



# COUNTY OF WELLINGTON

## COMMITTEE REPORT

**To:** Chair and Members of the Solid Waste Services Committee  
**From:** Das Soligo, Manager of Solid Waste Services  
**Date:** Tuesday, April 09, 2024  
**Subject:** Solid Waste Services Strategy Update – Waste Facility Optimization

### Background:

In 2015, the Solid Waste Services (SWS) Committee initiated a short to long-term strategic review of waste and diversion programmes and services. The various topics were organized and scheduled for analysis based on their relationship with other topics in their group, and the appropriate time to evaluate them.

One of these groupings of topics was titled Waste Facility Optimization, which were an assortment of short-term options considering the best use of the County of Wellington's waste facilities. In February 2019, a report titled "Solid Waste Services Strategy – Waste Facility Optimization" was presented. The topics that were evaluated were:

| Topic                                             | Task                                                                                                                                                                     |
|---------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Waste Facility Operations</b>                  |                                                                                                                                                                          |
| ➤ Optimal number and location of waste facilities | Analyze site trends and usage and determine number and location of waste facilities, in order to balance operating costs, customer service and meeting diversion targets |
| ➤ Vision of how to use waste facilities           | Assess the best use of existing waste facilities. To be utilized as they are now, or re-oriented to be "Diversion Centres"?                                              |
| ➤ Explore materials that can be managed at sites  | Cost-benefit analysis of collecting and diverting various materials such as leaf and yard waste, shingles, drywall, plastic bags, mattresses, carpets, etc.              |

In February 2019, the Solid Waste Services (SWS) Committee and County Council decided to maintain the same number of waste facilities at their existing locations, while shifting the operations to focus on diverting as many materials from landfill as reasonably possible by adopting the Diversion Centre Model that was presented in the report.

Following discussions during the February 2024 SWS Committee meeting, staff were requested to bring forward an updated Waste Facility Optimization report.

### Context:

The County of Wellington accepted responsibility for waste management services in 2001, including the ownership of 17 active and closed landfill sites which were transferred to the County from its

member municipalities. All but one of these landfill sites are now closed (i.e. no longer burying waste) and five of the closed landfills are operated as transfer facilities for many types of solid waste, as explained in the Materials Management section below.

With direction established to maintain operations at all County waste facilities, funding has been set aside to upgrade the facilities at the Elora and Rothsay sites to bring the patron and working experience in alignment with the other operational transfer stations. Inflationary pressures have led to escalating costs for these necessary upgrades, which in turn has prompted the request to revisit the strategic plan in relation to the best use of the waste facilities.

**Framework:**

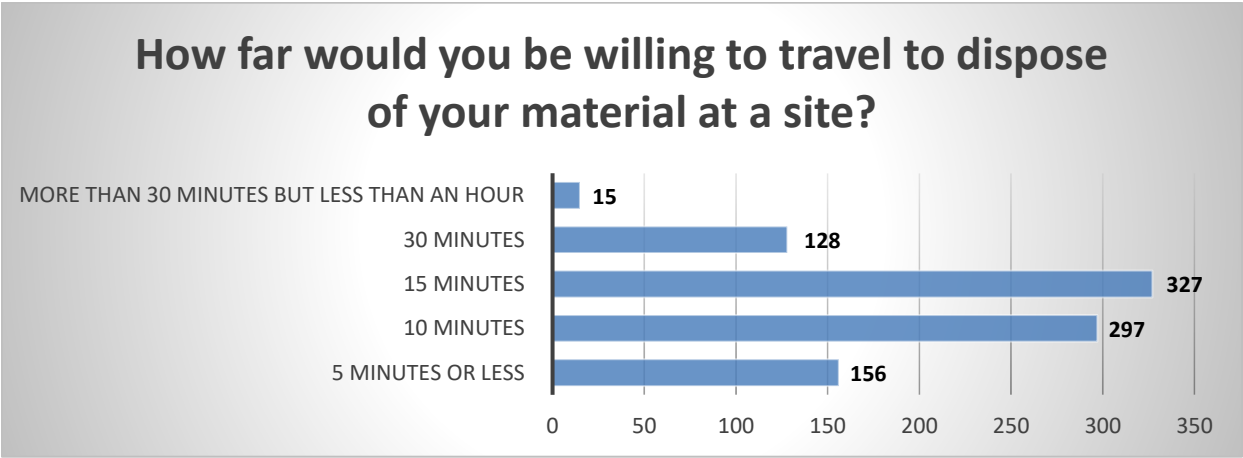
The SWS Strategy developed a foundational framework to be used in assessing all activities and topics evaluated under the Strategy. This framework includes the County’s goal to deliver:

