

INTEGRATED  
WASTE  
MANAGEMENT  
BOARD

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# STRATEGIC PLAN

OF THE  
CALIFORNIA  
INTEGRATED WASTE  
MANAGEMENT BOARD

JANUARY  
1993

8800 CAL CENTER DRIVE  
SACRAMENTO  
CALIFORNIA 95826

NOTE: Subsequent to the preparation of this report, legislation (SB 63, Strickland) signed into law by Gov. Arnold Schwarzenegger eliminated the California Integrated Waste Management Board (CIWMB) and its six-member governing board effective Dec. 31, 2009.

CIWMB programs and oversight responsibilities were retained and reorganized, effective Jan. 1, 2010, and merged with the beverage container recycling program previously managed by the California Department of Conservation.

The new entity is known as the Department of Resources Recycling and Recovery (CalRecycle).

This Strategic Plan was prepared for the six-member governing board in January 1993 but was not published at the time as a formal CIWMB publication.

For information about this document, contact the CalRecycle Office of Public Affairs by email at [opa@calrecycle.ca.gov](mailto:opa@calrecycle.ca.gov) or call (916) 341-6300.

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Californians generate an estimated 45 million tons of garbage each year, enough to cover an area the size of San Francisco with over two feet of compacted garbage.

On a per capita basis, 8.2 pounds of waste is generated per person per day. During one's lifetime, that equals 105 tons of garbage — thus each Californian leaves a legacy of 210,000 pounds behind for future generations.

**CALIFORNIA INTEGRATED WASTE MANAGEMENT BOARD  
STRATEGIC PLAN  
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# I. Introduction

Landmark legislation passed in California in 1989 and 1990 reflects a dramatic change in the State's approach to waste management. California is taking an integrated approach to waste management with a new emphasis on the waste management "hierarchy" of waste prevention, recycling and composting, and environmentally safe transformation and land disposal. This new emphasis, while recognizing the continued need for landfill capacity, seeks to maximize diversion of the solid waste stream.

To coordinate the implementation of this new approach, a full-time California Integrated Waste Management Board (CIWMB) was established in 1990. Designed to provide a cooperative approach to solid waste management, the six member Board is comprised of appointees from both the Legislative and Executive branches of state government. The Board members are:

Mr. Michael R. Frost, Chairman  
Mr. Sam A. Egigian  
Ms. Kathy Neal

Mr. Wesley Chesbro, Vice Chairman  
Mr. Jesse R. Huff  
Mr. Paul Relis

Recognizing the need to develop common purpose and direction, and to communicate goals to internal and external constituents, CIWMB Board members quickly identified the development of a strategic plan as one of their first priorities. This document is the result of that effort.

Board members recognized that while many strategic plan methodologies exist, each organization undertaking strategic planning must employ an approach which is tailored to its unique characteristics and needs. The strategic planning process followed by CIWMB is based on the following premises:

- The six CIWMB Board members are responsible for establishing CIWMB policy. The CIWMB strategic plan was developed by the Board, with all six Board members taking an active role in the strategic planning process.
- The CIWMB Executive staff is responsible for implementing Board policy. The Executive staff was also active in the strategic planning process. Their role focused on the actions necessary to implement goals determined by the Board.
- The Board wishes to foster an environment in which staff are encouraged and recognized. The strategic planning process began with a questionnaire distributed to all staff to invite their input to the strategic plan.

## I. Introduction (continued)

As illustrated in Figure 1, a strategic planning process has many components, or building blocks, which are developed incrementally to form the strategic plan. The CIWMB strategic planning process is organized according to these components.

The Board first drew on existing research efforts to develop an **Analysis** of external and internal factors affecting CIWMB. The Analysis also includes the Board's assessment of CIWMB's opportunities, strengths, and challenges. This analysis provides the common data base that is the foundation for the strategic planning process.

The Board next developed a **Vision Statement** describing the preferred future for California that CIWMB intends to help realize, and a **Mission Statement** describing the basic purpose of CIWMB.

Next, the Board identified seven **Priority Issues** which represent the most pressing issues facing CIWMB. The Board then worked to identify **Goals** within each of the issues that are general and timeless expressions of aims to be achieved. For each goal the Board further developed **Objectives**, or specific, time-limited measurable outcomes that demonstrate the achievement of those goals, and **Strategies**, or general approaches to be taken to achieve the goals and objectives.

