



2023 CIF Interim Operations Plan

December 2022

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1.0 Introduction

ORIGIN

The Continuous Improvement Fund (CIF or, the Fund) commenced operations on May 1, 2008, as part of Ontario's Blue Box Program Plan (BBPP).

The BBPP fulfills the specific directives of Minister Stockwell's program request letter to Waste Diversion Ontario (WDO), dated September 23, 2002. It required establishment of a waste diversion program for Blue Box (BB) waste under a shared responsibility model for which the funding and operation would be shared between municipalities and the companies generating the BB waste.

CIF was established under Section 6.6 of the BBPP to deliver the Minister's requirement that proposed funding rules for the waste diversion program include funding performance incentives to encourage program efficiency and effectiveness.

CIF is a committee of the Resource Productivity and Recovery Authority (RPRRA, or the Authority), previously known as WDO. It operates under a Memorandum of Agreement (MOA) signed by the other program partners:

- Association of Municipalities of Ontario (AMO),
- Stewardship Ontario (SO), and
- The City of Toronto.

MANDATE

CIF's original mandate was to support cost containment initiatives through direct funding, technical support, and training designed to aid local communities and program stakeholders in the development and implementation of best practices, including technological and market-based solutions that lead to program improvements.

TRANSITION & WINDUP

On August 15, 2019, the Minister of Environment, Conservation and Parks (the Minister, or Ministry), issued letters to RPRRA and SO with directive to begin transition of the Blue Box Program from a shared responsibility model to a producer responsibility model. Included in the letter was direction to RPRRA to end the CIF as soon as practical and prior to December 31, 2025. To that end, CIF developed and consulted on a windup plan (CIF WUP) as part of the broader BBPP Windup Plan (BBPP WUP). RPRRA approved the BBPP WUP which included the CIF WUP, in December 2020. Specifically, the approved CIF WUP directs that CIF:

- Deliver transitional and program support services to local community program operators until December 31, 2023,
- Cease public operations on December 31, 2023, and
- Complete its administrative wrap up by June 30, 2024.

ANNUAL OPERATION & GOVERNANCE

The approval of CIF WUP meant that subsequent Operations Plans be consistent with the dates, timelines, and objectives outlined, and that a new governance structure be implemented to reflect its evolving mandate. In 2021, two new committees were struck.

- The CIF Transition Services Committee (TSC), whose primary responsibility is to develop annual priorities and budgets for CIF transitional and program support services and provide oversight over the delivery of these services.
- The CIF Windup Committee (WUC), who has overall responsibility for ensuring compliance with the CIF WUP.

Members of the TSC and WUC are detailed on the CIF Website.

SPECIAL CONSIDERATIONS FOR THE 2023 OPERATIONS PLAN

In August 2022, CIF submitted to RPRA, a Windup Plan Amendment Proposal to windup early at the end of 2022 instead of 2023, and transfer approximately \$9.64M in surplus funds currently designated for disbursement to individual municipalities, recycling associations and First Nations communities, to the Association of Municipalities of Ontario (AMO) in order to support communities in transitioning their Blue Box programs to Ontario's new extended producer regulatory framework and other waste-related matters.

In November, RPRA provided conditional approval of the CIF WUP Amendment Proposal.

In December, RPRA began developing a process for the implementation of the conditional provision. Once the implementation process is finalized, AMO and the CIF governance committees will deliberate whether to proceed or withdraw the amendment proposal and continue with its current WUP.

To allow sufficient time for the decision-making process, a proposed 2023 interim Operations Plan has been prepared to allow continuity of service and alignment with CIF's current Windup Plan, as approved by the Authority on December 22, 2020.

The proposed 2023 Interim Operations Plan lays out a budget and projects for the first quarter of 2023. Based on the timing of a final decision regarding the WUP amendment, the Interim Plan will be extended as required and ultimately replaced with a full and final 2023 Operations Plan.