- ✓ Excellent Customer Service
- ✓ Sound Financial Management
- ✓ Environmental Stewardship

Through the adoption of guiding principles for the Solid Waste Services Strategy, and through past decisions by County Council to expand diversion opportunities (i.e. the green bin programme and leaf and yard waste programmes) while progressively increasing tipping fees, the County of Wellington has placed a high premium on extending the life of the Riverstown landfill site through waste diversion.

The operation of waste facilities meets all the goals that were established through the SWS Strategy. They are convenient destinations located throughout the County which give residents the opportunity to dispose of many materials, at a single location. Beyond the convenience for residents, waste facilities enable waste diversion in a cost-effective manner. In fact, the County has no greater tool at its disposal to maintain and increase waste diversion, than its waste facilities. These sites allow for materials to be bulked and prepared for processing and recycling, while also providing capacity and flexibility to meet new regulations which could create new stewardship programmes.

Balancing residents’ expectations around service levels with financial and environmental considerations involves many competing factors. SWS staff undertook a two-week survey of site users at all waste facilities in March 2024. As an example, the following table shows the responses to a question on travel time:



As can be seen by the results, the majority of surveyed site users state that they would not be willing to drive more than 10 – 15 minutes to a waste facility. These results support the notion that the County's waste facility infrastructure needs to be convenient, in order to maximize diversion and diversion opportunities. Further, the results suggest that the waste facilities play an important role in the County's integrated waste management system, in that conveniently located facilities dispersed across the County better enable efforts to extend landfill capacity through waste diversion.

### Materials Management:

The County's five transfer stations allow for the management and diversion of a number of materials, many of which are challenging or not possible to effectively manage through other service alternatives, such as curbside collection. The table below displays the various services and drop-off options available at waste facilities, and highlights which of those same functions could be offered at the curbside, at community drop-off locations, or through private contractor services. The symbols in the table indicate:

- ✓ materials which are currently managed using this service;
- \$ materials which could be provided using alternate services, such as curbside collection, private contractors or community drop-off locations, but at an additional cost to the County or resident; and
- X materials that are problematic or not possible to be managed using curbside collection services

| Services                                                                            | Waste Facilities | Curbside Collection | Other - Specify             |
|-------------------------------------------------------------------------------------|------------------|---------------------|-----------------------------|
| Blue Box Recycling                                                                  | ✓                | ✓                   | NA                          |
| Bagged Waste                                                                        | ✓                | ✓                   | NA                          |
| Bulky Items                                                                         | ✓                | \$                  | \$ - Private Contractor     |
| Servicing Businesses and Contractors                                                | ✓                | \$                  | \$ - Private Contractor     |
| Household Hazardous Waste (HHW)                                                     | ✓                | X                   | Mobile HHW Depot            |
| HHW Plastics/Rigid Non-Blue Box Plastics                                            | ✓                | X                   | NA                          |
| Electronics                                                                         | ✓                | X                   | Community Drop-off          |
| Tires                                                                               | ✓                | X                   | Community Drop-off          |
| Scrap Metal                                                                         | ✓                | X                   | Community Drop-off          |
| Wood Waste                                                                          | ✓                | X                   | NA                          |
| Brush                                                                               | ✓                | X                   | \$ - Private Contractor     |
| Appliances Containing Freon                                                         | ✓                | \$                  | \$ - Community Drop-off     |
| Freon Removal Service                                                               | ✓                | X                   | \$ - Private Contractor     |
| Emergency Management - disaster debris management                                   | ✓                | X                   | X                           |
| Clothing Recycling                                                                  | ✓                | \$                  | Community Drop-off          |
| Reuse Centres                                                                       | ✓                | X                   | Community Run Thrift Stores |
| Flexibility to Manage New Designated Materials                                      | ✓                | X                   | NA                          |
| Ability to Manage/Divert New Materials (shingles, mattresses, carpet, drywall etc.) | ✓                | X                   | NA                          |

