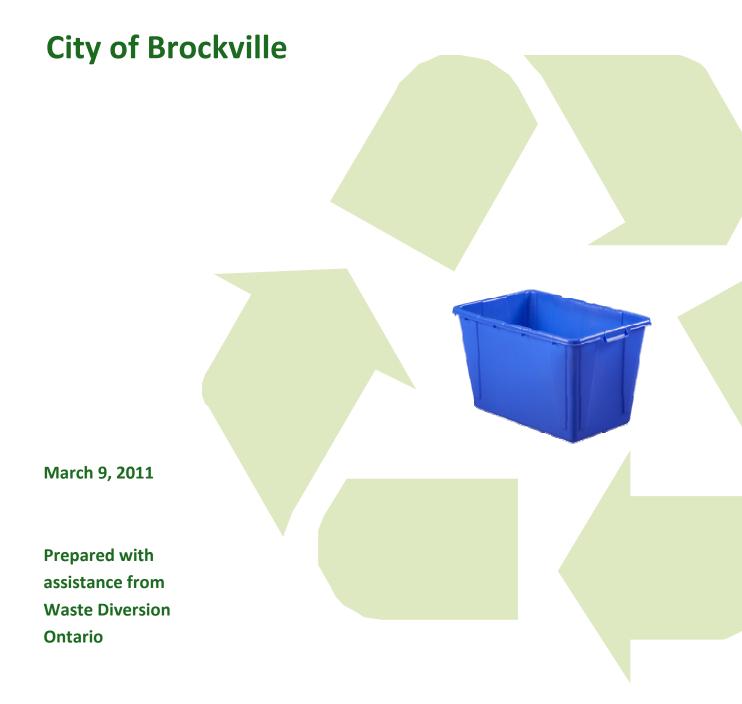


A Waste Recycling Strategy

for the



Prepared by



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1 Introduction and Study Purpose

This Waste Recycling Strategy was initiated by the City of Brockville to develop a plan to increase the efficiency and effectiveness of its recycling program and maximize the amount of blue box material diverted from disposal. In particular, the objective of this strategy is to increase the City's Blue Box diversion rate from 14.4% up to 20% (2008 average for municipal grouping) in the short term (3 to 5 years) and 25% (achieving 70% capture rate of Blue Box materials in waste stream)in the long term (5 to 10 years).

The study area for this Waste Recycling Strategy is the residential sector of the City of Brockville.

This Waste Recycling Strategy was developed with support from the Continuous Investment Fund (CIF), and is based on the CIF's *Guidebook for Creating a Municipal Waste Recycling Strategy*.

2 Planning and Consultation Process Overview

In preparation of this Waste Recycling Strategy, meetings were held with municipal staff to discuss key issues with the current recycling program, the recycling system process, and upcoming milestones. The 2009 Waste Diversion Ontario datacall for Brockville was used to assess the recycling system, including current costs and diversion and future needs. This information was also compared against published WDO datacall information for other municipalities within Brockville's municipal grouping.

The planning process used to develop this Waste Recycling Strategy was consistent with that as laid out by the Continuous Improvement Fund. When considering options for improving diversion of recyclables, the process also factored in the WDO funding formula, a growing portion of which is dependant on the following Best Practice categories¹:

- 1. Development and implementation of a up-to-date plan for recycling as part of a Waste Diversion System or Integrated Waste Management System;
- 2. Establishing defined performance measures, including diversion targets, monitoring and a continuous improvement program;

www.wdo.ca/files/domain4116/2009 Datacall BP Funding Questions - FINAL Nov 2009 for posting.pdf

Detailed Questions and sub-categories are posted on-line at:

- 3. Multi-municipal planning approach to collection and processing of recyclables;
- 4. Optimization of operations in collections and processing...following generally accepted principals for effective procurement and contract management;
- 5. Training of key program staff;
- 6. Appropriately planned, designed, and funded Promotion and Education program; and
- 7. Established and enforced policies that induce waste diversion.