2.0 2022 in Review

Upon the release of the new BB Regulations in June 2021, supporting local communities through transition became the primary focus/activity for CIF. These efforts were formalized through the delivery of a series of Transition Working Groups (TWGs). In addition to this, the CIF also continues the delivery of long-standing ongoing services like the online Fundamentals of Recycling course, and the Cooperative Container Procurement program.

2.1 Transition Working Groups

The TWGs were launched in mid 2021 and initially consisted of five subcommittees organized around key technical BB operational functions. In addition to information sharing, each subcommittee develops research and project ideas, and plans to support transition efforts province wide. CIF funds both the research and project initiatives.

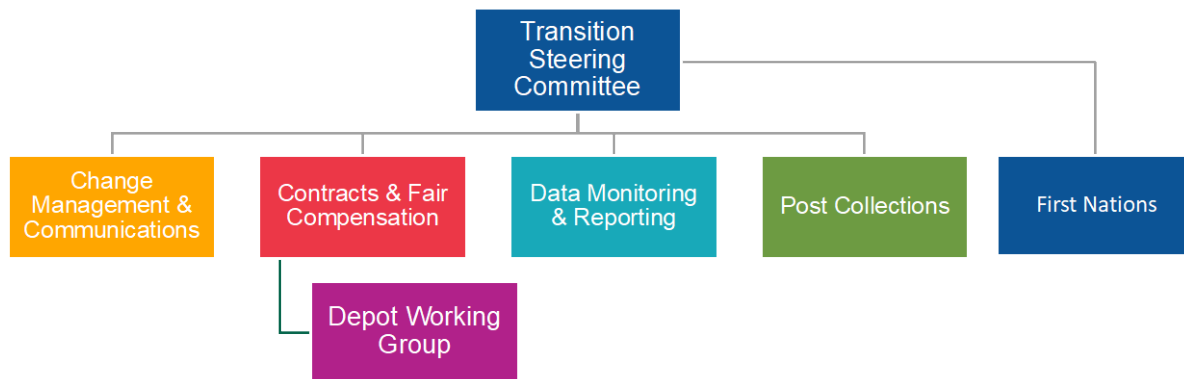
Mid-year 2022, the TWG subcommittee structure was refined to better address the issues and challenges facing local communities as they began weighing the options to either:

- **Opt-in:** continue participating in BB service delivery by accepting producer-led collection contract offers, or pursuing competitive procurement opportunities
- **Opt-out:** divest from BB service delivery by passing over responsibility entirely to the producers

As well, two new subcommittees were established: one for Depot program operators and the other for First Nations communities.

- The First Nations group was established to help members address the unique aspects of the regulation for them.
- The Depot program group was established as a breakout group of the Contracts & Fair Compensation group to allow members to focus on non-curbside collection concerns.

Figure 1: Revised Transition Working Group Structure



Sections 2.1.1 through 2.1.6 detail project work undertaken in 2022 through each TWG subcommittees.

2.1.1 Change Management & Communications Subcommittee

There are 37 participating subcommittee members representing 27 municipalities helping to develop a common set of tools and resources for use by program operators province wide to keep decision makers, team members, stakeholders, and the public apprised of key transition details and developments.

CIF'S CHANGE MANAGEMENT PLANNING SURVEY

A data gathering tool was designed by the CIF to help local communities pull together critical details needed for a smooth hand-off of their BB services to the Producer Responsibility Organizations (PROs).

The survey work began in 2021 and continued throughout 2022. Extensive outreach was carried out to all 365 transitioning communities to ensure they were aware of the regulatory change and the data collection and transfer requirements to successfully shift their programs to the new producer responsibility framework.

At the beginning of 2022, the PROs requested and were granted access to some of CIF's data repository. CIF provides weekly updates to the PROs from local communities who have agreed to share the requested data.

Outreach and sharing statistics can be found in Table 1.