The last step of the strategic planning process is the development of **Action Plans**, or specific action steps that assign responsibilities, resources, and due dates for implementation of the plan. The action plans become the vehicle through which the strategic plan is implemented. The Board has asked the Executive staff to develop action plans for implementing the strategies embodied in this strategic plan. Each of these components of the CIWMB strategic plan is presented in the remaining pages of this document.

# CIWMB Strategic Plan Components

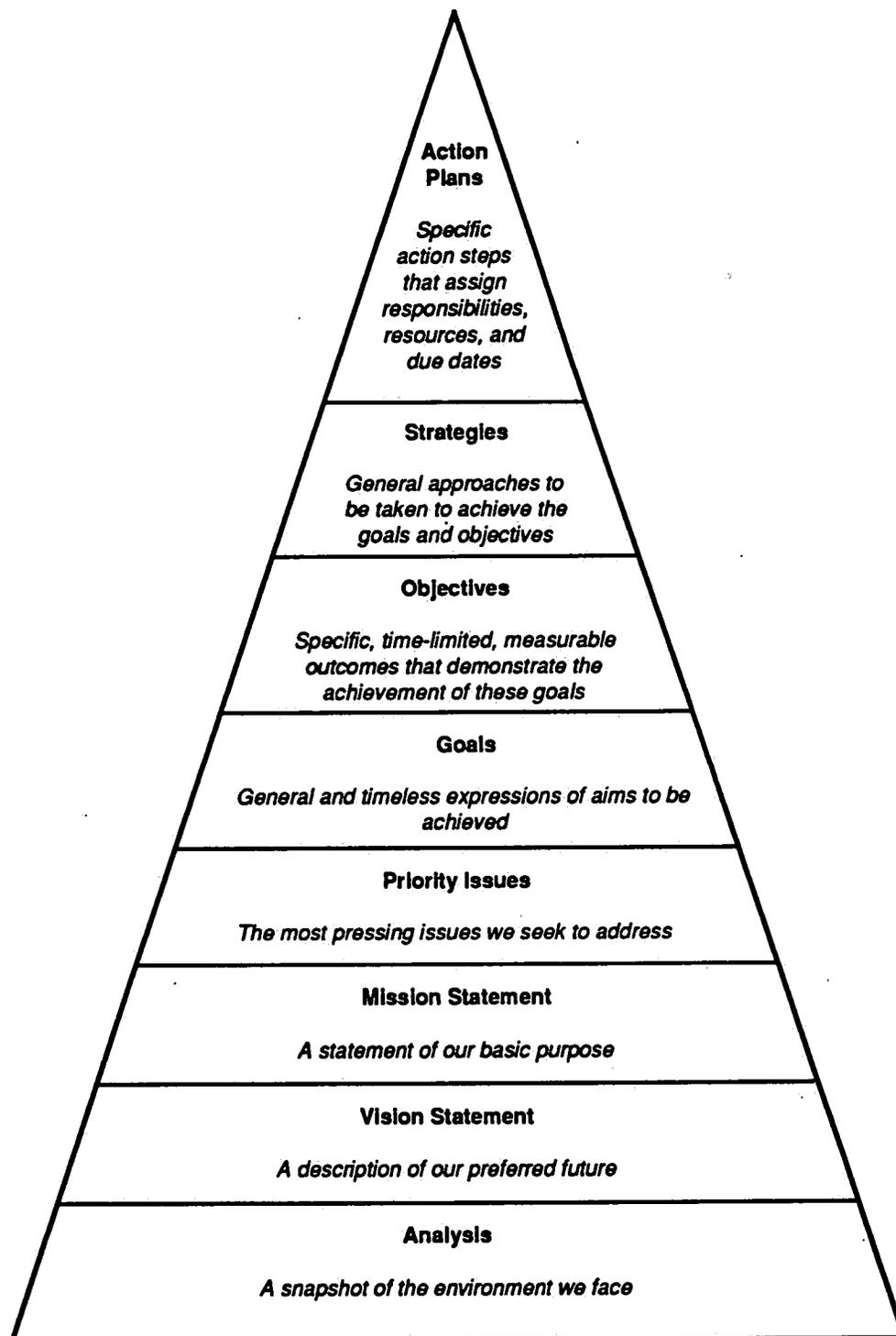


Figure 1

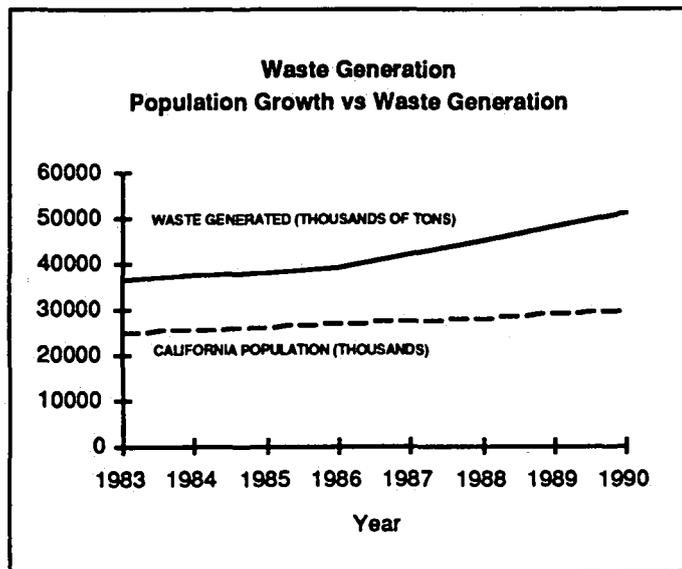
## II. Analysis

This analysis was developed to serve as a common data base for the decisions made by the Board in the strategic planning process. It includes the most current data available on waste generation, landfill capacity, and composition of the waste stream. The analysis also includes information about CIWMB's internal operational situation, including programs, staffing, and responsibilities. Finally the analysis includes the Board's assessment of CIWMB's opportunities, strengths, and challenges.

For each component of the analysis, a summary statement about its implication for CIWMB is provided.

# Analysis - California Waste Generation Trends

Total waste generated in California has increased at a faster rate than the state's population.



Sources: Population data from California Statistics; 1991.  
Waste generation data from CIWMB Annual Report; 1986

**Implication: Population growth is not the only driver of waste disposal increase in California.**

# Analysis - Landfill Capacity in California

About one-half of all California counties, representing about two-thirds of the total population, estimate landfill capacity at less than 15 years.

