

# Staff Report



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To	<b>Committee of the Whole</b>
Service Area	Office of the Chief Administrative Officer
Date	Wednesday, September 4, 2024
Subject	<b>Solid Waste Resources Recycling Program Transition Audit</b>

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## Recommendation

1. That the report titled Solid Waste Resources Recycling Program Transition Audit dated September 4, 2024, be received.
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## Executive Summary

### Purpose of Report

To provide Council with the results of the Solid Waste Resources (SWR) recycling program transition value for money audit performed to assess the economy, efficiency and effectiveness of the Blue Box Program transition plan to a new regulatory framework for resource recovery and identify improvement opportunities.

This report should be considered in conjunction with the following reports:

- Downtown Infrastructure Renewal Program – Streetscaping Level-of-Service and Construction Mitigation
- Downtown Collection Area Update
- Improving Access to Public Washrooms in Guelph
- Downtown Guelph Heritage Conservation District Study

These reports outline key elements of the Downtown Renewal Program, a comprehensive vision to transform how Downtown Guelph looks, feels, and functions, while also preserving its unique cultural heritage.

### Key Findings

1. Overall SWR is managing the recycling program transition plan in a manner that demonstrates due regard for value for money principles. The plan has been well developed and demonstrates that the team understands the steps needed to ensure a smooth transition for the residents of Guelph while maintaining balance between economy, efficiency and effectiveness in the solid waste services that will remain.
2. SWR, in partnership with Human Resources, should update all position descriptions based on the changes to roles after the recycling stream is removed from the department. (**Efficiency**)
3. SWR should review and update the staff transition plan to formalize the overall departmental organizational structure and indirect role responsibilities post-

recycling program elimination to affirm resource utilization and department level adjustments. (**Economy**)

4. It is recommended that, in the interim period, existing recycling collection services be extended to the Downtown Collection Area for 2025, with some operating changes to adjust to the Blue Box Transition, to avoid disruption to customers and impacts to environmental performance strategic objectives and diversion targets. This will require the department to initiate a budget request in 2025 for \$160,000 to support this. (**Effectiveness**)
5. Consideration should be given to exploring a full or partial user fee option and that timing should be aligned with the completion of the Blue Box Transition process. The user fee review would apply to the public drop-off depot, Downtown Collection Area and other sources as determined by staff. This will require the department to advance a previously deferred capital budget request of \$96,000 into 2025 to complete the study. (**Economy and Effectiveness**)
6. It is recommended that an updated service level agreement be drafted and agreed to by both SWR and Operations Fleet Services. As part of the update a set of key performance indicator metrics should be established and reported. (**Effectiveness**)

### **Strategic Plan Alignment**

The recommendations identified are designed to close control gaps, strengthen processes and improve the internal control environment related to the recycling program transition plan. The audit supports the objective of 'Lead with accountability' objective under the 'Foundations' theme.

### **Future Guelph Theme**

Foundations

### **Future Guelph Objectives**

Foundations: Lead with accountability

### **Financial Implications**

The audit recommendations should lead to a more effective control environment over the solid waste recycling program transition plan. There may be costs associated with implementing the recommendations.

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## **Report**

### **Background**

In conducting this value for money audit, our primary objective was to ensure that the recycling program transition plan has effectively utilized resources to achieve its intended outcomes, aligning with the principles of economy, efficiency and effectiveness as defined:

- **Economy:** This focuses on optimizing the cost of resources used or required, considering the quality. It is about acquiring resources at the best price possible without compromising on quality.

- Efficiency: This measures how well resources are used to achieve desired outputs. It is about maximizing output from given inputs or minimizing input to achieve a given output.
- Effectiveness: This assesses the extent to which objectives are achieved and the relationship between intended and actual impacts. It is about ensuring that the outputs produced achieve the desired outcomes and goals.

SWR employs innovative ways to manage Guelph's waste streams and plays a vital role in facilitating the processing, diversion and disposal of generated waste. Programs and services include curbside waste collection, public drop-off services, recyclable materials processing, organics processing, household hazardous waste management, transfer station operation and waste disposal as well as management of the former Eastview landfill and operation of its methane gas collection system. Refer to Appendix 1 for updated SWR performance metrics.

SWR supports the City's strategic plan by providing integrated waste management services in compliance with all provincial legislation in alignment with the [City's Solid Waste Management Master Plan](#). The plan defines how our waste management system will support the Guelph community as it grows. The plan also builds on Guelph's leadership in waste minimization by providing strategic direction over the next 25 years through the development of waste reduction and diversion policies with a circular economy mindset. For a comparator analysis see Appendix 2.

Beginning on January 1, 2025, the Transition Period of the Blue Box Regulation will come into effect in Guelph and an industry-led nonprofit organization, Circular Materials, will commence managing blue box materials for eligible sources, which include residential properties and schools as well as nonprofit long-term care and retirement facilities currently served by the City.

On January 1, 2026, the Full Implementation Period will begin, and Circular Materials will expand collection to eligible sources that are not currently serviced by the City. During the Full Implementation Period, Circular Materials will also begin to collect an expanded and harmonized list of materials across Ontario. Generally, the City has elected not to bid to become a contractor or subcontractor within the producer responsibility system. Rather, the approach is an orderly exit from the business while continuing to support and transition customer segments not served by the producer responsibility system. The City's Transition Plan includes the following elements:

- Staff transition
- Business continuity
- Asset transition
- Customer service transition
- Service transition
- Monitoring and evaluation
- Communication and community engagement

### **Audit Objectives and Scope**

The objectives of the review were to assess the extent of due regard for economy, efficiency and effectiveness as it relates to the business and budget impacts related to the transition of recycling services to a producer-responsibility model as directed by the provincial government. This audit reviewed solid waste services to ensure

the resource model is appropriately aligned to effectively deliver the remaining services. It included a review of the transition options for the industrial, commercial and institutional (IC&I) services which are largely not covered by the new blue box regulation as eligible sources.