The steps followed in developing this plan included:

- Interviews with community stakeholders;
- Characterization of waste stream and review of component programs;
- Performance of gap analysis and identification of waste diversion opportunities;
- Review of possible diversion solutions;
- Public Open House #1 (May 5, 2010);
- Selection of preferred options for waste recycling system;
- Public Open House #2 (June 15, 2010); and
- Preparation of the Waste Recycling Strategy report.

The community consultation included a set of interviews with local stakeholders for the early identification of key issues and two open houses to present the study results and possible and recommended waste recycling options.

3 Stated Problem

Management of municipal solid waste, including the diversion of blue box materials, is a key responsibility for all municipal governments in Ontario. The factors that encourage or hinder municipal blue box recycling programs can vary greatly and depend on a municipality's size, geographic location and population.

The issues facing Brockville are common among many smaller Ontario municipalities outside the GTA, such as:

- Limited or no municipal disposal capacity;
- A low economy of scale for handling recyclables, due to smaller population and therefore lower tonnages of material collected;
- A smaller staff compared to larger municipalities, therefore few or no staff dedicated to managing recycling programs.

In addition, levels of funding received for blue box recycling in Ontario is based in part on the adoption of a waste recycling plan, the incorporation of other WDO-approved recycling best practices, and the amount of recyclable material marketed. This Waste Recycling Strategy will help to improve efficiencies and maximize the amount of eligible funding available.

4 Goals and Objectives

The primary goals of the Waste Recycling Strategy are to:

- Guide how the City will manage its blue box recycling programs over the next twenty years;
- Maximize the amount of recyclable material diverted from disposal, while meeting and exceeding the provincial residential waste recycling targets;
- Incorporate the WDO blue box program best practices into its standard operating procedures; and
- Implement approaches to blue box recycling that are environmentally, socially and economically sustainable.

5 Study Area

The focus of this study was on the City of Brockville's residential sector, including both singleand multi-family homes.

6 Current Solid Waste Trends and Practices

6.1 System Overview

In 2008, the City of Brockville had an estimated population of 19,128. The City is comprised of 8,172 single-family and 2,283 multi-family households². The City provides curbside waste management collection services (including garbage collection, blue box and leaf and yard waste) to 7,971 single-family homes. The City also provides collection services for blue box materials to 1,487 multi-family households. In areas serviced by private roads or due to previously negotiated site plan agreements³, the City does not provide service to the remaining single or multi-family households and they are financially responsible for their own services through a private contractor or other means.

² 2008 WDO Datacall. Waste Diversion Ontario.

³ For example, multiple residential or condominium complexes, etc.

Approximately 6,776 tonnes of residential waste was generated in 2008. Of this, 3,956 tonnes consisted of curbside refuse collection and approximately 41.5%⁴ (2,810 tonnes) was diverted through the City's blue box recycling program. These programs and the remaining waste stream are illustrated in Figure 1 below.

Residential Solid Waste Disposal and Diversion

Blue Box/
Stewardship
24.0%

Leaf and Yard Waste
10.0%

Backyard
Composting 7.0%

MHSW
0.5%

Figure 1

Overall, Brockville's waste management system in 2008 had an estimated annual net cost of \$652,158, or \$62 per household.

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⁴ Waste Diversion Ontario.

Table 1: Overview of Brockville's Solid Waste Management System Costs (2008)						
System Component	Gross Cost ^a	Revenue/	Net Cost	Tonnes	Net Cost	Cost Per
		Subsidy		Collected	per Tonne	Household ^b
Recycling Program	\$223,333	\$86,672	\$136,661	1,640 ^c	\$83	\$13
Stewardship Deposit/	na	na	na	105	na	na
Refund Returns ^d	IIa	na	IIa	103	IId	IIa
MHSW	\$81,191	\$43,751	\$37,439	33	\$1,145	\$4
Leaf and Brush	\$79,094	\$13,965	\$65,129	832	\$78	\$6
Backyard Composting	na ^e	na	na	451	na	na
Garbage Collection	\$276,931	\$66,364	\$210,568	3,716	\$57	\$20
Waste Disposal	\$268,725	\$66,364	\$202,362	3,716	\$54	\$19
Total	\$929,274	\$277,115	\$652,158	6,777	\$96	\$62

^a Includes contract costs plus administrative expenses.