Table 1: Change Management Planning Survey Results

Transition Year	Local Communities Transitioning	CIF Surveys Completed	CIF Surveys Shared	
2023	67	66	59	88%
2024	126	120	113	90%
2025	172	125	97	56%
Total:	365	311	269	73%

INELIGIBLE SOURCES WORKSHOP

Ineligible sources (e.g., Business Improvement Areas, municipal buildings) have been historically serviced through municipal BB programming. Per the new regulation, however, the producers are not obligated to collect from these sources. To meet the needs of local communities who currently collect ineligible sources, research was undertaken, and a five-step online workshop was developed and delivered.

Communities were sorted into specific groups for curbside or depot service to ensure the unique needs of each were met.

Table 2: Ineligible Sources Workshop Delivery Results

Session Focus	Delivery Dates	Attendance Statistics
Curbside	May 9 & 11, 2022 June 8 & 10, 2022 July 14 & 16, 2022	77 staff representing 57 communities
Depot	May 16 & 18, 2022	21 staff representing 19 communities

TRANSITION BACKGROUNDER

In 2021, a set of BB transition visual tools (e.g., slide deck, graphic images) were created to help communicate local impacts anticipated from the regulatory change. The tools are designed for use in creating presentations and reports. In 2022, following municipal elections, the tools were updated to reflect new developments and terms.

2.1.2 Contracts & Fair Compensation Subcommittee

There are 105 subcommittee members representing 68 municipalities. These members are interested in ‘opting-in’ (i.e., remaining engaged in some aspect of curbside BB service delivery past their transition date). Meetings provide a forum to exchange information, identify common challenges, and develop potential resolutions.

COLLECTION CONTRACT OFFERS AND COMPETITIVE PROCUREMENT DISCUSSION SERIES

In May 2022, the PROs made their initial offers to municipalities to provide collection and P&E services throughout transition. The Contracts & Fair Compensation subcommittee hosted weekly sessions to review and assess the documents. Key insights into how to better engage local communities on commercial term offers were shared with the lead PRO, Circular Materials Ontario (CMO), which helped bring about needed changes to the offers and process.

COMMUNITY COOPERATION TOOLS & RESOURCES

In late 2022, work was initiated on a set of tools and resources to help encourage cooperation between local communities and PROs for the delivery blue box service. The tools and resources will help clearly define roles and responsibilities as management of the operations shifts from local communities to producers. The tools and resources will help set and manage expectations for items such as routing of resident calls, litter clean up, and onboarding of newly constructed residences and facilities.

2.1.3 Depot Subcommittee

There are 112 subcommittee members representing 71 municipalities. These members are also interested in ‘opting-in’. Meetings provide a forum to develop potential resolutions for the unique issues facing depot program operators (e.g., quantifying ineligible source usage rates).

INELIGIBLE SOURCE USAGE RATE & FIELD STUDY

CIF worked with committee members to create a methodology that can be used to determine usage rate. This guidance was vetted with CMO and will allow local communities to establish accurate usage rates.

Additionally, a field study project was initiated with the municipality of Dysart et al, to test the usage rate methodology and determine the costs to service ineligible sources, separate from a residence and facility program in a depot service community. The field study project learnings will be communicated in Q1 of 2023.

2.1.4 Data Monitoring & Reporting Subcommittee

There are 26 participants representing 17 municipalities. In 2022, this committee helped to determine common approach/tools to assist with transition related data management.

MUNICIPALITIES AS PRODUCERS

To gain clarity on municipal thresholds and definitions of whether communities are required to register as a producer, CIF liaised with RPRA. Initial work was undertaken on a Threshold & Fee Calculator to assist communities in determining a) if their revenue is greater than the \$2M threshold, and b) if their weight of product or paper supplied into the market is greater than the established threshold.