The review focused on the transition readiness of SWR and did not include a full-service level review. A full-service level review was conducted in 2018 that resulted in 11 recommendations. Of the 11 the recommendations, 10 have been implemented as of the audit date with the last remaining recommendation in progress, being the blue box transition itself.

### **Audit Approach**

The following approach was used to conduct the audit:

- To determine the effectiveness of the transition plan executed by the SWR teams in supporting and addressing the City's strategic goals and objectives, the audit team met with various staff as well as other supporting departments.
- The team completed a review of documents and records to validate the processes and controls. Potential opportunities for improvement and accompanying recommendations are provided below.
- The audit team met with management to discuss preliminary findings and recommendations to ensure timely actions are undertaken to mitigate key risks.
- The City's 2025 budget confirmation process is underway, which includes a review of changes to departmental budgets. The audit recommendations, and by extension the associated costs, made in this report are independent of the City's budget process and based on the value for money objectives of economy, efficiency and effectiveness criteria for the recycling program transition alone. If the audit is received by Council, the costs to implement the recommendations are subject to the City's Multi-Year Budget (MYB) process.

### **Best practices observed during the audit**

- Dedicated staff to support the transition with clear roles and responsibilities were deployed and utilized. (**Efficiency**)
- Continuity of operations, asset transitions, customer service and communications were considered during the transition planning phase with plans developed once the Blue Box Program is no longer managed by the City. (**Effectiveness**)
- Adjustments to remaining waste services have been considered with adequate planning in place within the parameters of removing the recycling stream from the department. (**Efficiency**)
- SWR have been preparing for the Blue Box Transition for a few years and have taken steps to slow down investment in equipment and facilities as needed and will adjust routes to be ready for 2025. (**Economy and Efficiency**)
- A 2021 external consultant report included a review of cost projections for all streams. Based on the Internal Audit review, the projections made appear to be in line and accurate for 2021 to 2024 when compared to actual costs to operate current service levels. (**Economy**)
- Staff establish annual budgets and do monthly variance reviews internally with quarterly discussions held with Finance. SWR analyzed removing the recycling stream with the help of consultants who evaluated various options available. (**Economy and Efficiency**)

## **Detailed Findings and Recommendations**

### **Observation #1: Transition Resource Planning (Economy and Efficiency)**

In consultation with key stakeholders including ensuring compliance with the Collective Bargaining Agreement, and respecting organizational commitment to people, SWR prepared a preliminary staff transition and business continuity plan. The plan outlined key considerations, including measures to provide the best possible transition for staff, by working collaboratively to align vacancy, attrition/retirement and growth needs while retaining talent by maximizing retention of skilled and trained staff. The plan ensures key efforts are planned to maintain business performance for processing and sale of recyclables up to the transition date of January 1, 2025, by identifying business continuity risks and preparing contingencies and mitigations. The 2024-2027 multi-year operating budget already reflects the projected changes related to the transition plan.

While the staff transition plan identified positions that will be directly impacted by the loss of the recycling stream, consideration of impact on indirect positions was not finalized in the early formal analysis. However, SWR have been preparing for the Blue Box Transition for a few years and have taken steps to prioritize and allocate staff resources as outlined in their 2024-2027 multi-year business and workplans. As the Blue Box Transition matures, SWR have planned and prioritized over 150 initiatives to be executed pre - and post-transition to meet departmental objectives.

The recycling stream represents approximately 19 per cent of the waste processed annually at the solid waste facility based on 2023 data. Due to the nature of how materials are managed, direct impacts were readily quantifiable and have been accounted for as part of the transition plan i.e., 100 per cent of the Material Recovery Facility as well as the Supervision and Management that supported that operation. The latent capacity of staff that support the recycling stream as part of the integrated and dynamic system is harder to quantify. Internal Audit obtained indirect role position descriptions where possible, to assess the impacts of removing the recycling stream on these positions. In some cases, position descriptions were not available for current roles identified in the solid waste organization chart, with many more that were outdated extending back to 2015. Audit staff were not able to quantify the potential latent capacity of indirect staff due to the above-mentioned factors.

Removing a portion of the business operations should have an impact on both direct and indirect roles within waste services, as well as possibly impacting the organizational structure of the department. SWR has factored in needs by reducing the Non-Union Management Employees (NUME) complement through attrition, interim redistribution of duties, and leveraging NUME contracts where appropriate. Any latent capacity gained will also be utilized in support of forecasted work arising from the approved Solid Waste Management Master Plan. This work can be further enhanced by reviewing the impacts of removing recycling services impact on organizational structure and indirect roles. There is a risk that human resources could be under-utilized as well as misaligned within the entire department. Outdated or nonexistent position descriptions make it difficult for management to assess the effectiveness and efficiency of performance and to review the potential impacts of large service changes such as this on the operations.

## Recommendation #1

1.1 SWR, partnering with Human Resources, should update position descriptions based on the changes to roles after the recycling stream is removed from operations. Through this process, indirect roles should be evaluated for effectiveness in meeting the remaining key objectives of the department, as well as identifying methods to monitor efficiencies of the roles. This should then be incorporated into individual and departmental performance targets.