| Services                                                                     | Waste Facilities | Curbside Collection | Other - Specify |
|------------------------------------------------------------------------------|------------------|---------------------|-----------------|
| Distribution Points for Green Bin, Blue Boxes, User Pay Bags, and Composters | ✓                | X                   | NA              |

While there are alternate pick-up or drop-off options available for some of the many materials that are currently managed at County waste facilities, there is no other location in the County that can manage all of these materials in one place. The waste facilities provide a unique opportunity for residents and businesses to dispose of all their various waste materials in one place, while also allowing for many of these materials to be separated and diverted from landfill. In the absence of convenient disposal, many individuals will dispose of materials in the waste stream. For example, if a renovation is occurring at a residence, without convenient waste facility disposal opportunities, a bin service is a logical service alternative. Contractors will throw all items into a bin for waste disposal, rather than separating and finding a location to divert these materials.

For a resident to dispose of some of these items at other drop-off locations in the community, there would need to be a desire on the part of the resident to seek out the appropriate location(s), and deliver their materials there. Otherwise, the easiest course of action is to simply put all waste materials into a garbage bag or bin, resulting in a loss of resources by not diverting them from landfill, and potentially harming the environment.



The March 2024 survey of site users shows that most residents and businesses drop-off a variety of materials when they use the sites. These results again reinforce the role that waste facilities play in supporting waste diversion efforts.

### Assessment:

SWS staff have identified four different approaches to the future operation of the County's waste facilities. In addition to keeping the status quo, three distinct alternate approaches can be taken to plan for the future use of the County's waste facilities. These alternative approaches are:

1. **Reconfigure waste facilities to a “Diversion Centre” model** – determine the costs and benefits of reconfiguring waste facilities to improve and expand waste diversion opportunities
2. **Status quo** – do not change the current number or location of the County’s waste facilities and the services provided at the facilities
3. **Develop a new waste facility** – explore the feasibility of a new waste facility, in order to improve access in the eastern part of the County (i.e. Guelph Eramosa and Erin)
4. **Close waste facilities** – assess the impacts of ceasing operations at one or more waste facilities across the County

The “Diversion Centre Model” is unique in that it can be applied to any of the other three scenarios. For that reason, this approach will be evaluated separately from the other approaches in the assessment tables.

Each of the other three alternate approaches will be assessed against the status quo, according to the following criteria:

- **Level of Service** – assess how a given approach will impact the current level of service
- **Potential Financial Impacts** – assess the increase or decrease in costs of a given approach
- **Potential Environmental Impacts** – assess how different approaches will impact environmental factors
- **Flexibility to Change** – assess how alternate approaches allow for adapting to future changes in waste management programmes, legislation and industry trends

### Level of Service:

| Assessment Table – Level of Service                                                 | Approach |   |   |
|-------------------------------------------------------------------------------------|----------|---|---|
|                                                                                     | 1        | 2 | 3 |
| Better geographic distribution of waste facilities                                  | ✓        | ✓ | x |
| Improved access to disposal and diversion options                                   | ✓        | ✓ | x |
| Less driving distance for residents and businesses                                  | ✓        | ✓ | x |
| Modern infrastructure - all sites have same features                                | ✓        | ✓ | ✓ |
| Greater access to distribution points for user pay bags, composters, and blue boxes | ✓        | ✓ | x |
| Enhanced ability to manage disaster debris from extreme weather events              | ✓        | ✓ | x |
| Increased utilization of curbside service                                           | x        | x | ✓ |