WASTE COMPOSITION AUDIT ANALYSIS

To address the impact of full producer responsibility on municipal audits and needs, work was undertaken on CIF/SO Waste Composition Audits as well as historical independent municipal audits, through a two-part analysis.

1. A look at trends (current pre transition baseline and forecasted post transition) for performance measurement, recovery, and contamination, and variability within distinct categories of SFD/MFD, SS/DS, Depot/Curb.
2. Evaluate the need for refinement to auditing protocols in consideration of long-term needs, curbside material access, and resources.

Results of the analysis were shared with municipalities and are continuously being updated as new audit data becomes available.

2.1.5 Post Collections Subcommittee

There are 24 participating subcommittee members representing 13 municipalities. In 2022, this subcommittee focused on information sharing and post collection asset planning.

POST COLLECTION ASSET PLANNING WORKSHOPS

Post Collection Asset Planning Workshops were developed in early 2022. Workshop participants received instruction and support in applying the advice detailed in the Post Collections Guidance Document as well as use of the Post Collection Asset Valuation Tool, created in 2021.

Three workshop sessions were offered to meet the needs of different types of post collections assets and infrastructure. These included large material recycling facility (MRF) operators, depot operators, and small MRF/Transfer Station (TS) operators.

Table 3: Post Collection Asset Planning Workshop Delivery Results

Session Focus	Delivery Dates	Attendance Statistics
Large MRF operator	December 2021	22 staff representing 14 communities
Depot operator	January 2022	25 staff representing 18 communities
Small MRF/TS operator	January/February 2022	26 staff representing 22 communities

CIF PRICE SHEET ANALYSIS

In preparation for the windup of CIF, under which the CIF Price Sheet would cease to exist, an analysis was initiated to allow for the CIF to understand how the CIF Price Sheet had historically tracked against two secondary market indices from 2019 to 2022, and to provide municipalities with guidance and alternatives to the CIF Price Sheet, in preparation for transition.

2.1.6 First Nations Subcommittee

To date there are 12 participants representing 8 First Nations communities. This membership continues to grow as First Nations communities receive more direction from the Ministry and RPRA.

DEDICATED OUTREACH

In 2022, the CIF offered dedicated outreach to First Nation communities through a conference, meetings, and one to one correspondence, to assist staff in understanding and planning for transition. In addition, regular presentations for stakeholder groups such as Regional Public Works Commissioners of Ontario (RWCO), and MWA were completed.

3.0 2023 Interim Q1 Plan

In addition to the ongoing delivery of long-standing services, and the wrap up of projects launched in prior years, the Q1 plan for 2023 will allow CIF to continue the TWG meetings and initiate new projects that address:

- Local decisions and registration
- Community/PRO coordination
- Performance measurement

3.1 Transition Working Groups

The initiatives outlined below are a combination of carry over projects from 2022 that were not yet completed, as well as new initiatives. Potential new initiatives will be vetted within the respective subcommittees to determine their feasibility for implementation in the first quarter. The CIF staff will adjust its 2023 plans to accommodate the final Windup Plan Amendment decision. Staff will bring forward an extension to the Interim Plan, if required, until a final 2023 Plan can be developed and approved.

3.1.1 Change Management & Communications Subcommittee

The Change Management & Communications subcommittee will continue with its regular meeting schedule and carry on with 2022 project work including:

- Change Management Planning Survey (analysis and results)
- Ineligible Course (delivery)
- Transition Backgrounder (produce and share)

The Change Management & Communications subcommittee is considering the following additional project:

CHANGE MANAGEMENT & COMMUNICATIONS INITIATIVES

The CIF will produce sample reports and other communications tools (e.g., checklists) that can be used by all Ontario communities in their presentations to other departments, senior management, committees, and councils, as well as to residents, and service providers.