1.2 It is recommended that SWR review and update the staff transition plan with a focus on overall organizational structure and indirect role responsibilities post-transition and identify possible resource utilization and departmental levels adjustments.

Table 1: Management Action Plan

Recommendation Number	Department/ Division	Action Plan	Target Completion Date
1.1	SWR	SWR will work with Human Resources to update job descriptions to reflect changes in duties and to better reflect current and future needs to support growth and objectives as outlined in the approved Solid Waste Management Master Plan, as well as monitor for effectiveness through existing collaboration and performance management processes.	December 31, 2025
1.2	SWR	SWR will update the transition plan to incorporate and reflect planned enhancements to resources loading and allocation and will update the organization structure as may be required.	December 31, 2025

## Observation #2: Recycling Transition and Non-Eligible Source Collection Strategy (Effectiveness)

As part of the recycling transition planning process, SWR have identified a small group of current customers that will not be covered for recycling services based on the current provisions of the provincial waste policy framework. This group, which represents nine per cent of current recyclables by mass, includes the City's public drop-off depot, institutional customers outside of the Downtown Collection Area, customers (commercial and institutional) within the Downtown Collection Area, City

facilities, parks and special event bookings. The most impacted groups are the public drop-off depot and the Downtown Collection Area. Non-eligible sources need new recycling solutions to maintain service continuity while being economical and financially sustainable.

The provincial Blue Box Transition, Guelph's Downtown Infrastructure Renewal Program (DTIRP), the Solid Waste Management Master Plan, Future Guelph Strategic Plan objectives and key initiatives, and ongoing service rationalization and cost pressures have introduced interconnected challenges and opportunities to adapt and improve Guelph's waste management systems beginning in 2025.

While the Blue Box Transition demands changes to recycling services due to provincial regulation, the Downtown Collection Area had already been under review through the Solid Waste Management Master Plan for changes based on ongoing infrastructure and performance issues. Waste collection within the Downtown Collection Area is provided from the same budget as other SWR services, which is funded through property taxes as assessed by the Municipal Property Assessment Corporation (MPAC). Property taxes are shared among all property owners and are not determined by the actual services an individual uses. Property owners within the Downtown Guelph Business Association (DGBA) area pay an additional levy to support enhanced improvement, beautification and maintenance of municipally owned land, buildings and structures within the DGBA and to promote business and shopping in the Downtown area. This levy does not support SWR services within the Downtown Collection Area.

As part of the 2021 Solid Waste Management Master Plan, a separate sub-report on funding SWR services and programs was also completed. This report concluded that while Guelph is currently funding its solid waste system at a similar impact to property taxes as our comparator municipalities; cost, regulatory, and equity drivers suggest the consideration of full and partial user fee options in the future, and that timing be aligned with the Blue Box Transition. Downtown collection was studied and determined to cost approximately \$294,000 per year, fully funded from property taxes (no user fees).

Concurrent with the last SWR Management Master Plan, the City commissioned a comprehensive Service Rationalization Review that was completed in 2021. Two relevant recommendations from that report included:

- Evaluating the service for collecting waste from Downtown businesses for cost savings.
- Reviewing the Council-approved user fee structure and seeking approval of user fee subsidization levels (on a capital-inclusive costing methodology), with the opportunity for budget savings as well as equitable and consistent user fee recovery practices.

The public drop-off facility is the City's largest source of recyclable materials outside the single family and multi-residential collection programs. It also acts as a backstop alternative where people can deliver materials when suitable collection services do not exist for their situation.

Currently, there is no approved budget to service recycling collection for non-eligible sources in the Downtown Collection Area, nor to address pre-existing issues with collection of garbage, organics and recycling from public space and properties as part of DTIRP.

A user fee system has the potential to address funding gaps without further burdening property taxes, offer an economy of scale to service customers more cost-effectively than individual customer procurement with private waste service providers, take advantage of DTIRP to build infrastructure supporting greater activation and densification of the Downtown, align SWR with other Environmental Services' funding models and standardize service levels for IC&I customers. Though recycling services are changing, a user fee program would need to encompass all three streams to not create an incentive for residents to dispose of recycling in the garbage stream and avoid these fees. Without a plan to address the non-eligible sources, the City risks not meeting its strategic objectives of promoting a greater focus on a circular economy as it relates to all streams of waste, as well as not supporting steps to make Downtown a vibrant place for everyone. Not continuing the recycling collection program during the transition period in the Downtown could lead to losing momentum on strategic objectives including promoting the circular economy and having vibrant Downtown initiatives. Not considering a user fee model approach for some services could also impact the City's objectives of keeping property taxes for all residents at a reasonable level for all the services they expect.

### Comparators Approach

The Blue Box Transition is affecting every municipality in Ontario and non-eligible sources has been a key issue in many communities. Ineffective provincial policies and enforcement for waste diversion in the IC&I sector have been identified in the [Auditor General's 2021 Value-for-Money Audit: Non-Hazardous Waste Reduction and Diversion in the Industrial, Commercial and Institutional Sector Report](#) and the [Association of Municipalities Ontario's 2023 Baseline Waste and Recycling Report](#). Many municipalities are continuing to operate and fund collection to non-eligible sources during the Blue Box Transition period to avoid service disruptions and negative environmental impacts.