Approach 1 – Status Quo

Approach 2 – New Waste Facility

Approach 3 – Closing Waste Facilities

From a service level perspective, maintaining the status quo number and location of sites or developing a new facility, provides a higher level of service than closing sites, as there would remain greater access to waste facilities and the services they provide.

| Number of Customers by Site in 2023 |           |         |        |           |            |         |         |
|-------------------------------------|-----------|---------|--------|-----------|------------|---------|---------|
|                                     | Aberfoyle | Belwood | Elora  | Harriston | Riverstown | Rothsay | Total   |
| Total                               | 20,221    | 57,135  | 83,688 | 27,873    | 21,726     | 9,210   | 219,853 |
| Weekly Average                      | 389       | 1,099   | 1609   | 536       | 418        | 177     | 4228    |

On the busiest days of the year, staff at the Elora site process an average of 145 transactions an hour (or one every 25 seconds) throughout an eight-hour day. Conversely, staff at the Rothsay transfer station process an average of 21 transactions an hour on the busiest days of the year.

The site infrastructure at these two locations has not been updated to the same standards as other County waste facilities, as historically they were seen as potential candidates for closure and replacement by facilities in other locations (i.e. in the Ospringle and the Alma areas). Maintaining Rothsay and Elora as operational sites requires the facilities to be updated to have similar infrastructure as the other County transfer stations.

Closing waste facilities decreases access to the variety of services available at waste facilities, but would have the benefit of increasing participation in the curbside collection programme. Closing a waste facility is also likely to result in significant public opposition, as was experienced when the Hillsburgh transfer station was scheduled to be decommissioned due to negative environmental impacts of operating a transfer station on top of a closed landfill site.

However, past experience suggests that attempting to open a new facility may face even greater challenges. The waste facility that was proposed in the Ospringle area in 2002, and revisited in 2007, did not proceed, and was the subject of sustained local opposition. The cancellation of this project occurred despite many years of public consultation and a number of consultant studies and impact assessments which concluded that the transfer station could be operated without causing negative environmental impacts.

**Potential Financial Impacts:**

| Assessment Table – Potential Financial Impacts                    | Approach |   |   |
|-------------------------------------------------------------------|----------|---|---|
|                                                                   | 1        | 2 | 3 |
| Increased annual operating expenditures for waste facilities      | x        | ✓ | x |
| Increased capital expenses                                        | ✓        | ✓ | x |
| Increased curbside collection costs                               | x        | x | ✓ |
| Increased costs to provide Mobile HHW Depot service               | x        | x | ✓ |
| Increased net revenue (diverted from non-County waste facilities) | ✓        | ✓ | x |

Approach 1 – Status Quo      Approach 2 – New Waste Facility      Approach 3 – Closing Waste Facilities

While it was noted that developing a new waste facility or redistributing waste facilities would increase the level of service with respect to the County’s transfer stations, either of these options comes at a significant cost. For instance, depending on the design selected, developing a new waste facility in the eastern portion of the County is expected to cost between \$1,748,000 and \$3,474,000 in capital construction costs. The estimates are based on costing for the Ospringle transfer station done in 2007, and adjusted for inflation. The cost range reflects an outdoor design (lower cost) or an indoor transfer station (higher cost). These cost estimates are not inclusive of the various required consultant studies and approvals, nor the land purchase cost.

As an example, the following table displays the estimated annual cost of operating a transfer station in the Guelph Eramosa/Erin area. This analysis averaged the annual fixed operating costs of the Belwood, Harriston and Aberfoyle sites, which have comparable hours, services, and features to what a new facility would have. The hauling costs are variable to each facility and were estimated by assuming a

given number of bin movements that would be required for this new facility, and applying costs based on the distance to the Riverstown landfill and recycling processing facilities.

|                                                            | Average Fixed<br>Cost of<br>Comparable Sites | Estimated Annual<br>Revenues | Estimated Annual Net Operating<br>Cost |
|------------------------------------------------------------|----------------------------------------------|------------------------------|----------------------------------------|
| <b>Guelph<br/>Eramosa/Erin<br/>Area Waste<br/>Facility</b> | \$630,000                                    | \$272,000                    | \$358,000                              |

Based on the estimated number of bin movements that were used in the above scenario, annual revenues would be anticipated to be approximately \$272,000.