## Permitted Landfill Capacity Status in CA

Capacity	Number of Counties	Percent of Counties	Percent of Total Population
< 5 years	10	18%	37%
5-8 years	1	1%	< 1%
9-15 years	18	31%	32%
> 15 years	28	50%	31%
Total	57	100%	100%

## Projected Remaining Permitted Landfill Capacity in CA Based on Varying Diversion Rates

Assumed Future Diversion of Waste	Assumed Waste Disposal Growth Rate*	Assumed Baseline Diversion Level	Projected Landfill Capacity in Years
Scenario 1: 11%	2%	11%	13
Scenario 2: 25% by 1995	2%	11%	14
Scenario 3: AB939 Goals (25% by 1995/50% by 2000)	2%	11%	18

Source: CIWMB Interim Statewide Landfill Capacity Report, 1992.

\* Two percent is the projected California population growth rate estimated by the California Department of Finance for the period between 1990 and 2005.

**Implication: Additional disposal capacity is necessary even if AB939 goals are met. Even if population falls or waste generation stabilizes, landfill capacity would remain limited.**

# Analysis - California Waste Stream Composition

Waste diversion rates vary dramatically among types of materials.

## Composition of the California Waste Stream

	Tons Disposed in 1990 (millions)	Percent of Total	Diversion Rate Including Selected Waste Types <sup>1</sup>	Diversion Rate Excluding Selected Waste Types <sup>1</sup>
Paper	11.4M	29%	19%	19%
Plastics	2.7	7%	3%	3%
Glass	1.4	4%	28%	28%
Metals	2.1	5%	34%	7%
Yard Waste	5.8	15%	9%	9%
Other Organic <sup>2</sup>	9.5	24%	15%	9%
Other Waste <sup>3</sup>	6.5	15%	45%	2%
Special Wastes <sup>4</sup>	0.5	1%	20%	20%
<b>Total</b>	<b>39.9M</b>	<b>100%</b>	<b>23%</b>	<b>12%</b>