Source: City of Brockville

6.2 Residential Blue Box

In 2008, the City of Brockville recycled 1,524 tonnes of blue box material⁵, plus another 105 tonnes through the Residential Deposit Return Program⁶. Based on waste audits conducted in 2008 through the Stewardship Ontario Waste Audit Program, the City is currently capturing 86% of the blue box materials targeted in its blue box program. This exceeds the blue box capture rate goal of 80% for a municipality of its size (Small Urban)⁷ (as suggested by WDO). As the chart below illustrates, the City is achieving its greatest capture performance with communications paper (e.g., newspapers, magazines, fine paper) and corrugated cardboard, capturing an estimated 91% of available material. The City's lowest capture rates are with paper packaging (such as boxboard, kraft paper and molded pulp) and metals (in particular paint cans, aerosol cans, and aluminum foil).

^b 10,455 households

^c Pre-processing, includes residues

^d Stewardship deposit/returns refer to beverage containers (predominately alcohol) returned through stewardship programs.

^e Costs for backyard composting are integrated with public education and administrative costs, which are in turn factored into the recycling program costs.

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⁵ 1,640 tonnes of material was collected and processed through the blue box program. Of this, there was 1,524 tonnes of material marketed for recycling and 116 tonnes of processing residue.

⁶ 2008 WDO Datacall. Waste Diversion Organization.

⁷ Continuous Improvement Fund. Guidebook for Creating a Municipal Waste Recycling Strategy. March 2010.

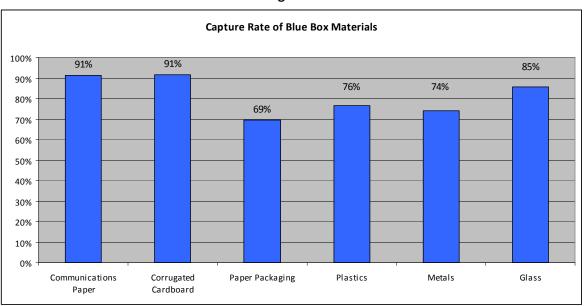


Figure 2

The City provides curbside collection of recyclables to 7,971 single-family households and 1,487 multi-family households. Collection is weekly; however, recyclable containers (plastic, glass and metal) are collected on weeks opposite to that of fibres (e.g., paper, cardboard).

In 2008, the net cost for Brockville's blue box program (as reported by WDO) was approximately \$136 per tonne⁸. As the diagram below illustrates, this is one of the more cost-efficient blue box programs when compared against others in the Small Urban municipal category⁹.

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⁸ Does not factor in subsidies from LCBO Interim Funding or Stewardship Ontario Funding.

⁹ 2008 WDO Datacall. Waste Diversion Ontario. Residential Blue Box Data by Municipal Groups (2008).

2008 Blue Box Program Cost (Ontario Small Urban) \$500 \$450 Net Cost per Tonne (annual) \$400 \$350 Brockville \$136 \$300 \$250 \$200 \$150 \$100 \$50 \$0 Carleton place Party Sound St. Thomas qrescott. Mattama Shelburne Gananodue Snith's Falls Deseronto Orangeville Stratford Sundridge Amprior Rentien Aylmer Cornwall Hanover Orillia Perth

Figure 3

Source: WDO 2008 Datacall.

Note: WDO cost calculation does not factor in subsidies from LCBO Interim Funding or Stewardship Ontario Funding.

As is commonly the case in many other municipalities, the City is achieving greater participation from its single-family households compared to multi-family (apartment) households. As seen in the table below, more than twice as much recyclable material is collected from the average serviced single-family household compared to serviced multi-family households.

