged for each blue box provided for by the City. Again, as with the corrugated cardboard, the new collection contract will allow for more liberal set-out requirements. Residents, if they choose not to purchase a blue box, may use a similar sized rigid container (i.e. cardboard box, laundry basket) to place their recyclables in.

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iii) Phase 3: September 2007

The third phase of the “Greening Vaughan” program is to provide alternate week residual waste collection and continue with the 3 container limit (a combination of bags, containers and bulky items), with fees for additional containers/bags/bulky items. Phase 3 will be launched September 2007.

It is intended, through the promotion and education campaign, that residents will understand that most of their waste can be diverted through recycling and organic collections, which will continue to be collected weekly.

After experiencing the SSO program for almost a year, residents will know that putrid or “yucky” wastes – typically characterized by food wastes, soiled paper products, pet waste and personal care products, are collected weekly with the Source Separated Organics program. It is these putrid wastes that emit the foul odour(s) if left in containers for an extended period of time.

The every other week residual waste collection will only be problematic to residents that do not fully participate in the waste diversion programs offered by the City.

**d) Proposed Communications Plan**

The Communication Plan is to emphasize the need to increase waste diversion. This goal is motivated by the need to reduce dependency on landfill (Michigan or otherwise), saving resources, and generally acting in a more environmentally responsible manner. As part of the waste diversion initiative, it is important to emphasize the fact that extra collections are now being provided, namely organics and recycling, and not focus on a reduced level of “garbage” collection.

The success of any new initiative or plan is premised, to a large extent, on the ability to effectively communicate such plan to the residents receiving the services, and in turn, the willingness of that community to understand, accept and ultimately embrace change. In an effort to assist with this initiative, it is recommended that a “Greening Vaughan” Advisory Committee be established prior to the official launch of the first phase of the waste management plan. Ideally, this committee will consist of 6 – 7 members and will have representation from the City staff, Members of Council and member(s) of the public. The tentative mandate of the committee would be to:

- Explore strengths and weaknesses of other residential source separated organics programs that have been implemented in other municipalities (i.e. implementation plan, communications plan and operational concerns)
- Work with the Region of York with respect to the “upper level” promotion and education aspect of the “Greening Vaughan” waste management plan
- Investigate impacts of organics collection on solid waste collection service levels, existing collection contract and by-laws
- Develop and deliver a comprehensive public education program relating to waste diversion program and source separated organics
- Conduct a public consultation process
- Review necessary requirements for supplier services

A successful communication plan takes advantage of various modes of communication and as such requires considerable resources to prepare and implement. The depth of the communications plan is also premised on the funds approved to undertake this initiative. City staff have worked closely with Region staff on the development of the following communications plan, and will continue to work together to ensure consistency in messages and take advantage of each others’ financial and technical abilities.

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There are 6 main components of the proposed communications plan:

1. Community based advertising
2. Outreach and Door to Door Promotion
3. Customer Service
4. Media Relations
5. Research
6. Multi-lingual Outreach (what languages are to be used and where to use them)

Appendix II of this report provides a more detailed overview of the activities that would be incorporated into the communications plan, including the creation of a “Greening Vaughan” web site linked to the City’s web page. A ‘Kick-Off’ event hosted by the Mayor and members of Council, will officially launch the “Greening Vaughan” program, and similar ‘kick-off’ events are planned at the launch of subsequent phases of the waste management plan.

#### **e) Financial Implications**

The initial financial implications for this undertaking entitled ‘Greening Vaughan’ are summarized below.

Collection Services: Although the City is introducing another collection to its services, the extra costs will be mitigated with the weekly co-collection of materials. This is premised on the fact that the Region will permit the southern municipalities to tip the recyclables, the source separated organics, and the residual waste at one southern location. The ability to collect two material streams in one vehicle reduces the overall number of vehicles required, and therefore, the cost to provide co-collection is less than two separate collections. Given that there is no accurate comparator in the Region, the true costs of collection will not be known until the new collection contract tender is closed.

#### Advertising and Promotion

In order to effectively launch a waste management plan of this magnitude (i.e. source separated organics), it is estimated that it will cost the City approximately \$2.00/household. This figure is synonymous to that used in the City of Toronto, the City of Halifax and the Town of Markham. Based on the estimated number of curbside residents to be serviced, an additional \$140,000 for Promotion and Advertising would be needed to launch the SSO collection program. Some cost savings may be realized via complimentary public education initiatives spear-headed by the Region of York with respect to Source Separated Organics, Diversion Targets and other “high level” promotions. Further cost savings may be realized through the cooperative sharing of promotional material pertaining to the SSO program by the area municipalities in the Region (i.e. Town of Markham).