1 Inert solids, scrap metal, agricultural waste, and white goods.

2. Wood, food, and other organic waste.

3. Inert solids, household hazardous waste, and other inorganic waste

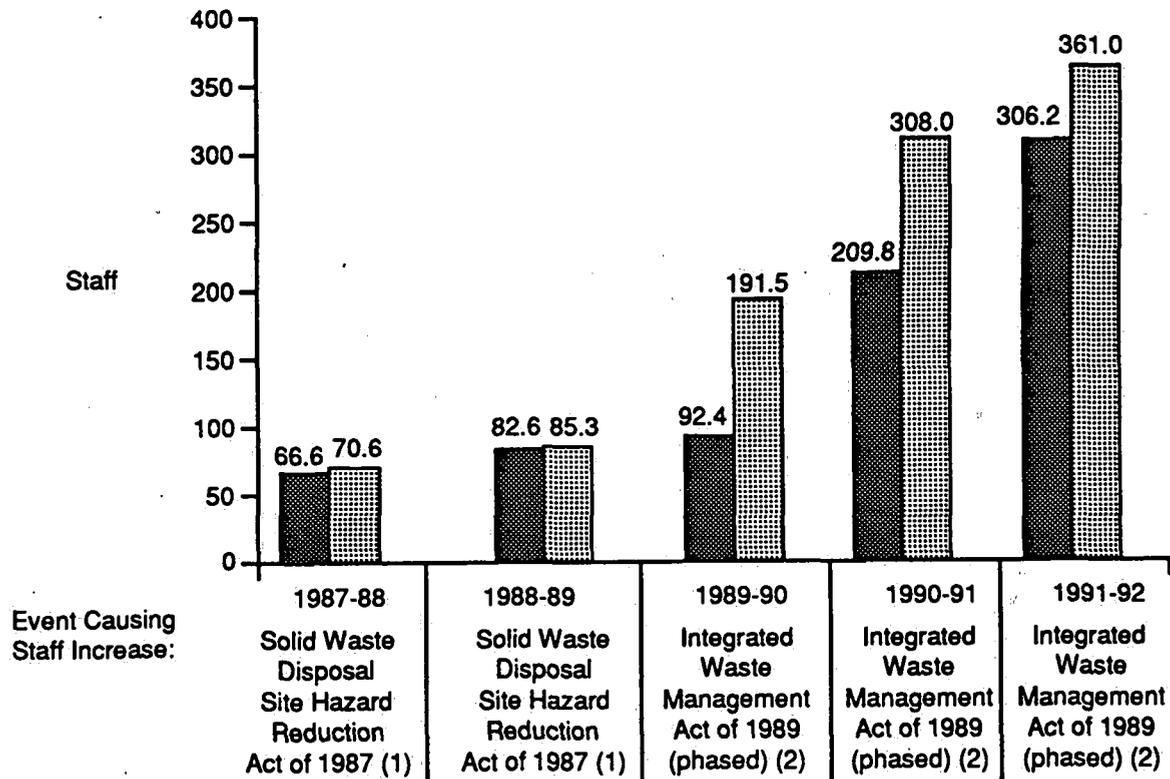
4. Ash, sludge, and other special waste.

Source: CIWMB 1991 Annual Report. Figures updated in 1992.

**Implication: Market development efforts are especially necessary for materials which represent a large percentage of the waste stream, and for those with low current diversion rates.**

# Analysis - CIWMB Program and Staffing

Increased legislated program responsibilities have led to significant increases in CIWMB staff size



1. Required the implementation of a more comprehensive closure and postclosure maintenance process including certification of landfill operators' financial ability to implement closure and postclosure plans and take remedial actions, establishment of Household Hazardous Waste and Local Enforcement Agency grant programs, and establishment of a loan guarantee program.
2. Required establishment of full-time Board, review of County Integrated Waste Management Plans, and yearly inspection of each solid waste facility in the state.
3. Increased staff for workload adjustments and the implementation of the requirements of new laws including the Used Oil Recycling Act of 1991.

■ = Actual personnel years.

▨ = Budgeted personnel years.