Table 2: Recyclable Materials Collected by Dwelling Type (2008)				
Dwelling Type	Households	Recyclables Collected		
	/Units Serviced	(kg/hhld/year)		
Single-family (curbside collection)	7,971	193		
Multi-family (apartment collection)	1,487	86		

Source: City of Brockville

Projected Waste Management Needs

7.1 Opportunities for Increasing Diversion

Waste Composition

Trow prepared a waste composition analysis of Brockville's waste streams, based on available waste audit data and the WDO datacall (all figures 2008). As seen in the diagram to the left, the composition analysis indicates that of the total waste stream, approximately 28% could potentially be recycled through the City's blue box program.

Gap Analysis

A gap analysis was conducted to

assess the performance of Brockville's waste recycling programs. The analysis (see Table 4) demonstrates that the City is diverting the majority of targeted blue box material available in the City's waste stream.

City of Brockville Residential Waste Composition Refuse **Blue Box** 22.7% Materials **WEEE 0.4%** 28.0% MHSW 0.9% Yard Waste 21.3% **Food Waste** 26.7%

Figure 4

Table 3: Estimate of Recycled and Available Recoverable Waste Materials						
Waste/Resource Estimated Material Material Divertible Material Re						
Material	Composition	Available for	Currently	Material	in Waste Stream for	
	(%)	Diversion	Captured	Remaining in	Diversion (% of total	
		(tonnes) ^a	(tonnes)	waste Stream	waste stream)	
				(tonnes)		
Stewardship Returns b	1.6%	105	105 ^b	0 b	0.0%	
Communications Paper	12.9%	875	786	89	1.3%	
Corrugated Cardboard	3.0%	202	182	20	0.3%	
Total Paper Packaging	3.5%	264	178	85	1.3%	
Total Plastics	2.4%	164	124	40	0.6%	
Total Metals	1.7%	118	86	32	0.5%	
Total Glass	2.5%	170	143	27	0.4%	
Total Divertible Blue Box	27.6%	1,898	1,604	293	4.4%	
Materials						
Current Diversion Rate ^c			23.6% ^c			
Additional Diversion						
Rate ^c					4.4% ^c	
Maximum Future						
Diversion Rate ^c					28% ^c	

^a Based on 6776 tonnes generated.

Source of data: City of Brockville; Waste Diversion Ontario

^b Stewardship returns are comprised of beverage containers (predominately alcohol) returned through stewardship programs.

As the data on these returns are aggregated, they are therefore presented as a lump sum. Other stewardship-covered beverage containers identified in the waste stream or in blue boxes have been accounted for in their respective material-type category. For this reason, the amount available equals the amount diverted for Stewardship Containers.

 $^{^{\}mbox{\scriptsize c}}$ Before processing. Assumes 100% capture rate.

8 Overview of Options (Diversion Strategy)

8.1 Evaluation of Diversion Options

A number of waste diversion options were identified and analyzed for suitability of application to the City's waste recycling system. The most appropriate options were then evaluated against a set of criteria, including:

- Economic feasibility how economically feasible is the program, and how does it compare against the others on a cost per tonne basis.
- Sound approach/technology has this approach or technology worked in other jurisdictions.
- Ease of implementation how easy is the option to plan for and implement.
- Environmental effects (including waste diversion) what are the main environmental effects of the option (primarily represented as waste diversion).
- Social acceptance how accepted is the option, measured by feedback received or as commonly received in other jurisdictions.

The table below presents the options and their ranking, followed by a description of each option. The highest possible score is 15, and the lowest possible score is -15. A higher score indicates greater preference.