3.1.2 Contracts & Fair Compensation Subcommittee

The Contracts & Fair Compensation subcommittee will continue with its regular meeting schedule and carry on with 2022 project work including:

- Discussion series
- Community Cooperation Tools & Resources

The Contracts & Fair Compensation subcommittee is considering the following additional project:

ACTIVITY BASED COSTING (ABC) INITIATIVES

The ABC initiatives will seek to better understand the complete cost to deliver BB service to a range of sources (e.g., curbside, secondary depots, multi-residential facilities, public spaces). The cost to provide the community with collection from these sources is often aggregated with other waste management services, is not well understood, and may be under reported.

These reviews will look closely at all cost components including administration, which has historically been limited for Datacall reporting purposes. Understanding the full costs associated with delivering service will support communities working as service providers to determine whether they are recovering full costs. It will also aid those communities who divest in understanding the financial implications of passing over all responsibilities to producers.

3.1.3 Depot Subcommittee

The Depot subcommittee will continue with its regular meeting schedule and carry on with 2022 project work including:

- Discussion series
- Ineligible Sources Field Study

3.1.4 Data Monitoring & Reporting Subcommittee

The Data Monitoring & Reporting subcommittee will continue with its regular meeting schedule and carry on with 2022 project work including:

- Municipalities as producers
- Waste Audit Analysis

3.1.5 Post Collections Subcommittee

The Post Collection subcommittee will continue with its regular meeting schedule and carry on with 2022 project work including:

- Price Sheet Trend Analysis

The Post Collection subcommittee is considering the following additional project:

SHARED PROPERTY USAGE AGREEMENTS/OPERATING PROCEDURES

This would entail development of site coordination agreements for post collection assets on shared plots owned and accessed by the local communities. This work will consider arrangements for shared use of common items such as scales, driveways, and services such as snow plowing, as well as site maintenance such as grass, trees, watering, signage, and lighting.

3.1.6 First Nations Subcommittee

The First Nations subcommittee will begin a regular schedule of meetings and initiate project work in 2023 including:

- Transition Fundamentals Course (explains all aspects of transition and implications for local communities)

4.0 2021 Budget and Year End Forecast

The following section provides an overview of the Fund's current financial status and proposed budget for 2023.

Contributions to CIF Reserve Fund

Consistent with the Minister's direction, CIF did not receive any funding from the Steward Obligation in 2022. The three sources of revenue to the CIF Reserve Fund were:

- 1) Interest income from the Reserve Fund account
- 2) Municipal contributions arising from Datacall penalties (penalty fees paid by a reporting program are redirected to the CIF as income)
- 3) The release and return of funds originally committed to approved CIF projects*

*Each year, CIF holds aside all funds committed to approved projects. Funds committed to approved projects are not therefore reflected in the Reserve Fund Balance. Throughout 2022, CIF closed 22 projects on its approved project roster. Some of these projects were completed under budget, resulting in transfer of these newly unencumbered funds back to the Reserve Fund balance.

Table 4 below summarizes funding contributions and income received to date from various sources.

Table 4: Contributions to CIF Reserve Fund

	2022 Budget	2022 YE Forecast
MIPC Funding	\$0.00M	\$0.00M
Investment Income	\$0.16M	\$0.20M
Municipal Contributions	\$0.00M	\$0.05M
Release of Unspent Committed Funds	\$0.00M	\$0.37M
Total	\$0.16M	\$0.62M

CIF Administrative & Project Support Expenditures & Transition Support Funding

Table 5 below compares the 2022 budget to the forecasted year end for Administrative & Project Support Expenditures and Transition Support Funding. It is forecasted that at year end, both will be below budget due to:

- A protracted BB services procurement phase led by PROs
- Increased use of in-house CIF staff to undertake project work

Table 5: CIF Administration & Project Support & Transition Support Expenditures

	2022 Budgeted	2022 YE Forecast
Admin & Project Support	\$0.65M	\$0.44M
Transition Support	\$1.25M	\$0.91M
Total	\$1.90M	\$1.35M