It is also expected that a waste facility in the Guelph Eramosa/Erin area may increase overall net revenues by attracting residents and businesses who currently use waste facilities that are not owned and operated by Wellington County. A number of County residents use transfer stations in Guelph and in Caledon, including from areas that would be served by a waste facility located in the Guelph Eramosa/Erin area. There is no available data to base an estimate on what the increase in anticipated net revenue would be from any additional customers.

When considering potential cost savings from the closure of one or more waste facilities, there are several factors to be aware of. The following table presents the annual operating costs for the five transfer stations.

These figures are somewhat approximate as the main variability in the operating cost of a given site is primarily dependent on hauling costs. Hauling services are provided by County staff and costs are shared among all the sites. These costs have been apportioned to each site based on the number of bin movements that are required to service each site, as well as the distance from each transfer station to the appropriate receiving facilities.

|                              | Aberfoyle | Belwood   | Elora     | Harriston | Rothsay   |
|------------------------------|-----------|-----------|-----------|-----------|-----------|
| <b>Annual operating cost</b> | \$562,000 | \$766,000 | \$725,000 | \$558,000 | \$433,000 |
| <b>Annual revenues</b>       | \$137,000 | \$492,000 | \$405,000 | \$187,000 | \$62,000  |
| <b>Net Operating</b>         | \$425,000 | \$274,000 | \$320,000 | \$371,000 | \$371,000 |

As an example, to infer that there would be \$371,000 in savings for closing the Rothsay waste facility (the operating costs minus the revenue) would not be fully accurate for several reasons. It takes less than a quarter of one roll off truck drivers' annual full-time equivalent hours to service the Rothsay site. The County would still require the same number of roll off truck drivers to service the remaining sites, though there may be some savings in part-time hours worked. Further, as two site staff work five days a week between some of the transfer stations (between Harriston and Rothsay, and between Belwood and Elora), closing one waste facility would not necessarily reduce overall staff numbers. Lastly, closed sites require maintenance throughout the year, as these transfer stations are all located at closed landfill sites. These closed landfill sites require ongoing access and maintenance for the purposes of inspections, site maintenance, security, and groundwater testing. Closing sites would also

require decommissioning costs to be incurred, estimated at a one-time total of \$350,000 for all 5 transfer stations or \$42,000 for Elora and Rothsay only.

While the revenue for each site gives an indication of how much traffic and tonnage moves through a given waste facility, it does not fully illustrate the value that the site holds in providing diversion opportunities from the Riverstown landfill site. The transfer stations all collect materials that are diverted from landfill. Some of these materials generate revenue through their sale (i.e. scrap metal, electronics, vehicle batteries) which is not included in the above “tipping fee revenue” figure. Further, many other materials that are managed at transfer stations do not generate revenue, but still save the County disposal costs and increase landfill capacity through their diversion.

Lastly, the assessment table at the top of this section also notes that closing waste facilities may result in increased curbside collection costs. This could occur if the majority of transfer stations are closed, as the reduction in waste facility drop-off services may need to be replaced in part by a curbside bulky item service. The contract cost for County-wide bulky item service is \$1.03 million a year. Further, future curbside collection contracts may be bid higher by service providers, due to the higher participation that would be expected in the curbside collection programme, if there were significantly fewer waste facilities.

The below table displays the **estimated** financial impacts of several scenarios;

- Maintaining the status quo number and location of waste facilities
- Opening a new waste facility in the Eastern part of the County
- Closing the Elora and Rothsay waste facilities
- Closing all waste facilities except the Riverstown landfill site

|                                                             | Status Quo         | Status Quo Plus East | Four Waste Facilities | Riverstown Only    |
|-------------------------------------------------------------|--------------------|----------------------|-----------------------|--------------------|
| <b>Annual operating cost</b>                                | \$3,238,000        | \$3,602,000          | \$2,681,000           | \$1,438,000        |
| <b>Annual revenue</b>                                       | (\$1,652,000)      | (\$1,789,000)        | (\$1,419,000)         | (\$1,114,000)      |
| <b>Decommissioning and Annual curbside bulky collection</b> | \$0                | \$0                  | \$0                   | \$1,030,000        |
| <b>Net annual operating costs</b>                           | <b>\$1,586,000</b> | <b>\$1,813,000</b>   | <b>\$1,262,000</b>    | <b>\$1,354,000</b> |