#### Purchase of Green Bins

It is intended that the City will provide, during the initial launch, one free green bin, and one household organic bin per dwelling. Should a resident require additional bins (either household or curbside), they will be required to purchase them at full cost, or alternatively, use an appropriately sized rigid container clearly labeled “Organic Waste”. Although there will be an initial front-end cost for the supply of these bins, some of that cost will be recouped via the proposed addition to the wording of the subdivision agreement. The clause would require the “Owner”, as described in the agreement, to pay for one green bin and one household organic bin per household. The clause will be a financial requirement in the agreement, similar to the one introduced for the cost of blue boxes. In addition, staff will apply for COMRIF grants in an attempt to reduce the cost of providing these bins. However, the direct provision of the green bins by the City to each household is key to the success of the program.



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The initial estimated capital cost for supply and delivery of the green bins is as follows:

green bin + two household containers                      \$28 x 69,000 hhds = \$1,932,000

Alternatively, should it be determined that only one household container be provided to each household, the estimated cost would be as follows:

green bin + one household container                      \$25 x 69,000 hhds = \$1,725,000

The cost of the green bins and household organic bins is an estimate only and includes the delivery of the bins by the supplier to each household in Vaughan. The estimate is based on discussions with Toronto and Markham staff.

The supplier will be responsible to record the delivery of each bin (i.e. address, date, time), and insert the City's literature into each bin prior to delivery. The actual costs will be determined by the results of the tender, and the final number of containers distributed.

Staffing

With the 3 Stream SSO program, the waste habits of all Vaughan residents will be fundamentally changed. As such, it will involve a significant amount of education and promotion beforehand, and continuous monitoring after its implementation to ensure the program is successful. Accordingly, it was recommended and approved by Council on February 14, 2005, that a position dedicated to the development, implementation, ongoing monitoring, education and promotion of existing and new waste management programs be created. This position will be directly involved in the implementation, education and promotion of the 3 Stream SSO program, and will also be responsible for initiating pilot projects that would result in Vaughan moving towards higher diversion rates. The position will not only focus on the single-family curbside programs, but would also be involved in programs for the multi-residential sector after the successful implementation of the curbside SSO program, and look at increased recycling and diversion in municipal facilities and open spaces.

In addition, the existing budget permits the hiring of several students (possibly 3 or 4) to assist in the development and implementation promotion and education campaign. With the staffing compliment noted above, the City will launch "Greening Vaughan" with 3 full time waste management staff and a number of summer students.

Bag Tags (Revenue)

Although it is anticipated that the City will generate some revenue with the sale of bag tags, this program should not be construed as a means to generate revenue. The purpose of a container limit/bag tag system is to deter residents from disposing of organic and recyclable materials into the garbage or "residual waste" stream. The more residents embrace the "Greening Vaughan" waste management programs, the less revenue will be generated through the sale of bag tags.

**Relationship to Vaughan Vision 2007**

The proposed waste management plan, as discussed in this report, is consistent with Vaughan Vision's A-3 "Safeguard Our Environment".

Should the program be implemented, it would be a change from the priorities previously set by Council and the necessary financial resources will have to be approved and allocated.

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**Conclusion**

The City is at a key point in time when it can make significant strides in improving its waste diversion numbers. The “Greening Vaughan” waste management plan provides a comprehensive, multi-year, phased approach to increase waste diversion. If followed, it will allow Vaughan to reach, and possibly exceed, 60% diversion by 2008.

**Attachments**

Appendix I – Proposed Roll Out Plan  
Appendix II- Communication Components

**Report prepared by:**

Caroline Kirkpatrick, C.E.T., M.C.I.P.  
Manager of Solid Waste Management

Brian T. Anthony, CRS-S, C. Tech  
Director of Public Works

(A copy of the attachments referred to in the foregoing have been forwarded to each Member of Council and a copy thereof is also on file in the office of the City Clerk.)

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Item 3, Report No. 13, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on March 21, 2005.