Table 4: Summary of Diversion Option Rating				
Recommended Diversion Options	Overall Rating			
Promotion and education	13			
Household Source Separated Organics (e.g., kitchen and food waste)	10			
Optimized Blue Box (Service Optimization)	9			
Extended Collection services (Service Optimization)	9			
Mandatory Recycling By-law (Service Optimization)	9			

8.2 Capture Rate and Anticipated Diversion

Currently, the City of Brockville is capturing 24% of its blue box recyclable waste. Approximately 85% of the recyclables in Brockville's waste stream is currently being captured for recycling. This is very high for a municipality, and it becomes increasingly more difficult to capture additional materials as you get closer to 100% capture rate.

The City of Brockville is categorized as "Small Urban" by the WDO. The target capture rate set by WDO for the "Small Urban" category is 80%. With a recycling capture rate of 85%, Brockville has demonstrated that the municipality and its residents are able to capture most of the recyclables in their waste stream. To improve on this, this strategy recommends a capture rate of 90% for recyclable material. When achieved, the blue box program will result in an estimated residential diversion rate of 26%, and will divert an additional 115 tonnes of additional tonnes of recyclables. The table below presents the amount of material currently diverted, how much more will be diverted by achieving a 90% capture rate, and the total anticipated diversion after implementation of the recommended options.

Table 5: Anticipated Diversion with 90% Capture Rate of Materials				
Material	Amount Currently Diverted (tonnes)	Increased Diversion @ 90% Capture Rate (tonnes)	Percentage Points Added to Diversion Rate	
Communications Paper	786	2	nil	
Corrugated Cardboard	182	nil	nil	
Total Paper Packaging	178	59	1%	
Total Plastics	124	24	< 1%	
Total Metals	86	20	< 1%	
Total Glass	143	10	< 1%	
Total Additional Recycling Rate			2%	
Target Recycling Rate			26%	

8.3 Recommended Recycling Options

8.3.1 Description of Options

1) Promotion and Education

Enhancing the City's public education program was the highest-scoring option reviewed. To be successful, a waste recycling program requires a sound communications strategy, and one that results in a promotion and education program that supports all of the system's initiatives. A good communications program will allow residents to fully participate in waste recycling programs by raising awareness about the City's programs and overcoming barriers to participation.

An enhanced promotion and education program would go beyond the static use of brochures and online information by establishing a dialogue with residents to assess those barriers to participation and determine opportunities for improvement. Such a program may include:

- Face-to-face contact to promote specific programs, possibly at community events or by going door-to-door;
- Using neighbourhood champions or community leaders to teach others or to lead by example (e.g., backyard composting);
- Give-aways or discounts to help physical barriers to participation (e.g., additional or larger blue boxes);
- Interactive on-line waste forums and feedback forms; and
- Community-based social marketing approaches, among other things.

To support the implementation and operation of an enhanced promotion and education program the City would need to develop a waste recycling communication and education strategy, associated C&E campaign and require an additional staff person to resource a campaign. The strategy should also examine additional cost-effective means of delivering outreach to the community, including (but not limited to):

- The use of community volunteers and neighbourhood champions;
- Participation in existing events (e.g., display booths at expos or fairs);
- Cost-sharing opportunities with other municipal departments or engaging community partners that have similar or complimentary mandates (e.g., beautification or anti-litter programs, newsletters from other departments or community partners, etc);
- Hiring of a student or intern (specifically for waste projects or shared between departments); or
- Presentations to community groups on available programs.

The communication activities should have specific strategic targets. Possible targets may include (but are not limited to):

 Reminders about specific recyclable materials or topics of concern to achieve identified problem areas (e.g., to reduce contamination levels, to clarify how to recycle problematic or confusion materials, etc); or Encouraging the adoption of waste reduction/prevention behaviours (e.g., encouraging wasteless gifts by purchasing 'experiences', such as concert tickets or a spa visit, or consciously avoiding the purchase of products with excessive packaging).

The waste diversion communication strategy should include a monitoring and evaluation component, which will allow program managers to adjust programming in response to program performance or other identified needs, such as changes in materials collected, common contamination issues, feedback from residents, or new priority issues.

