

CITY OF HAMILTON

***PUBLIC WORKS DEPARTMENT
Operations and Waste Management Division***

TO: Chair and Members Public Works Committee	WARD(S) AFFECTED: CITY WIDE
COMMITTEE DATE: September 4, 2012	
SUBJECT/REPORT NO: Request from Oxford County respecting Support for the Resolution regarding Future Landfill Construction or Approval - (PW12062) - (City Wide) (Outstanding Business List Item)	
SUBMITTED BY: John Mater, C.E.T. Acting General Manager Public Works Department	PREPARED BY: Anne Winning (905) 546-2424, Extension 5521
SIGNATURE:	

RECOMMENDATION

- (a) That the Resolution from Oxford County respecting future landfill construction or approval be received;
- (b) That the Province of Ontario be requested to conduct a review of alternatives to landfill and conclude with clear policy statements providing municipalities guidance on securing waste disposal/processing systems;
- (c) That City of Hamilton Council request that the Province of Ontario conduct a review of legislative tools for waste minimization through extended producer responsibility systems and provide a policy and regulatory framework and a timeline for implementation of these tools;
- (d) That Report PW12062 be forwarded to Oxford County, the Ontario Minister of the Environment, local MPs, AMO, MWA and RPWCO;
- (e) That the Outstanding Business item referring to Resolution from Oxford County regarding Future Landfill Construction or Approval be identified as completed and removed from the Public Works Committee Outstanding Business List.

SUBJECT: Request from Oxford County respecting Support for the Resolution regarding Future Landfill Construction or Approval (PW12062) - (City Wide) - Page 2 of 6

EXECUTIVE SUMMARY

Oxford County has passed a resolution regarding a moratorium on future landfill construction or approvals until such time as a full review of alternatives can be completed which would examine best practices in other jurisdictions around the world. The correspondence from Oxford County was received by Hamilton City Council on May 9, 2012 and referred to the General Manager of Public Works, for a report back to the Public Works Committee.

The resolution from Oxford County contains five clauses specific to waste management, and although staff does not recommend supporting the moratorium on future landfill construction or approvals, staff recognizes the intent of the resolution as an opportunity to obtain clear direction from the Province regarding alternatives to landfill and policy statements providing municipalities with guidance to ensure approvability of waste disposal/processing systems. In addition, the Province should employ legislative tools to minimize waste disposal through extended producer responsibility systems by examining successes in other parts of the world.

Oxford County has forwarded this resolution to all municipalities in Ontario in an attempt to gain support.

The 2012 Solid Waste Management Master Plan (SWMMP) recognizes the role that the landfill plays in the City's Integrated Waste Management System and the need for a landfill in managing the residual waste remaining in conjunction with the City of Hamilton's diversion programs.

Therefore, it is recommended that the City of Hamilton receive the Oxford motion and request the Province:

- to conduct a review of alternatives to landfill and conclude with clear policy statements providing municipalities guidance on securing waste disposal/processing systems;
- to conduct a review of legislative tools for waste minimization through extended producer responsibility systems and provide a policy and regulatory framework and a timeline for implementation of these tools.

Alternatives for Consideration - See Page 5

FINANCIAL / STAFFING / LEGAL IMPLICATIONS

There are no financial, staffing or legal implications of the recommendations in this report.

HISTORICAL BACKGROUND

The information provided in this report has City wide implications, and particularly Ward 11 where the Glanbrook Landfill is located.

Oxford County is located in Southwestern Ontario and has a population of approximately 106,000. In 2010 Oxford County disposed of 17,967 tonnes of residential garbage and had one of the highest residential diversion rates in the province at 54.09%. Oxford County has one active landfill site with approximately twenty years of remaining capacity.

Earlier this year Walker Environmental Group (WEG) announced intentions to expand their business into Southwestern Ontario with the "Southwestern Landfill Proposal". The former mined quarry at Carmeuse Lime's, Beachville location near Ingersoll was identified as the preferred site for the new landfill. The development process is scheduled to take three to five years and includes an environmental assessment and public consultation. That consultation began in April of 2012.

According to the WEG website, if approved, the Southwestern Landfill will accept non-hazardous, solid waste from businesses and communities across Ontario. The broad scope is to have the proposal become the center of environmentally-based businesses in Oxford County. These businesses could include recycling facilities, compost operations, biomass fuel and landfill gas projects.

The proposal has been met with opposition from residents and local politicians are concerned for the long term impacts on the Town of Ingersoll and its residents. This landfill controversy has been debated by Oxford County Council and forms a backdrop for the recent motion.

The City of Hamilton has received correspondence from Oxford County indicating that it has adopted a resolution that among other things requests a moratorium on any future landfill construction or approval until such time as a full review of alternatives can be completed. The review would examine best practices in other jurisdictions around the world and would focus on practices that involve the total recycling or composting of all products currently destined for landfill sites in Ontario. Furthermore, examine the production of goods that can be efficiently and practically be recycled or reused so as to not require disposal in landfills.