### **Recommendation #2**

2.1 It is recommended in the interim period that existing recycling collection services be extended to the Downtown Collection Area for 2025, with some operating changes to adjust to the Blue Box Transition, to avoid disruption to customers and impacts to environmental performance and diversion targets. The approximate cost (additional to adopted budgets) to continue existing services through to the end of 2025 would be \$160,000. This additional amount would fund incremental costs to collect recycling from non-eligible sources plus new costs to haul and process material at a private facility due to the City's Materials Recovery Facility no longer operating.

2.2 While Guelph is currently funding its solid waste system at a similar impact to property taxes as our comparator municipalities, consideration should be given to a full or partial user fee option being explored, and that timing be aligned with the completion of the Blue Box Transition process. A user fee system (for all waste streams) is recommended to fund service to non-residential curbside services with further engagement on this conducted in concert with the Downtown Collection Area review. The user fee review would apply to the public drop-off depot, and Downtown Collection Area. This will require the department to advance a previously deferred capital budget request of \$96,000 into 2025 to complete the study.



Table 2: Management Action Plan

Recommendation Number	Department /Division	Action Plan	Target Completion Date
2.1	SWR	Recycling service could be provided in 2025 contingent on \$160,000 additional funding that would need to be included in the 2025 Budget Confirmation.	2025 (contingent on budget confirmation)
2.2	SWR	Reprioritizing a planned user fee study to align with interim transition needs would help support long-term decision-making regarding community needs in the downtown post 2026. The cost to be advanced in the capital forecast to 2025 is \$96,000.	2026 (contingent on budget confirmation)

**Observation #3: Fleet Maintenance Service Level Strategy (Effectiveness)**

SWR utilizes the services of Operations Fleet Maintenance for servicing of all their vehicles, primarily the waste packers used for collecting and transporting all streams of waste. Fleet maintenance costs were \$1,535,050, which represents six per cent of total expenditures in 2023. Waste services cannot function without a working vehicle and long-term equipment downtime means that customer pickups cannot be completed as required. Vehicle downtime also means that a waste packer operator is idle. While there are a limited number of spare waste packers that could be utilized in an emergency, reliance is on keeping the limited fleet of vehicles properly maintained through regular preventative maintenance, as well as getting the vehicles back in service in a reasonable amount of time if an unexpected breakdown occurs.

In 2019, after a review conducted by an external consultant and based on a recommendation from that report, a service level agreement (SLA) between Fleet Maintenance and SWR was drafted and signed. The agreement has not been updated since. While many elements of the SLA have been adhered to, some elements such as quarterly joint management meetings and key performance indicators (KPI) metrics have not been jointly developed and are to this date not being tracked.

An outdated SLA and lack of progress on developing critical KPIs for fleet maintenance could lead to unnecessary vehicle downtime and unexpected service issues that could be prevented and could possibly lead to financial loss for the City through premature equipment failures as well as additional maintenance costs. This would also negatively impact waste services customers who expect the service to meet its scheduled service deliveries and thus poses a reputational risk to the City.

In recent years, Fleet Maintenance has had challenges with staffing qualified mechanics to ensure the team is able to complete the work needed in a reasonable time. Additionally, the current work order system is outdated making it difficult for the maintenance team to track critical data that would be needed to report on the KPI metrics agreed to through an updated SLA. A replacement work order system is planned once the full enterprise resource planning (ERP) system implementation is completed.

Maintenance work on the solid waste fleet has been outsourced when needed. Fleet management also confirmed as part of their delivery of service, evaluations on outsourcing work is considered regularly to see if service delivery can be provided more effectively both from a cost and performance perspective.

### **Recommendation #3**

3.1 An updated SLA should be drafted and agreed to by SWR and Operations fleet services. An updated SLA would increase accountability and clarify roles and responsibilities. These client contracts should include but not be limited to standard clauses like scope of services, hours of operations, priorities, rates/markups and billing process, reports and communications standards including regular meetings to discuss performance and any concerns. One of the most important sections of the SLA that should be agreed to is the KPI metrics that establish targets and measure both parties' performance. A series of KPIs should be established and be based on the most critical success factors. Typical KPIs could include:

- Average cost/kilometre per vehicle category
- Mean Time Between Failures (MTBF)
- Mean Distance Between Failures (MDBF)
- Mean Time To Repair (MTTR)
- Per cent of preventative maintenance PM work orders completed within established standard hours
- Per cent rework
- Per cent of fleet exceeding replacement age
- Average fuel consumption in litres/100 kilometres per vehicle category
- Per cent satisfaction, often obtained through customer survey results

3.2 Fleet Maintenance, working with SWR, should evaluate alternatives for maintenance services and conduct a business case analysis for outsourcing waste packer servicing. The objectives of this would be to determine if outsourcing this service could provide cost savings to the City, as well as ensure solid waste has vehicles in good working order available.

3.3 While a new work order system is planned to be implemented, in the interim and in preparation for transition to the new work order system, existing systems should be used for KPI metrics reporting. These metrics should be reported frequently to assist both teams with equipment and maintenance performance.

Table 3: Management Action Plan

Recommendation Number	Department /Division	Action Plan	Target Completion Date
3.1	SWR & Operations Fleet Services	Update SLA to better reflect roles and responsibilities and formalize required KPIs and monthly reporting.	December 31, 2024
3.2	SWR & Operations Fleet Services	Review service delivery options and develop business case to fulfill SWR's required maintenance needs.	December 31, 2025
3.3	Operations Fleet Services	Use existing systems for KPI metrics and frequent reporting.	December 31, 2024

### **Financial Implications**

The audit recommendations should lead to a more effective control environment over the Blue Box Transition process. There may be costs associated with implementing the recommendations.

