

## **COMMITTEE OF THE WHOLE - SEPTEMBER 18, 2006**

### **JOINT WASTE DIVERSION STRATEGY – FINAL REPORT**

#### **Recommendation**

The Commissioner of Engineering and Public Works recommends that:

1. The Joint Waste Municipal Waste Diversion Strategy be endorsed; and
2. Through the City's Greening Vaughan program, and through waste diversion initiatives in partnership with the Region of York, the City work towards a minimum of 65% diversion of waste from landfill.

#### **Purpose**

To present Council with the recommendations put forth in the *'Report of the Inter-Municipal Waste Diversion Strategy Committee'* (Attachment 1) that have been based on the waste diversion components proposed for consideration in the *'Joint Municipal Waste Diversion Strategy'*. The executive summary of the Joint Municipal Waste Diversion Strategy is shown in Attachment 2. A full copy of the report is available through the Clerk's Department.

#### **Economic Impact**

There are no financial implications associated with this report. However, there may be some future costs if mandatory recycling by-laws are implemented to provide for the resources necessary to ensure compliance.

#### **Background - Analysis and Options**

In May of 2006, Council received a report from the Inter-Municipal Waste Diversion Committee and endorsed its recommendation to *"approve, in principle the Inter-Municipal Waste Diversion Strategy subject to the outcome of the public consultations planned this summer"*.

The public consultation process conducted over the summer of 2006 is summarized in the attached report entitled *'Report of the Inter-Municipal Waste Diversion Strategy Committee'* (Attachment 1). The Joint Waste Diversion Strategy (Executive Summary) is attached as Attachment 2 and provides supporting documentation for the report.

Table 1, extracted from the Attachment 1, shows the waste diversion strategy options to be considered as part of the potential comprehensive waste diversion system.

Of those initiatives that are within the City's sphere of jurisdiction, the City's Greening Vaughan initiative has, or will, address most of options identified in Table 1. To illustrate, City staff added a column entitled *"Captured via Greening Vaughan"* which shows whether the City has, or will, implement the waste diversion component through the City's Greening Vaughan initiative.

**Table 1**  
**Description of Identified Options and Implementation Schedule**

<b>Option and Proposed Timing of Implementation</b>	<b>Description</b>	<b>Diversion Potential</b>	<b>Captured via "Greening Vaughan"</b>
Source Separated Organics Diversion <i>Immediate Implementation</i>	Diversion of household compostable wastes excluding yard waste. Requires specialized containers, collection and processing.	30%	Yes
Optimized Blue Box Diversion <i>Immediate Implementation</i>	Weekly collection; addition of new materials; using alternative collection containers; and/or collecting from local schools.	8%	Yes
Improved Yard Waste Diversion <i>Future Consideration</i>	Improved collection service across all municipalities to a minimum of biweekly collection (April – November).	5%	Yes
Use of Community Environmental Centres <i>Immediate Implementation</i>	Location of convenient and accessible depots to receive reusable and recyclable materials and waste that can not be set out for curbside collection.	5%	N/A Region responsibility to build
Use of Mandatory Recycling By-laws <i>Future Consideration</i>	Development of by-laws by the Region and local municipalities to mandate recycling and/or restrict collection of waste containing recyclables.	5%	Not at this time, but existing by-law prohibits materials set out as waste.
Use of Bag Limits & Financial Incentives <i>Immediate Implementation</i>	Restriction of the number of bags of garbage set out for collection. Often combined with financial incentives such as bag tags that require payment for any additional amounts set out.	5%	Yes
Increased Promotion & Education <i>Immediate Implementation</i>	Expanded and cooperative promotion and education efforts by both levels of government using multi-media and public engagement techniques and tools.	3%	Yes
Construction & Demolition (C&D) Diversion <i>No further consideration</i>	Diversion of reusable and recyclable waste from residential and/or commercial renovation & construction.	2.5%	N/A Handled through the Region's Community Environmental Centres's
Textiles Diversion <i>Immediate Implementation</i>	Engagement of not for profit organizations such as Goodwill to divert clothing and other goods via a collection or drop off program.	2%	Yes
Expansion of Regional Processing Infrastructure <i>Immediate Implementation</i>	Expansion/upgrading of the Region's MRF and development of new HHW, CEC and/or composting facilities to meet local municipal needs in a timely manner.	N/A	N/A Region responsibility
Expanded Advocacy Efforts by the Region <i>Future Consideration</i>	Lobbying of organizations/governments responsible for policy decisions such as "over packaging".	N/A	N/A Region responsibility