**3** **BROADBAND NETWORK SERVICES**  
**EXTENSION OF CURRENT AGREEMENT**

The Committee of the Whole (Working Session) recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Economic/Technology Development and Communications, dated March 1, 2005, be approved subject to replacing the word “year” in clause 2, with the word “September”;
- 2) That the Mayor and Clerk be authorized to enter into an extension agreement with Futureway Communications Inc. (FCI), in a form satisfactory to the City Solicitor;
- 3) That the confidential memorandum of the Director of Legal Services, dated February 24, 2005, be received; and
- 4) That the presentation material, be received.

**Recommendation**

The Commissioner of Economic/Technology Development and Communications, in consultation with the Director of Information Technology (IT) Services, Commissioner of Legal and Administrative Services, and the Director of Legal Services, recommends:

1. That a presentation by the Director of Information Technology (IT) Services in respect to this matter be received; and
2. That staff proceed to negotiate with the incumbent broadband network services provider for an extension of services until year 2007, and
3. That staff issue a Request for Proposal (RFP) for a converged data/voice network in year 2007, in conjunction with the Converged Data/Voice Network Strategy.

**Purpose**

The City, Vaughan Public Library (VPL) and PowerStream (Hydro) operations rely on the current broadband network for data and telephone connectivity between administrative buildings, operations centers, community centers and libraries. The broadband network has been implemented and managed for the City by Futureway Communications Inc. (FCI) as part of a five (5) year agreement. The agreement expired on July 31<sup>st</sup>, 2004.

The purpose of this report is to inform Council of the current status of the broadband network, its relationship to the data/voice network strategy, and to seek Council approval to secure broadband network services in conjunction with the strategy.

**Background - Analysis and Options**

**Legacy Data Network**

In late 1998 / early 1999, a comprehensive review of the City's data network environment was conducted. The review focused on the reliability of the data network, its effectiveness to deliver

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data services to all City, VPL and Hydro locations, and associated network costs. Due to a lack of network service providers at the time, the network design options were limited. As a result, the City's data network was implemented with inconsistent segments (dial-up, low bandwidth, and wireless) to achieve some level of connectivity. Because many of the network segments were slow, file servers and application servers were moved out into various facilities in order to address network performance issues. Moving servers out into distributed facilities put pressure on technology costs, increased the risk of security and extended down times when equipment required servicing. As a result, the network was inherently unreliable, ineffective, and increasingly expensive. To address these issues, a data network strategy was developed.

#### Data Network Strategy

In early 1999, a new Data Network Strategy was developed by the Information Technology (IT) Services department to address reliability, effectiveness and cost issues of the old network. Part of the new data network design was the implementation of a broadband (high speed) network with consistent segments to City, VPL and Hydro facilities. The new network topology would create direct high-speed lines between remote facilities and the data center. This would allow centralization and consolidation of servers. This would lead to lower costs of technology, and provide reliable and effective access to shared files and applications from remote facilities.

In 1999, Vaughan Hydro-Electric Commission and FCI entered into a five (5) year agreement that resulted in FCI occupying space on Hydro's distribution system. To move the Data Network Strategy forward, one of the conditions of this agreement was for FCI to provide the City with access to 4 pairs (8 strands) of fiber-optic cables between specific City, VPL and Hydro facilities. In addition to installing fiber-optic cables, FCI installed termination and switching equipment to comply with the City's data network requirements. Furthermore, the implementation and network management costs of the data network would be the responsibility of FCI for the duration of the agreement. If the City was to pay for such services, the cost over five (5) years would have been approximately \$1 million. In addition, by dismantling the old data network infrastructure, the City saved an additional \$385,000 over the five (5) years. This agreement expired on July 31<sup>st</sup>, 2004. Even though the agreement expired, FCI continues to provide data network services to the City in good faith in anticipation of negotiations to extend the agreement.

#### Voice Network Strategy

In 2002, a review of voice communications network was conducted by Economic/Technology Development and Communications department (Telecommunications Section). The voice communications network enables the delivery of telephone services between City and VPL facilities. The focus of the review was on cost, capacity and reliability of the voice communications network. The results of this review indicated that the voice communications network was becoming increasingly expensive, lacked adequate capacity, and was becoming increasingly unreliable.

A Voice Network Strategy was developed to address the issues of cost, capacity and reliability. The strategy focused on leveraging the unused fiber-optic cables, previously installed in support of the Data Network Strategy, to provide less expensive voice communications services while increasing network capacity and reliability.