### **Consultations and Engagement**

Findings and recommendations have been discussed and reviewed with the General Manager, Environmental Services, General Manager, Operations, General Manager, Finance and the Executive Team.

### **Attachments**

None.

### **Departmental Approval**

None.

### **Report Author**

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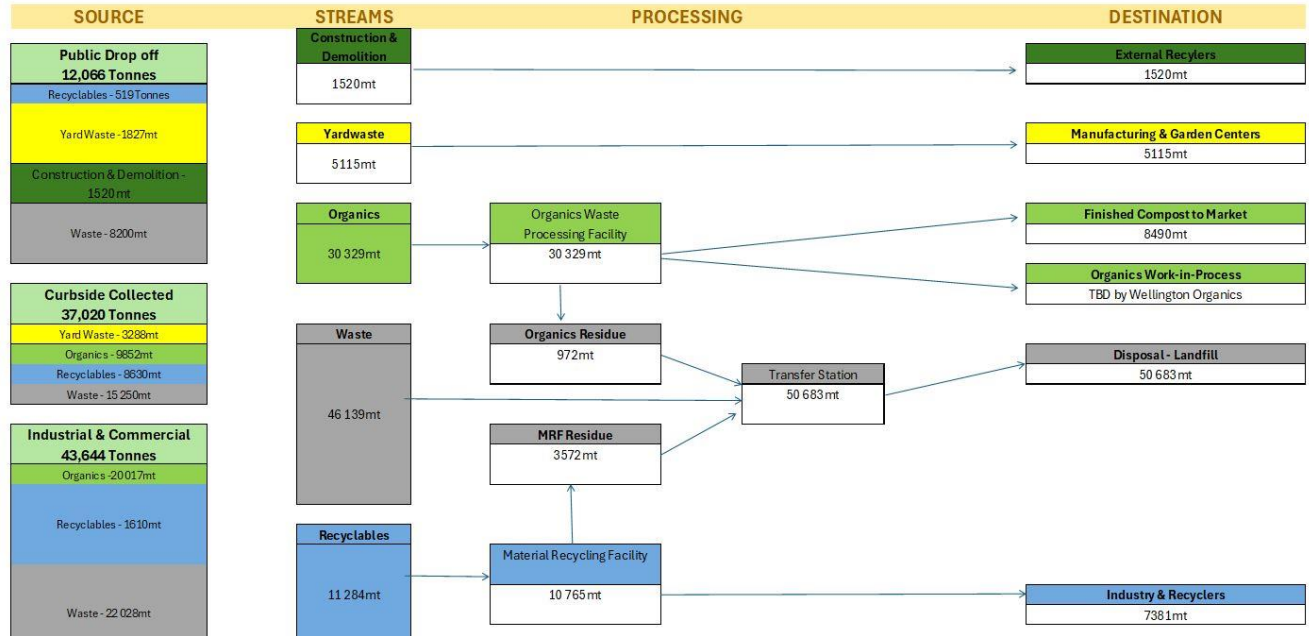
[jayne.holmes@guelph.ca](mailto:jayne.holmes@guelph.ca)

# Appendix 1

## Solid Waste Key Performance Metrics

In 2023, SWR saw a total of 92,730 tonnes of material come into the site across its scales. This material was brought in by City collections staff, Guelph residents and third-party commercial haulers.

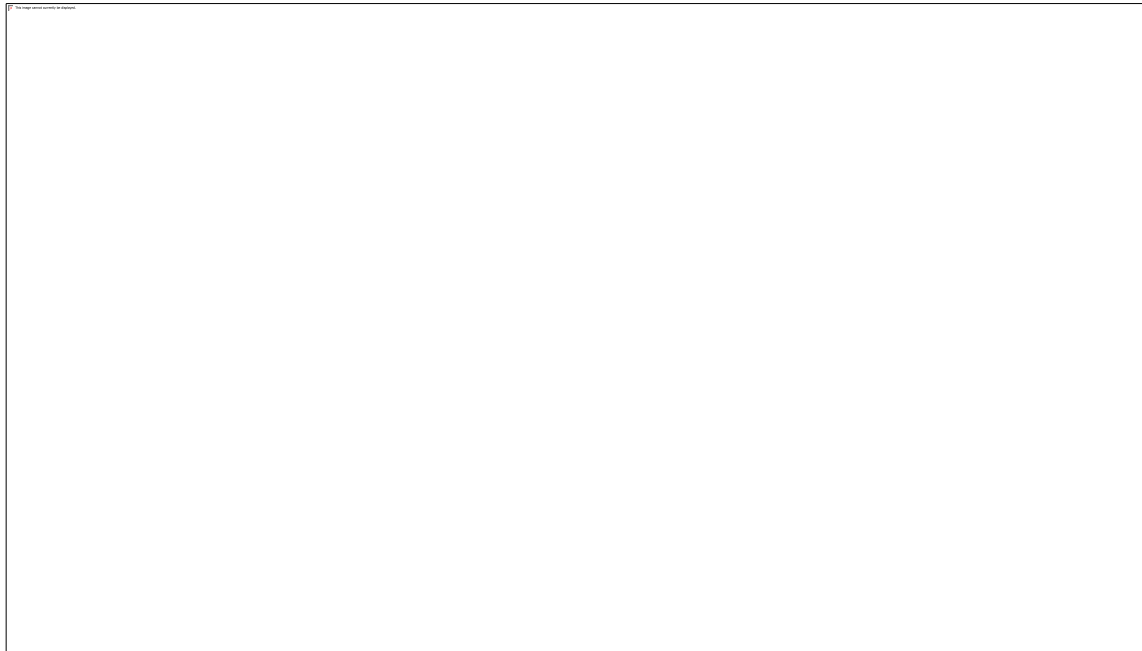
Figure 1: Breakdown of material processed in 2023



### Curbside Collection

Residential waste, collected by the City at curbside can be broken down into three main streams: organics (green), recyclables (blue) and waste (grey). While total tonnes of waste (grey) collected at curbside have been trending upwards, the collection costs have remained relatively constant over the last several years.