Source: CIWMB Administration and Finance Division.

\* Allowed filling of budgeted personnel years.

**Implication: CIWMB must be prepared to succeed as a rapidly growing organization with expanding responsibilities.**

# Analysis - Responsibilities of the CIWMB

CIWMB has been mandated to perform a broad and extensive range of activities

Activity	Frequency	Citation
<b>Local Planning Oversight</b> Receive & review preliminary SRREs and HHWEs	As submitted for review	CDR 14 18764
<b>Assistance to Local Jurisdictions</b> Assist local governments in conducting waste generation studies & prepare SRREs & HHWEs & provide ongoing technical assistance with regulatory and statutory planning requirements	Ongoing	PRC 42540
<b>Industrial Development</b> Designate 8 recycling market development zones  Award \$5 million in Market Development Zone loans for projects supporting infrastructural development & business development activities in Market Development Zones	Annually  Annually	PRC 42148  PRC 42145
<b>Targeted Procurement</b> Monitor compliance of 19,000 commercial printers & publishers with the requirement that 25% of their newsprint usage be of 40% recycled content newsprint  Monitor compliance with the minimum recycled content in trash bags law	Ongoing  Ongoing, commencing January 1, 1993	PRC 16000  PRC 41970
<b>Market Development Through Tax Incentives</b> Determine taxpayer eligibility for recycling investment tax credits	As tax credit applications are received	RTC 17052.14
<b>Used Oil Program</b> Award used oil collection grants	Ongoing	PRC 3487
<b>Household Hazardous Waste Program</b> Provide household hazardous waste program grants to cities, counties, & local agencies	Annually	PRC 46400
<b>Tire Recycling Program</b> Develop program for providing grants, loans, & subsidies for research into alternatives to whole scrap tire disposal	Ongoing	PRC 42871
<b>Local Enforcement Agency Certification</b> Evaluate LEA performance	Ongoing	PRC 43214

## Analysis - Responsibilities of the CIWMB (continued)

Activity	Frequency	Citation
<b>Solid Waste Facility Inspections</b> Inspect solid waste facilities to assess compliance with state standards. The Board must maintain an inventory of all permitted solid waste facilities & conduct regular inspections	Annually	PRC 43214 & PRC 44105 (a)
<b>Solid Waste Facilities Permits Program</b> Every solid waste facilities permit must be reviewed and, if necessary, revised  Ensure that all new solid waste facilities are permitted	Every 5 years  Ongoing	PRC 44015  PRC 44009
<b>Closed, Illegal &amp; Abandoned Disposal Site Program</b> The Board must establish a special unit to investigate illegal, abandoned, or closed solid waste disposal sites to ensure protection of public health & safety & the environment.	Ongoing	PRC 44105 (b)
<b>Minimum Standards</b> Adopt State minimum standards for solid waste handling & disposal	Adopt or revise as necessary	PRC 43020
<b>Environmental Review of Solid Waste Facilities</b> Review SEQA documents related to solid waste facility permits & enforcement activities	As received	PRC 41069
<b>Corrective Actions</b> Perform corrective actions as necessary at solid waste facilities.  Make loan guarantees for solid waste facility corrective actions as needed (max. \$5 million/yr)	As needed  As needed	  PRC 46300
<b>Closure &amp; Postclosure</b> Review & approve closure & postclosure plans for solid waste facilities  Review & determine the adequacy of financial assurance mechanisms to cover the cost of closure & postclosure maintenance	Ongoing  Ongoing	PRC 43500
<b>Used Tires</b> Issue permits for major & minor scrap tire facilities	Ongoing	PRC 42822, 42833
<b>Public Information/Education</b> Provide educational outreach in support of Board programs  The Board must develop, produce & disseminate supplementary materials to teach the concepts of source reduction, recycling & integrated waste management in California schools	Ongoing  Ongoing	PRC 42600  PRC 42603