Due to the fixed costs in the system, savings from closing waste facilities are somewhat modest. Even in the scenario that involves closing all waste facilities but Riverstown, much of the estimated savings would be offset by the need for a bulky item collection service.

### Potential Environmental Impacts:

| Assessment Table – Potential Environmental Impacts                         | Approach |   |   |
|----------------------------------------------------------------------------|----------|---|---|
|                                                                            | 1        | 2 | 3 |
| Improved diversion opportunities and less landfill capacity consumption    | ✓        | ✓ | x |
| Increase in private sector tonnage, and more landfill capacity consumption | ✓        | ✓ | x |
| Reduced illegal dumping or backyard burning                                | ✓        | ✓ | x |
| Improved ability to safely manage hazardous materials                      | ✓        | ✓ | x |
| Less driving for County residents and businesses                           | ✓        | ✓ | x |

| Assessment Table – Potential Environmental Impacts |  |  | Approach                              |   |   |
|----------------------------------------------------|--|--|---------------------------------------|---|---|
|                                                    |  |  | 1                                     | 2 | 3 |
| Approach 1 – Status Quo                            |  |  | Approach 2 – New Waste Facility       |   |   |
|                                                    |  |  | Approach 3 – Closing Waste Facilities |   |   |

The above assessment table of potential environmental impacts highlights the role waste facilities play in improving environmental outcomes. The drop-off options that transfer stations offer provide opportunities to divert a variety of materials from landfill. Many of these same drop-off options cannot be replicated by enhancing curbside collection services. While there are community drop-off locations available for some of the materials that are managed at County waste facilities, there are no other locations that offer all these diversion services in one place.

The accessibility of the waste facilities makes it convenient to divert materials from landfill, which has a direct impact on the capacity of the Riverstown Landfill Site. Conserving Riverstown's landfill capacity is not only good for the environment, but is also a long-term financial investment by delaying the need to allocate resources to develop a new County landfill, or to transport and dispose the County's waste at another landfill.

Developing new waste facilities would increase access to diversion options and is expected to divert more waste from landfill. However, as some residents in the eastern portion of the County are known to use the transfer stations in the City of Guelph and Caledon, developing a waste facility in the Guelph Eramosa/Erin area could lead to an increase in the amount of waste buried at the Riverstown landfill. This increase in waste tonnage could potentially more than offset any landfill capacity savings due to improved access to diversion services. This is a variable that is not able to be quantified due to a lack of available data.

Potential negative environmental impacts of closing waste facilities are expected to result in poorer waste diversion and increased landfill capacity consumption, as access to diversion services is restricted. Closing transfer stations may also include an increase in illegal dumping and backyard burning of waste, as well as a reduction in the County's ability to safely manage hazardous materials.

### Flexibility to Change:

The "Flexibility to Change" assessment criteria relates primarily to the ability to adapt to future changes in waste management programmes, legislation and industry trends.

| Assessment Table – Flexibility to Change                                  |  |  | Approach                              |   |   |
|---------------------------------------------------------------------------|--|--|---------------------------------------|---|---|
|                                                                           |  |  | 1                                     | 2 | 3 |
| Increased control over waste streams                                      |  |  | ✓                                     | ✓ | x |
| Enhanced ability to manage new disposal and diversion opportunities       |  |  | ✓                                     | ✓ | x |
| Improved ability to respond to legislative changes                        |  |  | ✓                                     | ✓ | x |
| Improved ability to participate in new producer responsibility programmes |  |  | ✓                                     | ✓ | x |
| Enhanced ability to manage disaster debris from extreme weather events    |  |  | ✓                                     | ✓ | x |
| Increased ability to manage logistics of Mobile HHW Depot                 |  |  | ✓                                     | ✓ | x |
| Increased ability to alter service levels in the future                   |  |  | ✓                                     | ✓ | x |
| Approach 1 – Status Quo                                                   |  |  | Approach 2 – New Waste Facility       |   |   |
|                                                                           |  |  | Approach 3 – Closing Waste Facilities |   |   |

Having a robust waste facility infrastructure allows for control over waste streams, including having the ability to manage and divert new materials and allowing for the safe handling of hazardous materials.