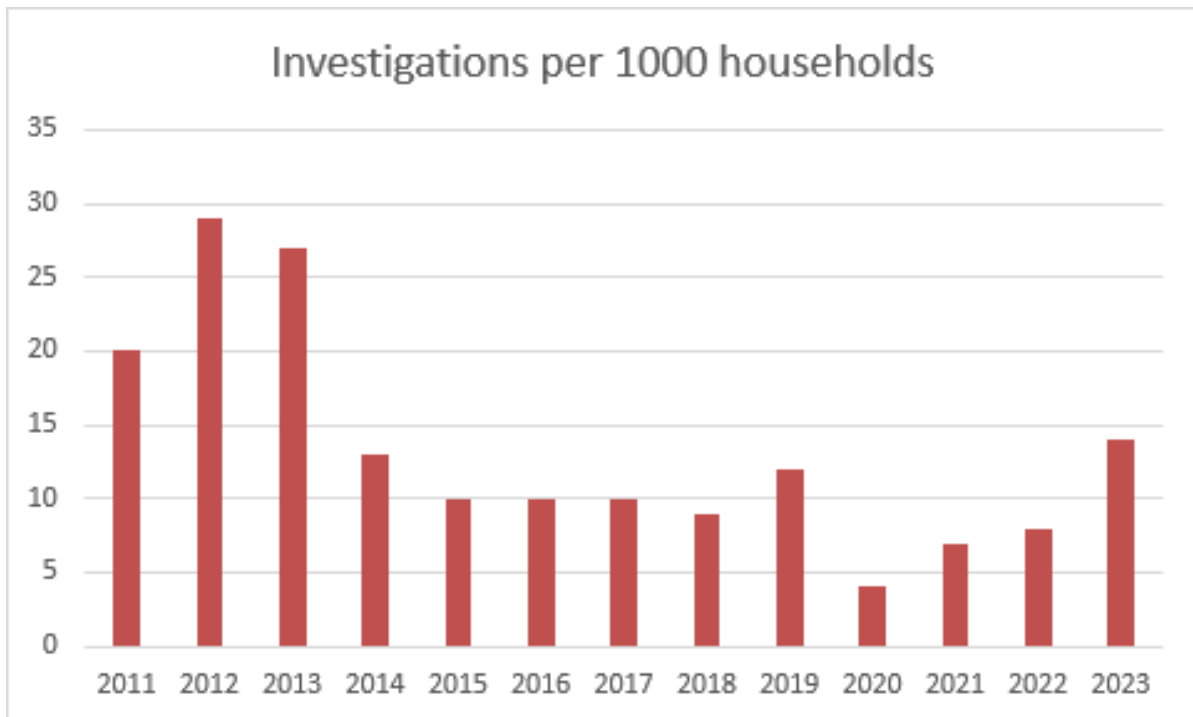
Figure 2: Curbside collection comparison for 2016 to 2023



### Citizen Satisfaction with Solid Waste Services

The other key metric for collections is resident satisfaction with the service. The 2024 Citizen Satisfaction Survey results revealed a 92 per cent satisfaction rating with garbage collection. Most respondents' calls relate to missed collection due to either drivers missing it or residents not putting waste out on time. 2023 results saw a return to pre-COVID trends.