In September of 2002, the City and FCI entered into a separate five (5) year voice communications agreement to implement the Voice Network Strategy. As part of the agreement,

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FCI would use the previously installed unused (“dark”) fiber-optic cables to provide voice communications services to select facilities, implement redundant “out-bound” lines, replace single business lines in select facilities, and provide extended local distance calling. The total cost of these services is approximately \$99,000 per year. However, the implementation of a fiber-based voice network allowed the City to realize annual cost savings of about \$77,000. Additionally, the Voice Network Strategy effectively addressed the issues of capacity and reliability.

#### Converged Data/Voice Network Strategy

In late 2002, the Telecommunications Section was transferred to the IT Services department. Soon after, a review of both data and voice networks was undertaken to identify opportunities for increased efficiencies and synergies. Around the same time, the emergence of “Voice over Internet Protocol” (VoIP) technology offered some options for synergies. As a result, the IT Services department developed an Integrated Data/Voice Network Strategy to take advantage of VoIP technology. VoIP technology allows the transmission of data and voice messages over a common conduit (fiber or copper). This requires less network infrastructure to facilitate data/voice networks. Common infrastructure has a positive effect on network management and administration costs.

For VoIP to work, appropriate equipment needs to be placed in all facilities to enable convergence of voice and data networks. This requires partnership with a single service provider. A voice network managed by one service provider cannot be converged with a data network managed by another service provider. Renewal of service contracts needs to be carefully timed to allow a service provider to assume voice and data services on a converged network.

#### Strategy Timelines

The data network services agreement expired in July 2004. The voice network services agreement will expire in September 2007. It would be ideal to solicit proposals for converged network services when both agreements expire. To accomplish this, the data network services agreement should be extended to coincide with the expiration of the voice network services agreement. Once expired, a Request for Proposals (RFP) can be issued for converged voice/data network services.

#### Business Case – Extension of Current Agreement

Service providers capable of providing network services that meet the City’s requirements were asked to provide quotations for such services. Only FCI and Bell are capable of meeting the City’s requirements in terms of bandwidth and connected facilities. FCI’s pricing for such services is considerably less than that of Bell.

Financially, it is advantageous to extend the agreement with FCI.

#### Other Service Providers

FCI is the only service provider that can immediately meet the City’s requirements for bandwidth and facilities. Bell can partially meet the City’s requirements, without extensive and costly upgrades to its network.

*(Note: The Regional Municipality of York recently issued an RFP for managed integrated voice and data network. The RFP includes supply of equipment, software, peripherals, and various maintenance services. Although seventeen (17) proponents submitted proposals for various aspects of the RFP, only FCI and Bell offered broadband services in selected areas of the Region that would meet Vaughan’s requirements.)*

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**Relationship to Vaughan Vision 2007**

Planning and Managing Growth – continual renewal and scalability of computing facilities, driven by municipal growth, enables staff to achieve higher levels of efficiency, effectiveness and customer service;

Technology and Innovation – use of information technology enables staff to effectively address various business and citizens service issues.

The recommendations made in this report and related initiatives are consistent with the priorities previously set by Council and the necessary resources have been allocated.

**Conclusion**

The current agreement with FCI for provision of broadband network services has expired. Such services are essential for City, Vaughan Public Library and PowerStream operations. All options for securing broadband services were explored.

Renewal of the data network services agreement with the City's current incumbent (FCI) is the most cost-effective option. The expiration of the renewed agreement should coincide with the expiration of the voice network agreement currently in place.

Upon expiration of both agreements in year 2007, an RFP should be issued for converged data/voice network services in conjunction with the Converged Data/Voice Network Strategy.

Necessary provisions in the Information Technology (IT) Services department 2005 budget have been made and approved by Council.

**Attachments**

None

**Report prepared by:**

Dimitri Yampolsky, Director of Information Technology (IT) Services – Ext. 8352

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Item 4, Report No. 13, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on March 21, 2005.

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**4**

**DISABLED PARKING VIOLATIONS**

**The Committee of the Whole (Working Session) recommends approval of the recommendation contained in the confidential report of the Commissioner of Legal and Administrative Services and the Director of Legal Services, dated March 1, 2005.**

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Item 5, Report No. 13, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on March 21, 2005.

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**5**

**UPDATE ON THE GREENBELT ACT**

**The Committee of the Whole (Working Session) recommends that the verbal report from the Commissioner of Planning, memorandum dated March 1, 2005 and hand-outs, be received.**