*Source: Report of the Inter-Municipal Waste Diversion Strategy Committee Joint Municipal Waste Diversion Strategy (August 21, 2006). Last column entitled 'Captured via 'Greening Vaughan' has been added by City staff.*

The City's Greening Vaughan initiative is intended to divert a minimum of 60% of waste from landfill once fully implemented. This target was based on the Ministry of Environment's provincial target of 60% from landfill by 2008. It is anticipated that the recommended "minimum of 65% diversion" can be achieved if all the options noted above are fully and successfully implemented. To do so, will require the commitment and cooperative efforts of both the Region of York and the City of Vaughan.

The only option shown in Table 1 that is within our scope but has not been specifically identified in the Greening Vaughan initiative concerns some form of a mandatory recycling by-law. To this end, the City will assess the success of the Greening Vaughan initiative after the launch of Phase 3 to determine whether mandatory recycling by-laws are necessary. It should be noted that changes have already been made to the by-law prohibiting certain blue box materials from being set out as waste. These prohibitions include leaf and yard wastecardboard, used beverage containers etc.

Should the City implement mandatory recycling by-laws, additional resources will have to be allocated. Specifically, additional dedicated enforcement staff and vehicles would be required to ensure the initiative was managed efficiently and effectively.

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

This report is consistent with the priorities previously set by Council, specifically A-1 "Pursue Excellence in the Delivery of Core Services", and A-3 "Safeguard Our Environment".

### **Conclusion**

The City is well underway in implementing the waste diversion options identified in the Inter-Municipal Waste Diversion Strategy.

Although the City's Greening Vaughan initiative sets a minimum of 60% diversion from landfill by 2008, the 65% diversion target, identified in the attached report can be achieved through this program. The Joint Waste Diversion Strategy, and the recommendations therein, goes beyond that of the City's Greening Vaughan program in that it encompasses diversion initiatives that are the responsibility of the Region of York. However, as waste is a shared responsibility between the Region and the area municipalities, a cooperative effort will be necessary to ensure that these targets can be met.

### **Attachments**

Attachment 1: Report of the Inter-Municipal Waste Diversion Strategy Committee (August 21, 2006)

Attachment 2: Joint Waste Diversion Strategy – Executive Summary

**Report prepared by:**

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Respectfully submitted,

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Commissioner of Engineering and Public Works

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

ATTACHMENT 1

Report of the  
Inter-Municipal Waste Diversion Strategy Committee

August 21, 2006

Report of the  
Inter-Municipal Waste Diversion Strategy Committee

August 21, 2006

**JOINT MUNICIPAL WASTE DIVERSION STRATEGY**

**1. RECOMMENDATIONS**

It is recommended that:

1. *(insert appropriate municipality)* endorse the attached Joint Municipal Waste Diversion Strategy.
2. *(insert appropriate municipality)* adopt a common goal to divert a minimum of 65% of it's waste from landfill.

**2. PURPOSE**

This report summarizes the public consultation conducted over the summer of 2006 as part of the development of the Joint Municipal Waste Diversion Strategy (Strategy). Amendments made to the Strategy as a result of the comments received through the public consultation process are also discussed.