Figure 3: Solid Waste Related Investigations 2011 to 2023

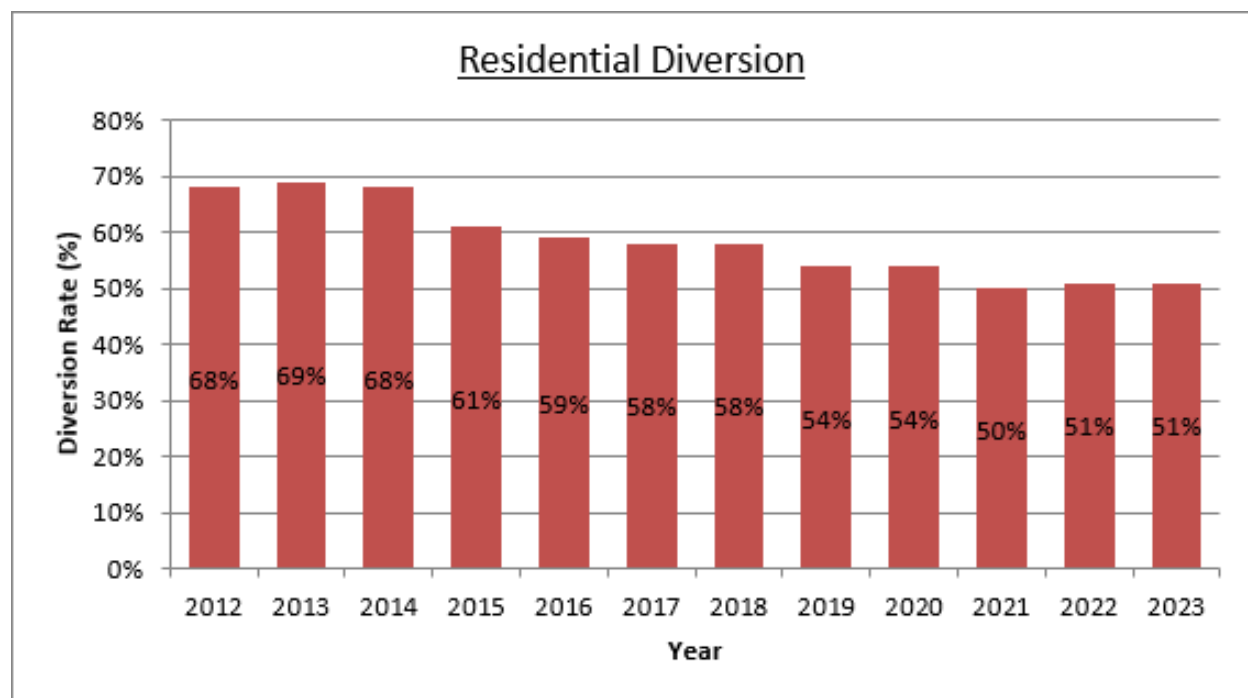


## Residential Diversion Rate

A key performance metric for SWR is the amount of waste diverted to organic or recyclables streams. The City of Guelph has long been recognized as a leader in waste collection and diversion activities and remains among the top performers across the province. The diversion rate is calculated based on the weight of organics and recyclables collected at the curb, as well as other diversion programs offered at the public drop-off depot as a percentage of the total weight of all waste collected.

A historical look at Guelph's diversion rate going back to 2012 is shown in the graph below. Recently, Guelph has seen an increase in the weight of garbage and a drop in the weight of recyclables collected at the curb. This is the result of many factors, including improperly sorted waste as well as changes in packaging types (switching from glass to plastics, plastics becoming lighter and thinner) and a reduction in the use of newsprint. SWR work with the community to maintain high awareness of the need for proper sorting to maximize diversion from landfill.

Figure 4: Residential Diversion Rates



## Industrial and Commercial Customers

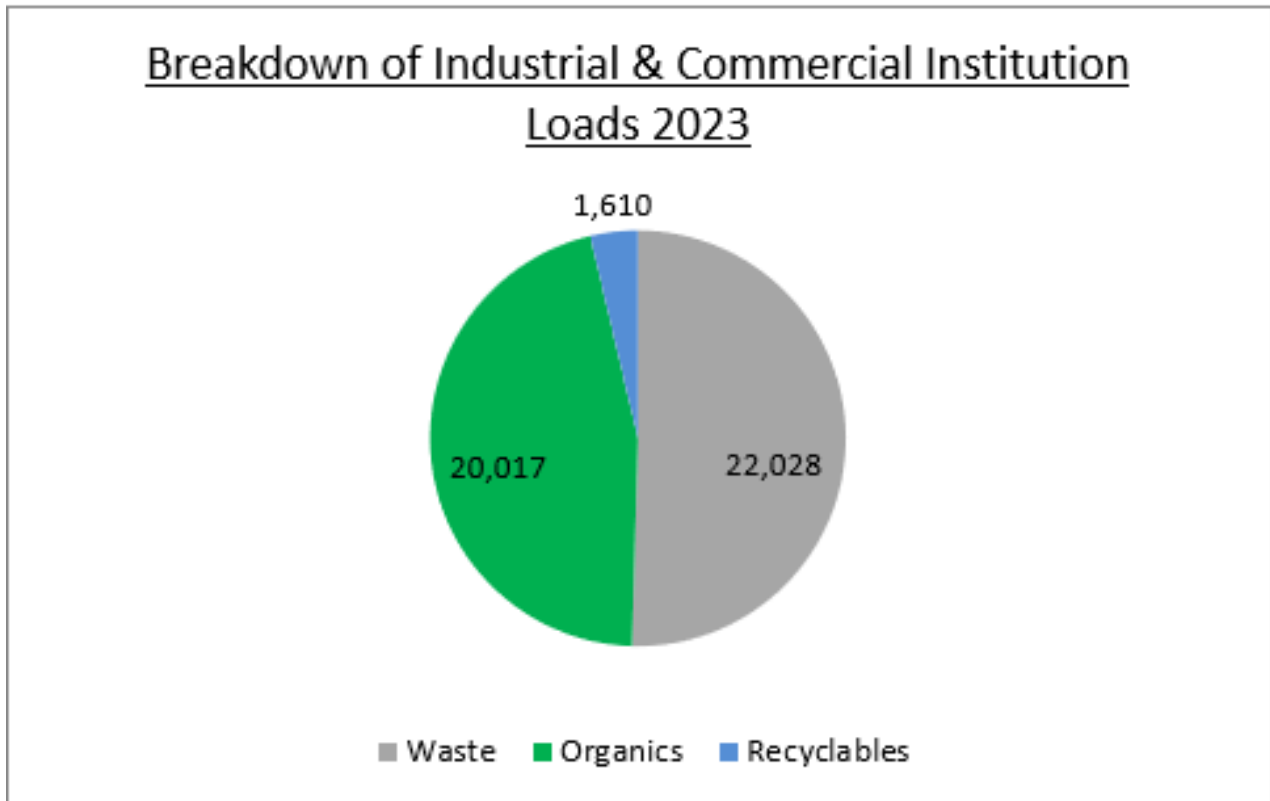
While waste from residential sources makes up approximately 53 per cent of material received at the Waste Resource Innovation Centre, Solid Waste receives another 47 per cent of material from industrial and commercial waste haulers.