The estimated annual cost for the waste system's education program is \$12,546 (based on \$1.20 per household, which was identified as a best practice in the KPMG *Blue Box Program Enhancement and Best Practices Assessment Project Final Report*. At a minimum the addition of a part time staff person would be required. The estimated annual cost for an additional part time staff person is approximately \$30,000. Of the total cost for this program, \$33,909 is a recommended increase in funding over 2008 levels, while the remaining \$8,637 is currently integrated within costs for the existing system components.

Learning from Other Communities

There is a wealth of information that can be learned from the outreach activities in other communities. Two good sources of information include the *Fostering Sustainable Behaviour: Community-Based Social Marketing* website (www.cbsm.com) and Tools of Change (www.toolsofchange.com). Both websites are searchable and showcase what other communities have done to change behaviours and encourage more sustainable habits.

2) Service Optimization

While the City's current capture rate for recyclables is high, a number of options for service optimization have been identified. These options are intended to improve cost-efficiencies and levels of service while contributing to increasing the diversion of blue box materials.

Optimized Blue/Green Box Collection

The collection of recyclables forms a key component of the City's current diversion program, and will continue to be so. To achieve a higher participation rate in the City's blue/green box program, the current alternating weekly collection will be examined for change to weekly collection of both blue and green box materials. For example, an option to provide weekly

collection of all recyclable material can be included in the City's future waste collection tender. Upon the evaluation of tenders, the City can then determine the potential cost of implementing this option. The City will also continue to examine the feasibility and cost-effectiveness of:

- Adding additional materials to the blue and green box streams (when feasible);
- The use of alternative collection containers, where feasible (e.g., automated cart collection);
- Examining partnerships with neighbouring municipalities and industry for recyclables collection and processing;
- Maintaining and further promoting the depot at the transfer station, and providing additional depot locations.

Prior to future program changes, further consideration and research should be completed to examine the timing of municipal contracts, end markets for new materials, alternative collection methodologies such as using split compaction collection vehicles and creative solutions to overcome the cost of providing weekly blue/green box collection. The estimated cost for this option is estimated to range from \$15,000 to \$20,000. To determine the cost to provide an enhanced blue/green box collection program, the City should include this program as an option in its future waste collection tender.

Extended Collection services

Currently, 979 multi-family units and 163 single-family units are not eligible to receive municipal collection due to locations on private roads or where restrictions are in place from previously negotiated Site Plan Control Agreements. Including these locations within the City's current waste management program will enhance the diversion of waste from disposal and provide an equitable level of waste management services to its residents. It is recommended that the City develop a protocol for revisiting those agreements and assessing if municipally-provided collection is warranted for specific locations. The annual cost for this option is estimated to range from \$50,000 to \$60,000.

3) Mandatory Recycling By-law

While the City currently has a by-law addressing recycling, it is not actively enforced. The current 2010 Curbside Refuse Regulations (as stipulated in City of Brockville By-Law # 94-2000) state that "Refuse items that WILL NOT be collected are recyclables, corrugated cardboard, tires, demolition material and lumber, animal feces, liquids, paints, oils, batteries, propane tanks or other hazardous material."

A mandatory recycling by-law can be a useful tool to help support public education and outreach programs. Typically, most residents will recycle and compost if programs are convenient to use and if they know how to use them; however, by-laws provide regulators and property managers with the legal backing to further encourage waste diversion where needed. Enforcement should be carefully applied and only when required to correct repeated violations.

A mandatory recycling by-law could be used in conjunction with the implementation of clear garbage bags. Clear garbage bags will allow waste collectors to easily identify if there are prohibited items in the garbage, whereby those bags would be left at the curb with a sticker affixed explaining why. Recent studies have shown that switching to clear bags can result in an increase in diversion. For example, in a 2008 study by Quinte Waste Solutions (E & E Funded Project Number 177) examining 22 municipalities that had implemented clear refuse bag programs, 21 of them experienced an increase in the amount of recyclables diverted from disposal.

At a minimum the addition of a part time staff person would be required to manage this program. The estimated annual cost for an additional part time staff person is approximately \$30,000.