CIF Overall Operations Plan Budget

Table 6 below summarizes the variance between the approved 2022 Operations Plan Budget, and the forecasted year end. The year end forecast Reserve Fund Balance is projected to be higher than budgeted in the Windup and 2021 Operations Plans due to:

- Higher than anticipated Total Funds to Reserve from better than projected interest earnings, an unanticipated municipal contribution from penalties, and the return of newly unencumbered funds due to the wrap up of under budget approved projects
- Lower than budgeted 2022 Administration & Project Support Expenditures and fewer than anticipated Transition Support funding initiatives (as described in Table 4)

Table 6: CIF Overall Operating Plan Budget

	2022 Ops Plan Budget	2022 YE Forecast
Opening CIF Fund 2021 Balance	\$11.15M	\$10.97M
Total Funds to Reserve	\$0.16M	\$0.62M
Transition Support	(\$1.25M)	(\$0.91M)
AMO (MCTF)	(\$0.50M)	(\$0.50M)
Municipal Disbursement	TBD	TBD
CIF Administration & Project Support	(\$0.65M)	(\$0.44M)
Year End Reserve Fund Balance	\$8.91M	\$9.74M

5.0 2023 Proposed Interim Operations Plan Budget

This section provides an overview of the 2023 Proposed Interim Operating Plan Budget. Annualized breakdowns of the cost categories are provided along with the corresponding Q1 budget forecast. As noted, the forecasted Q1 budget will allow continuation of services until a final determination regarding the WUP Amendment is made.

Proposed 2023 Administration Budget

The proposed 2023 CIF Interim Operating Plan Budget is show below in table 7 which provides a breakdown of administrative, oversight and support service budget requirements for 2023. The only change from 2022 is the reallocation of \$25,000 from Salaries and Benefits to Project Management Support to reflect projected spending more accurately in these categories.

The budget shown reflects projected annual administrative expenditures. The administration budget for Q1 is forecasted to be 25% of the annual budget, or \$162,500.

Table 7: Proposed 2023 Administration Budget

Item	Annualized Budget	Q1 2023 Budget
Salaries and Benefits	\$ 395,000	\$ 98,750
Office and Administrative Expenses	\$ 15,000	\$ 3,750
Travel, Training and Conferences	\$ 10,000	\$ 2,500
Legal and Professional Services	\$ 20,000	\$ 5,000
Project Management Support	\$ 100,000	\$ 25,000

Item	Annualized Budget	Q1 2023 Budget
Administrative Services	\$ 40,000	\$ 10,000
Communication Services	\$ 40,000	\$ 10,000
Committee Expenses	\$ 20,000	\$ 5,000
RPRA Fees	\$ 10,000	\$ 2,500
Total	\$ 650,000	\$ 162,500

Proposed 2023 Transition Support Projects Budget

Table 8 provides a breakdown of funding to support transition research, audits, outreach, and workshops. The budget amounts are linked to the TWG subcommittees. In total, \$0.80M is recommended to be allocated to support transition related projects. Sufficient funding remains from approved project budgets initiated in 2022, to carry out the planned deliverables.

The budget shown reflects projected annualized Transition Support Projects expenditures. The Transition Support Projects budget for Q1 is forecasted to be 25% of the annual budget, or \$200,000.

Table 8: Proposed 2023 Transition Support Projects Budget

Item	Annualized Budget	Q1 2023 Budget
Data Monitoring & Reporting Support	\$ 100,000	\$ 25,000
Contracts & Fair Compensation Support	\$ 100,000	\$ 25,000
Depot Support	\$ 100,000	\$ 25,000
Change Management & Communication Support	\$ 325,000	\$ 81,250
Post Collection Support	\$ 100,000	\$ 25,000
First Nation Support	\$ 75,000	\$ 18,750
Total	\$ 800,000	\$ 200,000

Proposed 2023 Combined Administration and Transition Support Project Budget

Table 9 combines the proposed 2023 Administration and Transition Support Projects budgets. The budget shown reflect projected annualized expenditures.