Transfer stations also allow for the ability to respond to legislative changes, in particular to manage new materials that may be designated in producer responsibility programmes. Over the past 10 years, the producer responsibility systems have increased in Ontario from the blue box programme only, to include tires, electronics, and municipal hazardous and special wastes. As will be discussed below, the Province has indicated plans to develop additional producer responsibility programmes, designating more products and materials in the future.

Municipalities have a special role in providing opportunities to collect these various designated materials, as waste facilities offer the ability to manage a variety of different materials all in one place. For this same reason, having waste facilities well-distributed throughout the County allows them to be convenient drop-off locations for disaster debris, which includes waste generated from floods, fires, tornados, or ice storms.

Waste facilities offer flexibility in their ability to adjust to resident demands or changing operational needs in the future. Further, once a waste facility is closed, it may be challenging to reverse this decision should there be a desire to do so, due to cost, changing environmental and/or operational standards or local opposition to having an operational waste facility in the area.

### **Reconfiguring waste facilities to a “Diversion Centre” model:**

While the other approaches have been assessed against the status quo and each other, the final approach to be discussed is the option of transitioning the County’s waste facilities to Diversion Centres. This approach can be utilized regardless of whether the decision is made to maintain or to change, the current number and/or location of sites.

The concept of transitioning to a Diversion Centre model, would mean the County would reallocate finite space and resources at waste facilities to divert materials from landfill that are currently not being separated from the waste stream. Though curbside collection service is now available throughout the County in both urban and rural areas, a significant number of residential customers continue to use the transfer stations for their garbage and recycling needs. Seeing as the curbside collection service is intended to meet these needs, there is some redundancy in services.

While residents continue to use the sites for their regular garbage and recycling, this limits the ability for the County to expand the types of materials accepted for diversion, as they need to be collected in dedicated bins to be diverted from landfill. In order to manage and divert additional materials cost effectively, more residents and businesses who utilize transfer stations for their regular bagged waste and blue box recycling must be encouraged to use the curbside services to meet their waste disposal needs. With less regular household waste and recycling managed through the waste facility infrastructure, there would be greater capacity to manage and divert new materials at the sites.

Further, by expanding the materials that can managed at the waste facilities, the increased landfill diversion can lead to environmental improvements and long-term cost-savings in reduced disposal costs and prolonged landfill life. For every year the life of the Riverstown landfill is extended by diverting various materials, the estimated savings in avoided costs range from \$358,000 to \$1,192,000 relative to seeking waste disposal at a non-County facility (with significantly higher savings if the current trend of rapidly rising landfill tipping fees continues in the future).

The following table displays the estimated cost to divert a number of materials through waste facilities that are currently being disposed of as garbage in Wellington County (based on the estimated annual tonnage that is received at the County's waste facilities):

| Material   | Cost per year in processing fees |
|------------|----------------------------------|
| Shingles   | \$14,000                         |
| Mattresses | \$169,000                        |
| Drywall    | \$26,000                         |
| Carpet     | N/A                              |

The application of a minimum waste fee for disposing of garbage is a common practice at many municipal waste facilities. The minimum waste fee for dropping off garbage is typically in the \$5 to \$10 range. With a minimum fee to drop off garbage in place, many of the weekly users of the sites would have a financial incentive to switch to the curbside collection service. Moving that material to the curbside from County waste facilities may facilitate the conditions needed to provide the additional capacity needed to manage and divert additional materials from landfill.