**Implication: CIWMB must have sufficient resources to fulfill these mandates.**

# Analysis - Board's Assessment of Opportunities, Strengths and Challenges

## **External Opportunities**

- Public willingness to recycle
- Public awareness and concern about environmental issues
- Opportunity to influence public attitude toward environment issues
- Growing recognition within the business community of the importance of waste management
- Opportunity to facilitate statewide solutions through the assistance of Cal EPA and other agencies
- New opportunity to work more closely with the regulated community and the environmental community toward better waste management
- Opportunity to contribute to the legislative process and the Administration on environmental issues
- Potential for local and statewide economic and technological development and cost-savings by developing recyclable materials, industries and markets
- Ability to demonstrate new cost effective and environmentally sound approaches to waste management
- Opportunity for greater integration and cooperation between state and local jurisdictions

## Analysis - Board's Assessment of Opportunities, Strengths and Challenges (continued)

### **External Challenges**

- The enhanced responsibility of CIWMB
- Complexity of the constituent base
- Lack of awareness about the total cost of waste management
- Public tendency to rely on recycling as a single solution to waste management
- Increased burden on the business community in responding to regulatory requirements
- *The financial burden on local governments and private industry of implementing AB 939*
- Balancing local community needs with regional solutions (NIMBY)
- Overlapping and potentially conflicting jurisdiction with other state agencies and with local jurisdictions
- Potential conflict between state and federal waste management laws
- Dual role as regulator and advocate
- Few markets for secondary materials
- Economic recession
- Limited disposal capacity
- Limited processing capacity for separation of materials

# Analysis - Board's Assessment of Opportunities, Strengths and Challenges (continued)

## **Internal Strengths**

- Broad representational composition of the Board
- Strong mandate creates motivation for change
- Progress made toward a responsive and efficient organization structure
- High motivation among staff
- Relatively new Board and staff

## **Internal Challenges**

- Relatively new Board and staff
- Effective communication at all levels within the organization
- Disparate interests of the Board
- Clarifying the role of CIWMB
- Defining the relationship between the Board and CIWMB staff
- Dual role as regulator and advocate
- Responsiveness to the diversity of the work force
- Specific data and standard reporting methodologies
- Continuing to increase and broaden technical expertise
- Dramatic recent growth

### **III. CIWMB Vision Statement**

**This statement describes the preferred future for California that CIWMB's efforts are intended to help realize.**

**A California which protects the public health and natural environment by minimizing waste generation and disposal and facilitating the development of industries that use recyclable materials. This vision will be realized by establishing sustainable markets for recyclable materials, reducing reliance on land disposal, and effectively educating the public.**

### **III. CIWMB Mission Statement**

The mission of CIWMB is to protect the public health and safety and the environment through waste prevention, waste diversion, and safe waste processing and disposal. CIWMB accomplishes this mission by:

- Educating the public about the value of resource conservation and the economic and environmental costs of waste disposal
  
- Facilitating the development of markets for recyclable materials and the treatment of solid waste as a resource
  
- Aggressively enforcing environmental regulations
  
- Developing effective relationships with local governments and private industry to develop and implement integrated waste management programs
  
- Conducting focused research in support of the waste management hierarchy
  
- Developing cost-effective, economically feasible, and environmentally safe approaches to waste management
  
- Facilitating the development of facilities required to divert waste from disposal and provide disposal capacity for materials that cannot feasibly be diverted

## **IV. CIWMB Priority Issues**

Based on the data provided in the analysis, extensive discussion among Board members, and input from the Executive staff, the Board identified the seven most pressing issues facing CIWMB to be addressed in its strategic plan. The Board believes that if CIWMB focuses on efforts to address these seven issues, CIWMB will be fulfilling its mission and actively working toward its vision for California. These issues are:

- **Markets for recyclable materials**
- **Waste prevention (source reduction)**
- **Waste stream diversion**
- **Public perceptions and practices**
- **Partnerships with local governments and industry**
- **Regulation and solid waste facilities management**
- **Organization leadership and development of CIWMB**

The Board's goals, objectives and strategies for addressing each of these issues appear on the following pages.

(All of the objectives in the following issue statements employ a baseline year of 1990, unless otherwise noted.)

## V. Goals, Objectives and Strategies

### Markets for Recyclable Materials

The analysis indicates that waste generation in California is increasing and the state has limited landfill capacity. CIWMB believes that developing markets for recyclable materials is the most cost effective, efficient, and environmentally sound way to meet the mandated goal of maximizing waste diversion.