The combined Administration and Transition Support Projects budget for the Q1 is forecasted to be 25% of the annual budget, or \$362,500.

Table 9: Proposed 2023 Combined Administration and Program Budget

Item	Annualized Budget	Q1 2023 Budget
CIF Administration	\$ 650,000	\$ 162,500
Transition and Program Support	\$ 800,000	\$ 200,000
Total	\$ 1,450,000	\$ 362,500

CIF Fund Forecast

Table 10 below compares the 2022 Budgeted vs YE Forecasted to the 2023 Proposed. The table also shows:

- The budgeted, and forecast 2022 YE Reserve Fund Balance, and
- The proposed Reserve Balance Forward amount as of January 1, 2023

The table also shows 2023 Q1 budget draw and subsequent Reserve Fund Balance. Staff would operate within Q1 budget parameters and request approval for subsequent intervals, if needed, once a final decision has been made about the CIF Windup Plan Amendment.

Table 10: CIF Fund Forecast

	Budgeted 2022	Forecasted YE 2022	Proposed Annualized 2023 Budget	Q1 2023 Budget
CIF Reserve Balance Forward	\$11.15M	\$10.97M	\$9.74M	\$9.74M
Total Revenue to Reserve	\$0.16M	\$0.62M	\$0.20M	\$0.05M
Transition Support	(\$1.25M)	(\$0.91M)	(\$0.80M)	(\$0.20M)
AMO (MCTF)	(\$0.50M)	(\$0.50M)	TBD	TBD
Municipal Disbursement	TBD	\$0	TBD	TBD
Administration & Program Support	(\$0.65M)	(\$0.44M)	(\$0.65M)	(\$0.16M)
Year End Reserve Fund Balance	\$8.91M	\$9.74M	\$8.49M	\$9.43M

Appendix 1: 2018-2022 CIF Financial Statement

The following table summarizes financial statements received from Stewardship Ontario. It shows invoiced expenditures received to date but does not include outstanding commitments on open grants and other outstanding liabilities.

2018-2022 CIF Financial Statement

Income Sources	Year ended	Year ended	Year ended	Year ended	As of
	Dec. 31,	Dec. 31,	Dec. 31,	Dec. 31,	Sep. 30,
	2018	2019	2020	2021	2022*
	(Actual)	(Actual)	(Actual)	(Actual)	
Cash Forward	\$23,305,487	\$19,807,154	\$17,553,275	\$14,965,065	\$12,713,937
Income Sources					
Municipal Contributions	\$23,993	\$3,122	\$26,556	\$0.00	\$44,616
Interest	\$433,617	\$412,493	\$223,063	\$131,938	\$149,890
Other					
Total Income	\$23,763,097	\$415,615	\$249,619	\$131,938	\$194,506
Expenditures					
Administration	\$428,944	\$572,094	\$466,572	\$408,285	\$240,592
AMO Admin Reserve Balance	-\$64,168	-\$74,858	\$216,918	-\$232,545	\$227,219
RPRA Expensed	\$2,648	\$21,808	\$7,173	\$4,337	\$11,764
Project Support	\$162,011	\$63,365	\$130,146	\$56,437	\$55,076
Best Practices	\$1,841,134	\$923,616	\$618,050	\$866,619	\$702,216
Centre of Excellence	\$750,374	\$1,163,469	\$398,968	\$279,934	\$15,038
AMO Transfer	\$835,000	\$0.00	\$1,000,000	\$0.00	\$500,000
Municipal Disbursement				\$1,000,000	
Total Expenditures	\$3,955,944	\$2,669,494.00	\$2,837,827	\$2,383,066.39	\$1,751,906
Year End Fund Balance	\$19,807,154	\$17,553,275	\$14,965,065	\$12,713,937	\$11,156,538

*Fund balance as of September 30, 2022