**3. BACKGROUND**

In January 2006, Regional Council directed staff to prepare an updated waste diversion strategy and finalize it by the summer of that same year. The nine local municipal councils were asked, and agreed to participate in the development of a joint municipal waste diversion strategy. Local and Regional staff subsequently formed the Inter-Municipal Waste Diversion Committee (IMWDC), chaired by staff from the Town of Newmarket and the Region to develop the Strategy. The draft Strategy was developed over the spring of 2006 and in *(insert correct date & name for your municipality)*, Committee and Council received a report from the IMWDC and endorsed its recommendation to "approve, in principle, the Inter-Municipal Waste Diversion Strategy subject to the outcome of the public consultation planned for this summer".

**4. ANALYSIS AND OPTIONS**

The primary purpose of the initiative was to establish a strategy that could be supported by all ten jurisdictions and would facilitate coordination of joint municipal waste diversion efforts. Doing so would also allow the Region to determine how much residual waste it could anticipate managing through its Residual Waste Environmental Assessment process with Durham Region.

**4.1 Waste Diversion Options**

Over the first quarter of 2006, staff from the ten municipal governments met to identify and discuss options to improve their collective diversion rates. Options considered included possible improvements to existing programs and development of new initiatives. Staff were also asked to provide insight into a common diversion target that their local Councils would likely support within the ten year timeframe contemplated by the Strategy. Barriers to implementation, within the context of the proposed options, and possible timing issues associated with meeting the suggested diversion target were also discussed. The various options were then prioritized accordingly.

Table 1 provides a description of the major waste diversion options originally identified jointly by municipal staff as approved by Councils within the Draft strategy. The proposed priority and diversion potential assigned to each option for implementation purposes is also identified. These options formed the basis of the discussions held at the public consultation sessions.

**Table 1**  
**Description of Identified Options and Implementation Schedule From the Draft Strategy**

<b>Option and Proposed Timing of Implementation</b>	<b>Description</b>	<b>Diversion Potential</b>
Source Separated Organics Diversion <i>Immediate Implementation</i>	Diversion of household compostable wastes excluding yard waste. Requires specialized containers, collection and processing.	30%
Optimized Blue Box Diversion <i>Immediate Implementation</i>	Weekly collection; addition of new materials; using alternative collection containers; and/or collecting from local schools.	8%
Improved Yard Waste Diversion <i>Future Consideration</i>	Improved collection service across all municipalities to a minimum of biweekly collection (April – November).	5%
Use of Community Environmental Centres <i>Immediate Implementation</i>	Location of convenient and accessible depots to receive reusable and recyclable materials and waste that can not be set out for curbside collection.	5%
Use of Mandatory Recycling By-laws <i>Future Consideration</i>	Development of by-laws by the Region and local municipalities to mandate recycling and/or restrict collection of waste containing recyclables.	5%
Use of Bag Limits & Financial Incentives <i>Immediate Implementation</i>	Restriction of the number of bags of garbage set out for collection. Often combined with financial incentives such as bag tags that require payment for any additional amounts set out.	5%
Increased Promotion & Education <i>Immediate Implementation</i>	Expanded and cooperative promotion and education efforts by both levels of government using multi-media and public engagement techniques and tools.	3%
Construction & Demolition (C&D) Diversion <i>No further consideration</i>	Diversion of reusable and recyclable waste from residential and/or commercial renovation & construction.	2.5%
Textiles Diversion <i>Immediate Implementation</i>	Engagement of not for profit organizations such as Goodwill to divert clothing and other goods via a collection or drop off program.	2%
Expansion of Regional Processing Infrastructure <i>Immediate Implementation</i>	Expansion/upgrading of the Region's MRF and development of new HHW, CEC and/or composting facilities to meet local municipal needs in a timely manner.	N/A
Expanded Advocacy Efforts by the Region <i>Future Consideration</i>	Lobbying of organizations/governments responsible for policy decisions such as "over packaging".	N/A

#### 4.2 Diversion Strategy Public Consultation

Over the months of July to September local and regional staff jointly organized and held a number of consultative sessions. Four public open houses were held at central locations throughout the local municipalities. Representatives from several local environmental groups attended the sessions. A number of Regional and local councillors also attended the sessions to lend support and facilitate discussion with residents. Meetings were also held, or are scheduled, with each of the local Environmental Advisory Committees.