9 Implementation Plan

Once finalized, the next steps for Brockville to implement the Waste Recycling Strategy include:

- Obtain approval for the Waste Recycling Strategy from City Council;
- Prepare detailed implementation plans for the preferred system components to be implemented; and
- Proceeding with the implementation of the preferred options.

Recommended steps to move each of the system options toward implementation are provided in the table below.

Table 6: Moving Toward Option Implementation				
Recommended Steps toward Implementation				
Develop a detailed solid waste communications budget.				
Build partnerships, as necessary.				
Prepare a communications strategy, including the				
identification of:				
 Goals and objectives of the communications strategy, 				
including specific diversion goals;				
o Target audience;				
 Target messages; 				
 Mechanisms for delivering the messages (e.g., brochures, 				
volunteers, etc).				
Develop communication materials.				
Roll-out communications strategy.				
Complete research/studies				
Pilot testing if required				
Purchase necessary equipment				
Negotiate any change in service level with				
collection/processing contractor				
Develop protocol and define parameters required for				
municipal collection.				
Confirm opportunities for enforcement.				
Define conditions when enforcement is required.				
Assign enforcement resources.				

10 Contingencies

In the event of unforeseen circumstances, there are a number of contingencies that the City of Brockville can adopt to help ensure the Waste Recycling Strategy continues to move forward. Possible contingencies are provided in the table below.

	Table 7: Contingencies
Risk	Contingency
Insufficient funding	Raise/implement user fees.
	 Explore and apply for other funding sources.

	 Delay lower-priority initiatives. 			
	 Increase proportion of municipal budget to solid 			
	waste management.			
Public opposition to	Improve public communications.			
planned recycling initiatives	 Engage community/stakeholders to discuss 			
	initiatives/recycling plan.			
Lack of available staff	Prioritize department/municipal goals and initiatives.			
	Hire summer student to help with planning.			

11 Monitoring and Reporting

The City of Brockville currently monitors many aspects of the City's solid waste system, and this will continue to be an important component of the City's Waste Recycling Strategy. The table below provides recommendations for the ongoing monitoring of the Strategy.

Table 8: Approaches for Monitoring of SSWMP				
Topic	Tools	Frequency		
Total waste generated (by	Measuring of wastes and recyclables at transfer	Each load		
type and by weight)	station/disposal site (e.g., weigh scale records)			
Diversion rates achieved	Formula: (Blue box materials + other diversion) ÷	Monthly		
(by type and by weight)	Total waste generated * 100%			
Waste disposed (by type	Reconciliation of weigh scale tickets	Monthly		
and by weight)				
Program participation	Customer survey (e.g., telephone); monitoring set-	Every 1 to		
	out rates	3 years		
Customer satisfaction	Customer survey (e.g., telephone); tracking	Every 1 to		
	calls/complaints received to the municipal office	3 years		
Opportunities for	Customer survey (e.g., telephone); tracking	On-going		
improvement	calls/complaints received to the municipal office			
Planning activities	Describe what initiatives have been fully or partially	Annually		
	implemented, what will be done in the future			
Review of the Waste	A periodic review of the Waste Recycling Strategy to	Every 2 to		
Recycling Strategy	monitor and report on progress, to ensure that the	3 years		
	selected initiatives are being implemented, and to			
	move forward with continuous improvement			

12 Review of Waste Recycling Strategy

As noted in Section 11, the implementation and the performance of the Waste Recycling Strategy should be monitored on a regular basis, with the results being comprehensively reviewed every 2 to 3 years.

The review should include:

- Comparison of waste diversion rates against the 2008 rates;
- Comparison of program performance against 2008 performance;
- Consultation with stakeholders¹⁰ or the public for input on how the Waste Recycling Strategy and its implementation should be adjusted; and
- Recommendations for future actions to ensure the Waste Recycling Strategy perform with maximum efficiency and effectiveness.

 $^{^{\}rm 10}$ Possibly through a community advisory committee.