**Goal:**            **Expand acceptability of products made from recyclable materials**

**Objective:**    ■ Establish in 1993 targets for increasing usage rates of products made from priority recyclable material

**Strategies:**   ■ Baseline current usage rates of products made from recyclable materials to provide a basis for comparison

■ Initiate legislation or administrative action encouraging governments to lead by example by purchasing products made from recyclable materials, when available

■ Implement a public education campaign to buy products made from recyclable materials

■ Take an active role in promoting the development and use of products made from recyclable materials through such actions as minimum content laws, labeling, advanced R&D, etc.

## Markets for Recyclable Materials (continued)

**Goal:** Facilitate development of new markets for recyclable materials

- Objectives:**
- Take specific action to encourage expansion of the marketability of each of the three priority recyclable materials by 1995
  - Increase job creation attributable to new and expanded markets for recyclable materials by 20,000 jobs by the year 2000
  - Adopt the CIWMB market development plan by March 1993

- Strategies:**
- Increase public investment and encourage private investment in research and development on markets for recyclable materials
  - Encourage increased investments in start-up companies that manufacture products from recyclable materials
  - Focus efforts on recyclable materials with highest value potential use
  - Seek and commit more funds for research and development activities conducted by CIWMB
  - Serve as a clearinghouse for ideas on market development and investors in market development
  - Use market development to create revenue for local governments to offset collection and processing costs

# Waste Prevention (Source Reduction)

The analysis indicates that the public is very receptive to recycling practices. The public is much less knowledgeable about preventing the creation of waste. Waste prevention is the top of the waste management hierarchy, and a pioneering approach to waste management. CIWMB believes that an increased focus on this waste management practice will significantly improve our ability to protect the natural and human environment.

**Goal:** Help local governments, private industry, and citizens reduce the amount of waste they produce

- Objectives:**
- Significantly increase waste prevention accomplished by the commercial, industrial, and government sectors by 1997
  - Develop a mechanism for monitoring the effectiveness of waste prevention programs by 1995

- Strategies:**
- Improve measurement methodologies for waste prevention
  - Implement a public education program about effective waste prevention behaviors
  - Assess the viability of an advanced disposal fee (ADF)
  - Provide technical assistance and research and development for products and packaging that create less waste
  - Improve and implement the voluntary use of waste audits by governments, businesses, and households

# Waste Stream Diversion

A key component of CIWMB's enabling legislation is the waste stream diversion goals in AB939. Most of CIWMB's broad range of activities are conducted to help realize this goal.

- |                    |   |
|--------------------|---|
| <b>Goal:</b>       | <b>Maximize the diversion of solid waste in California</b>  |
| <b>Objective:</b>  | ■ California achieves 25% diversion by 1995 and 50% diversion by 2000   |
| <b>Strategies:</b> | ■ Review and revise regulation to foster greater diversion<br>■ Continue efforts to educate the public about their role in diversion<br>■ Focus on materials with high potential for diversion and develop specific action steps<br>■ Help local governments develop cost effective diversion programs<br>■ Encourage research and development of new diversion technologies and facilities<br>■ Work in partnership with local governments to actively implement their CIWMPs for diversion<br>■ Enforce diversion at solid waste facilities where it is a condition of permit |

# Public Perceptions and Practices

The analysis points to the critical role of public practices in maximizing waste diversion. CIWMB is committed to investing considerable resources in education efforts designed to enlighten the public about sound resource conservation practices.

- |                    |   |
|--------------------|---|
| <b>Goal:</b>       | <b>To improve public understanding and practice of resource conservation</b>  |
| <b>Objective:</b>  | ■ Increase public participation rates in resource conservation practices, as measured in surveys  |
| <b>Strategies:</b> | ■ Inform the public about the full cost of solid waste disposal<br>■ Inform the public about effective resource conservation practices and the impact of individual behaviors there on<br>■ Regularly survey the public about their participation rates in resource conservation practices<br>■ Ensure coordination of CIWMB public education efforts |

# Partnerships with Local Governments and Industry

Through its assessment, CIWMB acknowledged that much of the burden of maximizing waste diversion falls on local government and industry. It is CIWMB's intention to work in partnership with these entities to assist them in meeting the waste diversion goals established in AB939.