Information about the Strategy, along with an explanation on how to provide comments, was also posted on municipal web sites. The Strategy was also brought to the attention of residents at other public events organized by municipalities during the summer such as the Region's EA public consultation meetings. Table 2 summarizes the consultative efforts of the IMWDC.

**Table 2  
Diversion Strategy Public Consultation Activities**

<b>Activity</b>	<b>Location</b>	<b>Date</b>
Public Open House	Oak Ridges Recreation Centre, Richmond Hill	June 21 <sup>st</sup>
Public Open House	City of Vaughan Civic Centre	June 27 <sup>th</sup>
Public Open House	York Region Waste Management Centre, East Gwillimbury	July 6 <sup>th</sup>
Public Open House	Town of Georgina Civic Centre	July 11 <sup>th</sup>
Newmarket EAC	Town of Newmarket Offices	June 7 <sup>th</sup>
Aurora EAC	Town of Aurora Civic Centre	June 12 <sup>th</sup>
Georgina EAC	Town of Georgina Civic Centre	June 13 <sup>th</sup>
King EAC	King Township Offices	June 22 <sup>nd</sup>
Markham EAC	Town of Markham Offices	June 29 <sup>th</sup>
East Gwillimbury EAC	TBA	September 12 <sup>th</sup>
Whitchurch-Stouffville EAC	Town of Whitchurch-Stouffville Offices	September 18 <sup>th</sup>

#### **4.3 Outcome of the Public Consultation**

Public attendance at the open houses was limited, averaging less than twelve residents per event. This low turnout was not entirely unexpected given that the events were held during the summer months and the budget to promote the open houses was limited. However, informal survey work conducted by Regional staff also revealed that even though residents knew of the open houses, they did not plan on attending as they had no concerns with the proposed Strategy.

In general, public feedback on the proposed Strategy and the various options outlined in Table 1 were overwhelmingly positive and were broadly supported by the attendees.

The primary concerns raised by attendees were, in fact, focused on a desire to see implementation of several of the proposed options sooner:

Yard Waste:

See the collection frequency of yard waste increased to a bi-weekly level of service as appropriate in each area municipality.

Source Separated Organics

The implementation of source separated organics will result in an estimated 30% diversion rate increase and is the primary initiative required to achieve the 65% diversion goal. At all public open houses there was overwhelming support for the source separated organics program as well as its immediate implementation in all local municipalities.



#### Optimized Blue Box Collection

Need to expand the acceptable type of collection containers which residents can use as well as address further diversion opportunities within multi-residential buildings.

The public consultations also indicated a desire; in particular, for greater action by governments to encourage and/or force businesses and industry to do more to divert waste was repeatedly expressed. The majority of comments (summarized in Attachment 1) were centered on three key points including:

- action by government to encourage manufacturers to reduce over packaging
- action by government to encourage manufacturers to make plastic packaging more recyclable
- action by government to encourage local businesses to establish recycling programs in stores and multi-residential dwellings

The environmental groups contacted as part of the consultation process were also very supportive of the draft Strategy. Again, the most common comment was that local and Regional governments should be doing more to advocate for change by industry and businesses. These groups were also supportive of the Strategy as a means to minimize the amount of waste that must be managed through the Region's residual waste Environmental Assessment process.

Comments were also received suggesting that staff's recommendation in the draft Strategy to drop further consideration of diverting construction and demolition (C&D) waste be reconsidered. C&D waste was initially identified by staff as a possible diversion option. Subsequent discussion led staff to conclude that this option should be dropped as it is not normally handled in significant quantities curbside. It was suggested, however, that efforts should be made by all local jurisdictions to educate residents about non-municipal diversion (including charitable) opportunities for this material such as Habitat for Humanity.