This third-party volume is critical in providing revenue to offset costs and highlights our ability to build relationships and partner with commercial haulers as the waste management facility of choice.

As shown in the chart below illustrating the breakdown of the industrial and commercial customers, half (or 50 per cent) of the tonnage consists of waste that is brought in from local businesses and other waste companies into the Transfer

Station. A further 46 per cent of organics is brought into the Organic Waste Processing Facility on contract with the Region of Waterloo.

Figure 5: Industrial and commercial customers breakdown



Source – SWR data tracking



## Appendix 2: Solid Waste Funding Comparator Review

A best practices review was undertaken in 2021 to assess the various ways in which municipal solid waste services are funded. The list of comparators included Toronto, Hamilton, Wellington County, Barrie, London, Region of Waterloo and Peel Region. A summary of the funding sources is provided in Table 1.

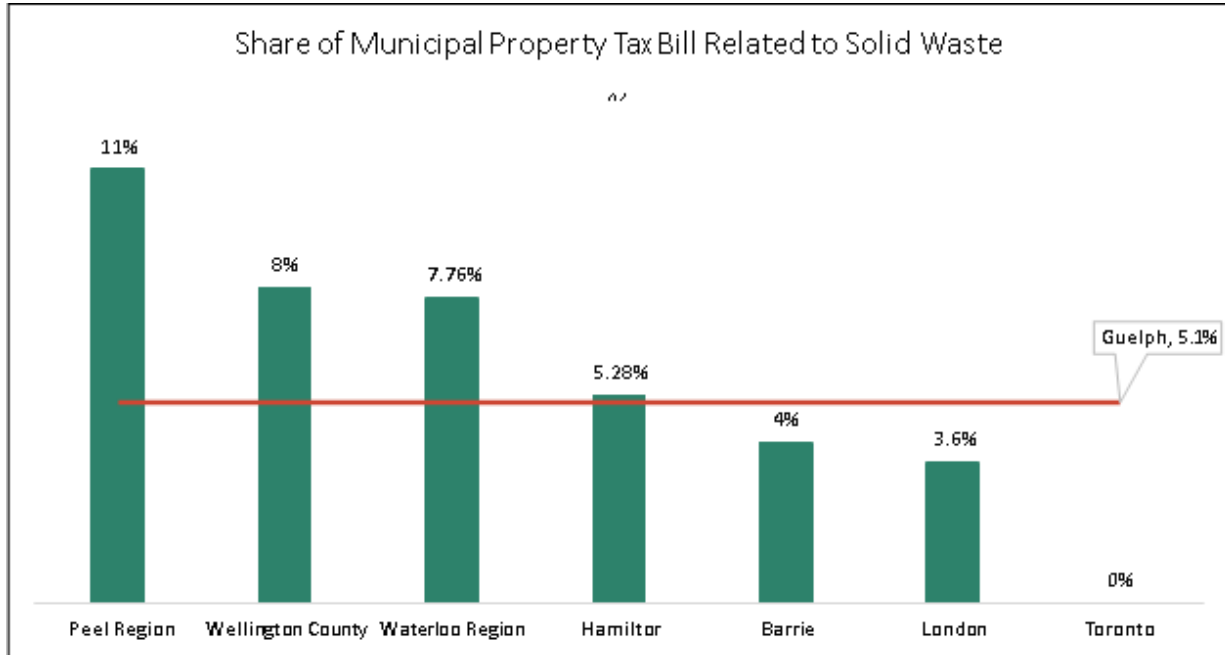
Table 1: Summary of Solid Waste Funding Sources by Municipality

Municipality	Property Taxes	User Fees	Grants/ Stewardship Funding	Sale of Recyclables	Other Sources
Guelph	✓	✓	✓	✓	n/a
Peel Region	✓	✓	✓	✓	n/a
Wellington County	✓	✓	✓	✓	User Pay (Garbage)
Waterloo Region	✓	✓	✓	✓	n/a
Hamilton	✓	✓	✓	✓	n/a
Barrie	✓	✓	✓	✓	n/a
London	✓	✓	✓	✓	n/a
Toronto		✓	✓	✓	Full User Pay

As most municipal comparators finance their solid waste budgets from property taxes and user fees, a comparison of the share of the Municipal property tax bill related to solid waste is provided in Figure 1. The City of Guelph share of 5.1 per cent is shown on the horizontal line. When compared to other single-tier municipalities (London 3.6 per cent, Barrie 4 per cent, and Hamilton 5.28 per cent) the share of the tax bill related to solid waste is similar. The municipalities with the larger share of the budgets related to solid waste are upper-tier municipalities that provide less services (i.e., single-tier municipalities provide all services, whereas upper-tier municipalities split responsibility for services with lower tier municipalities).

As a result of the above, the City of Guelph is funding similar proportions from their tax rates, relative to other municipalities in Ontario except the City of Toronto where a full user pay funding model is used.

Figure 1: Share of Municipal Property Tax Bills Related to Solid Waste, by Municipality



Source: Dillon Consulting Limited Solid Waste Management Plan Task 7 Report, November 2021