- |                   |  |
|-------------------|--|
| <b>Goal:</b>      | <b>Be viewed as cooperative with local governments and industry in managing solid waste</b>  |
| <b>Objective:</b> | ■ Begin in 1993 to regularly survey local governments and industry regarding their perceptions of and satisfaction with CIWMB.   |
| <b>Strategies</b> | ■ Provide frequent and consistent communication with local government and industry<br><br>■ Provide technical assistance to local governments<br><br>■ Develop model programs and other educational tools for use by local governments and industry<br><br>■ Jointly develop reasonable regulation through dialog with the regulated community |

# Regulation and Solid Waste Facilities Management

As illustrated in the analysis, many of CIWMB's responsibilities involve regulation of solid waste facilities. The Board recognizes the importance of this responsibility by identifying it among our priority issues.

**Goal:** Provide a predictable, efficient, and reliable regulatory structure

**Objectives:** ■ Establish a complaint tracking and response system in 1993

■ Respond to every complaint within 5 working days

**Strategies:** ■ Review all regulations for ways to make them more sensible and user-friendly

■ Create a regulation review and monitoring process

■ Examine critical regulatory processes for potential streamlining

# Regulation and Solid Waste Facilities Management (continued)

**Goal:** Work with local governments and industry to assure the safe, environmentally sound, and effective operation of all solid waste facilities in California

**Objectives:** ■ Work to ensure that all counties in California meet the 15 year capacity requirement on time

■ Increase the quality of LEAS in California as measured by the percentage of LEAS achieving full and consistent certification

■ Increase the percentage of solid waste facilities in substantial compliance to 90% by 1997

**Strategies:** ■ Encourage research to facilitate state-of-the-art design and operation of solid waste facilities

■ Working with Cal EPA, review the role of all state and local agencies with regulatory oversight of solid waste facilities to identify and eliminate overlapping responsibilities

■ Working with Cal EPA, improve coordination among state agencies with regulatory oversight of solid waste management facilities

■ Comprehensively identify and monitor the solid waste infrastructure in California

■ Provide technical information about siting of solid waste facilities to local governments

# Organization Leadership and Development of CIWMB

CIWMB's assessment points to the need for clarifying roles within the organization and developing an organizational culture that facilitates our mission. The Board identified this priority issue in recognition of the need for internal operations that are conducive to maximizing each employee's contribution to CIWMB.

**Goal:** To serve the public and regulated community as a leader in integrated waste management

**Objectives:** ■ Achieve at least 10 major success stories regarding CIWMB's impact on integrated waste management by 1995

■ Demonstrably expand CIWMB impact on legislative activities

**Strategies:** ■ Document measurable successes in improved solid waste management attributable to CIWMB action

■ Require environmentally sound practices of all CIWMB contractors in their work conducted for CIWMB

■ Encourage environmentally sound practices of all state agencies

■ Work cooperatively with the Legislature, Administration, local governments, and industry in the development of integrated waste management initiatives

# Organization Leadership and Development of CIWMB (continued)

- Goal:** **Be a well-organized, creative, reliable and competent agency which is widely viewed as a good place to work**
- Objectives:**
- Begin in 1993 to regularly measure and demonstrate continuous improvement in employee satisfaction and performance
  - Maintain high retention rates of CIWMB employees
  - Conduct annual evaluations of all employees
- Strategies:**
- Develop reliable information and data to serve as a basis for objective decision-making
  - Provide opportunities for leadership development, professional development, training and advancement within CIWMB
  - Provide staff with opportunities for input in decision making and provide regular feedback
  - Increase emphasis on in-house recycling program
  - Create regular communication mechanisms to inform all employees of CIWMB and solid waste management developments
  - Facilitate a climate that is responsive to the diversity of the work force
  - Develop an annual employee evaluation and career counseling process

## **V. Implementation**

**The Board has requested that the Executive staff develop action plans to implement the CIWMB strategic plan. The Executive staff have begun this work by identifying those branches within the CIWMB that will have a role in carrying out each of the strategies in the strategic plan. Next, the Executive staff will identify a lead branch responsible for implementing each strategy, and assign specific due dates for implementing the strategies. A mechanism for plan monitoring and progress reporting will also be established.**

**The Board intends to review this plan after six months to assess progress made toward the goals. After this initial review, the Board will review the plan annually.**