#### 4.4 Proposed Changes to the Strategy Based on Public Input

The draft strategy as approved by the various municipal councils was broadly supported by the local public and environmental groups. It was, however, clear from the public that there is a desire to see local government take immediate action to lobby manufacturers and senior levels of government on issues such as over packaging and extended producer responsibility. Staff, therefore, propose to change the option "Expanded Advocacy Efforts by the Region" from "Future Consideration" as originally proposed in the draft Strategy (see Table 1) to "Immediate Implementation". Staff further recommends amending the Strategy to recognize current local municipal efforts to increase multi-residential diversion. Staff's recommendation in the draft Strategy to drop further consideration of diverting C&D waste has also been changed to propose that both the Region and local municipalities partner with and promote related not-for-profit groups such as Habitat for Humanity.

Table 3 below summarizes the recommended amendments to the final Strategy based on public input.

**Table 3**  
**Recommended Strategy Amendments Based on Public Input**

<b>Option</b>	<b>Public Comment</b>	<b>Proposed Change</b>
Source Separated Organics Diversion	Overwhelming support for the immediate implementation	Implementation by all local municipalities expected by September 2007
Optimized Blue Box Diversion	Desire to add new materials, make packaging more recyclable and use alternative collection containers to assist with added material volume and litter	To be considered as part of the proposed strategy.
Improved Yard Waste Diversion	Concerns with collection frequency in communities with	Staff to review current service levels to work towards

	limited service	biweekly level of service.
Use of Community Environmental Centres	Broadly supported particularly to divert C&D waste for reuse	No action required
Use of Mandatory Recycling By-laws	General support for some form of action to push non-recyclers	No action required
Use of Bag Limits & Financial Incentives	General support for bag limits	No action required
Increased Promotion & Education	Supported	No action required
Construction & Demolition Diversion	Concern that this option should be a higher priority to support groups like Habitat for Humanity	Staff to consider how to promote existing groups
Textiles Diversion	Supported	No action required
Expansion of Regional Processing Infrastructure	Supported	No action required
Expanded Advocacy Efforts by the Region	Concern that this be prioritized higher	Local municipalities are currently working on improving multi-residential diversion. Region staff to propose an advocacy program in the Region's 2007 budget.

#### 4.5 Anticipated Diversion Rate

The draft Strategy proposed an initial diversion target of 65% based on implementation of the options recommended for immediate implementation as outlined in Table 1. Some residents thought that higher levels of diversion might be possible through actions such as those identified by staff for future consideration in Table 1. It is important to recognize, however, that many of the options suggested by residents and local environmental groups such as reducing packaging, while potentially reducing the amount of waste managed, will not increase diversion rates as they are currently reported under Provincial guidelines. Moreover, the Region's reported diversion rate unlike that commonly reported by local municipalities, must also take residue from processing of recyclables into consideration. This fact will ultimately reduce the Region's diversion rate several percentage points below the local municipal curbside diversion rate.

Staff believes implementation of the options identified for future consideration could increase local curbside diversion levels as high as 75%. Staff, however, recommend against modifying the joint municipal diversion target until action plans for the various options are developed and the cost implications is fully understood.

#### 4.5 Next Steps

Pending Council approval of the Strategy, staff from the ten jurisdictions propose to begin working on action plans for each of the options to establish more detailed timelines and budgets.

## 5. FINANCIAL IMPLICATIONS

*(Insert appropriate financial info for your municipality.)*

Cost estimates to implement the various options have been included in the Strategy. It will, however, take time for staff to develop a detailed analysis of each option so that the full cost implications of the Strategy can be considered and budgeted accordingly.

## 6. LOCAL MUNICIPAL IMPACT

Implementation of the options included in the final Strategy is expected to have significant cost and service level implications on the Region and local municipalities. Their implementation is, however, expected to make York Region and its local municipalities leaders in the field of waste diversion and reduce Regional and local municipal dependence on out of jurisdiction landfill capacity.