Applying a minimum waste fee at the County's sites could allow additional capacity at the transfer facilities to accept and divert drywall and shingles. A minimum waste fee would presumably generate some revenue, which may offset the costs of managing and diverting new materials. As more customers move to curbside collection services, more capacity may be available to divert additional materials (i.e. mattresses and/or carpet). The minimum waste fee would be reviewed each year as part of the annual County user fees and charges discussion.

As has been discussed above, the approach of using the County's transfer stations as Diversion Centres is quite flexible. It can be applied to any of the previously discussed approaches, including the status quo approach. Further, the model is still applicable regardless of any future changes in the use or number of waste facilities.

This approach also provides flexibility should the provincial government designate new materials to be managed through stewardship programmes. In the "Strategy for a Waste-Free Ontario: Building the Circular Economy" document, the Province stated that future producer responsibility programmes will mandate stewardship obligations for the following materials:

- small appliances
- electrical tools
- batteries
- fluorescent bulbs and tubes
- mattresses
- carpets
- clothing and other textiles
- furniture and other bulky items

Following the model of other producer responsibility programmes, there are often financial incentives for organizations to collect and manage these obligated materials. The Diversion Centre model allows for the ability to separate additional materials from the waste stream, divert them from landfill, and potentially receive funding for doing so.

The main risk in implementing a minimum waste fee at the sites is that it may be unpopular with users of these facilities. Through communications and educating residents on the benefits of making this change, site users may come to appreciate the rationale that a minimum fee helps create the conditions where more materials avoid being landfilled. Positive messaging around these important issues will increase awareness of environmental stewardship and of the value in diverting waste from landfill amongst the public.

### **Final Assessment:**

When it comes to waste management services, virtually every municipality has a different set of programmes and services which are unique to its situation and demographics. There is no singular structure that is recommended for all. The very nature of an integrated waste management system means that all facets of this system are interconnected and influence each other in various, and sometimes complex ways. A change in service in one area, can lead to significant costs and impacts in other areas. Determining the best use of the County's waste facility infrastructure is complicated by how integrated these sites are with the curbside collection services, and the operation and capacity of the Riverstown landfill site.

The decision of whether to open, close or maintain the current number and location of waste facilities, has a wide array of potential service level, financial, environmental, and system flexibility impacts. Closing or opening new waste facilities will very likely lead to significant public opposition and/or may lead to financial and environmental impacts in unforeseen or indirect ways.

Staff recommend that Wellington County continue to implement the transition to adopting a Diversion Centre model for the current waste facilities. Implementing a minimum waste fee at all waste facilities will allow for greater ability to manage and divert more materials from landfill. It would provide flexibility in meeting future challenges in a dynamic field, while also reducing redundancies in services between the waste facilities and curbside collection.

As the industry, residents' expectations and the legislative environment may change over time, freeing capacity at the waste facilities to manage and divert new materials will allow for greater adaptability in addressing these issues. This system will allow for a continual assessment of services, where the service level can be adjusted to meet long-term needs, including future decisions related to the best use of County waste facilities.

### **Next Steps:**

The staff recommendation is to reconfirm plans to adopt a Diversion Centre model as the most efficient and best use of the County's waste facility infrastructure. In 2019 County Council established the strategic direction for waste facilities to be transitioned to the Diversion Centre Model. In support of this direction, staff applied and received approval to amend the Environmental Compliance Approval (ECA) for every operational waste facility in the County, to be able to accept new materials for diversion.

The County is now permitted to accept shingles, drywall, mattresses and leaf and yard waste (already being accepted for waste diversion).

The Diversion Centre approach provides opportunities to increase diversion from landfill which will extend the operating life of the Riverstown Landfill Site, while also allowing for future assessments of the optimal number and location of waste facilities in the County.

**Recommendation:**

That Solid Waste Services staff proceed with planning and implementing a transition of the Wellington County's waste facilities to a Diversion Centre model, for the current number and location of waste facilities, and that;

This approach be endorsed as part of the Solid Waste Services Strategy.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'Das Soligo', with a stylized, flowing script.

Das Soligo  
Manager of Solid Waste Services