## 7. CONCLUSION

In the spring of 2006 York Region and its local municipalities agreed to develop a joint municipal waste diversion strategy. The purpose of the joint strategy was to ensure the coordinated efforts of all ten jurisdictions in the implementation of waste management efforts. A draft strategy was approved in principle in the spring. Public consultation conducted over the summer confirmed support from local residents and environmental groups for the strategy. Amendments made to the strategy, based on public input, include: an immediate emphasis on advocacy efforts to encourage industry and businesses to show greater environmental leadership, diversion of construction and demolition waste through promotion of not-for-profit organizations and addition of information on local municipal efforts to improve multi-residential diversion.

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Town of Richmond Hill

Reviewed by:



Brian Jones, P.Eng.  
Chair,  
Joint Municipal Diversion Strategy  
Committee

Attachment (2)  
MB/ba

ATTACHMENT 2

Joint Waste Diversion Strategy

Executive Summary

(Full document can be found Clerk's Department)

# Joint Waste Diversion Strategy

**Working Together  
Toward a  
Sustainable  
Residential Waste  
Management  
System**



**Aurora  
East Gwillimbury  
Georgina  
King  
Markham  
Newmarket  
Richmond Hill  
Vaughan  
Whitchurch-Stouffville  
York Region**



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## Executive Summary

York Region and its 9 local municipalities have developed a strategy to manage the recyclable and organic material that remains in the residential waste stream. The development of the Waste Diversion Strategy (Strategy) was completed by the Inter-municipal Waste Diversion Committee. The Committee consisted of member representatives from each of the 9 local municipalities and York Region.

In 2005 the municipalities in York Region diverted approximately 34% of the residential waste from disposal. The Committee's objectives were to design a waste diversion system that will divert approximately 65% of the residential waste stream from disposal in the short term and increase this rate to over 70% in the 10-year planning horizon of the Strategy. To meet these objectives, the following waste diversion components were proposed for consideration as part of the potential waste diversion system:

Option	Description	Diversion Potential
Source Separated Organics Diversion	Diversion of household compostable wastes excluding yard waste. Requires specialized containers, collection and processing.	30%
Optimized Blue Box Diversion	Weekly collection; addition of new materials; using bags and alternative collection containers; and/or collecting from local schools.	8%
Improved Yard Waste Diversion	Improved collection service across all municipalities to a minimum of biweekly collection (April – November).	5%
Use of Community Environmental Centres	Location of convenient and accessible depots to receive reusable and recyclable materials and waste that cannot be set out for curbside collection.	5%
Use of Mandatory By-laws	Development of by-laws by the Region and local municipalities to mandate recycling and/or restrict collection of waste containing recyclables.	5%
Use of Bag Limits & Financial Incentives	Restriction of the number of bags of garbage set out for collection. Often combined with financial incentives such as bag tags that require payment for any additional amounts set out.	5%
Enhanced Communication and Public Outreach	Expanded and cooperative promotion and education efforts by both levels of government using multi-media and public engagement techniques and tools.	3%
Construction & Demolition Diversion	Diversion of reusable and recyclable waste from residential and/or commercial renovation & construction.	2.5%
Textiles Diversion	Engagement of not-for-profit organizations such as Goodwill Industries to divert clothing and other goods via a collection or drop-off program.	2%
Expansion of Regional Processing Infrastructure	Expansion/upgrading of the Region's Material Recovery Facility (MRF) and development of new Community Environmental Centres (CEC) and/or composting facilities to meet local municipal needs in a timely manner.	N/A
Expanded Advocacy Efforts by the Region	Lobbying of organizations/governments responsible for policy decisions such as "over packaging".	N/A



Waste Diversion Committee will conduct the required research and studies to develop a detailed implementation plan for the Strategy components.