The motion reads, "Oxford County Council recognizes that the disposal of resources in landfills is unsustainable and further it creates potential environmental concerns, which may take numerous generations to become apparent and could have significant human and financial costs before the problems are rectified".

The motion also requires the County to investigate a potential timeline that would see the maximum reduction in landfilling with the goal being to put a program in place within a decade and allow the current County landfill site to be sufficient for county needs until at least the year 2100.

SUBJECT: Request from Oxford County respecting Support for the Resolution regarding Future Landfill Construction or Approval (PW12062) - (City Wide) - Page 4 of 6

Oxford County has advised the provincial government that they have embarked on this course of action and that they expect that Oxford County will have the full cooperation of all ministries and that Oxford County may require special and specific funding for investigation, research and implementation of the alternatives to their current landfill disposal based system.

In response, Hamilton Council at its meeting of May 9, 2012, considered the Oxford County resolution dated April 23, 2012, has received the correspondence and referred it to the General Manager of Public Works, for a report back to the Public Works Committee.

POLICY IMPLICATIONS

The recommendations in this report are guided by the Corporate Strategic Plan and the 2012 Solid Waste Management Master Plan (SWMMP).

Corporate Strategic Plan

The recommendations of this report will further the Strategic Objectives within the following Strategic Priority Area:

Strategic Priority #3 - Leadership & Governance

We work together to ensure we are a government that is respectful towards each other and that the community has confidence and trust in.

Strategic Objective 3.1 Engage in a range of inter-governmental relations (IGR) work that will advance partnerships and projects that benefit the City of Hamilton.

Solid Waste Management Master Plan

The 2012 Solid Waste Management Master Plan approved by Council on June 27, 2012 and the associated Guiding Principles, recognize the value and role that landfills play in an integrated waste management system and the need for a landfill in managing the residual waste remaining in conjunction with the City of Hamilton's existing diversion programs.

GP1 The City of Hamilton must lead and encourage the changes necessary to adopt the principle of Waste Reduction;

GP2 The Glanbrook Landfill is a valuable resource. The City of Hamilton must minimize residual waste and optimize the use of the City's diversion and disposal facilities;

GP3 The City of Hamilton must maintain responsibility for the residual wastes generated within its boundaries.

GP4 the City of Hamilton will consider inter regional municipal and corporate opportunities for waste management where appropriate and beneficial to the City.

RELEVANT CONSULTATION

No other departments were consulted.

ANALYSIS / RATIONALE FOR RECOMMENDATION

The following clauses in the resolution offer opportunities for conversation with the Province regarding the management of waste in Ontario;

“Therefore be it resolved that Oxford County Council demand a moratorium on any future landfill construction or approval until such time as a full review of alternatives can be completed which would examine best practices in other jurisdictions around the world”

A moratorium on landfill construction would not only conflict with Hamilton’s 2012 SWMMP, future Glanbrook Landfill cell development and Hamilton Waste Plan initiatives, it would exacerbate the lack of long term disposal solutions currently in Ontario. Nevertheless, staff does support a Provincial study of alternatives to landfill and a clear direction of securing adequate disposal systems.

“And further that this review of alternatives would give special emphasis on (a) practices which involve the total recycling or composting of all products currently destined for landfill sites in Ontario, and (b) the production of goods which can efficiently and practically be recycled or reused so as to not require disposal in landfills”

A review of Provincial policy/legislation to regulate the manufacturing of products to extend the life of landfills would be supported by staff. Any opportunity to enter into discussions with the Province concerning extended producer responsibility and the pressure on municipal waste programs is appreciated.

A scan of Ontario municipalities indicates a number are in support of Oxford County’s resolution. This is understandable given that current approval processes for waste management disposal or treatment systems takes many years, compounded by the lack of long term disposal solutions in Ontario and currently resulting in a dependency on out of province waste export.

ALTERNATIVES FOR CONSIDERATION

There are three alternatives to consider when reviewing the Oxford County resolution:

1. Support the Oxford County Resolution regarding future landfill construction or approval

Consideration of the alternative to support the Oxford County Resolution would conflict with other actions that have been taken by Council and be difficult to substantiate, given the valuable resource Hamilton possesses in the Glanbrook Landfill. Specifically the

SUBJECT: Request from Oxford County respecting Support for the Resolution regarding Future Landfill Construction or Approval (PW12062) - (City Wide) - Page 6 of 6

anti-landfill message that would be sent to the Province is not recommended as this would be inconsistent with Hamilton's SWMMP.

2. Not support the Resolution

A non-supportive recommendation would miss the opportunity to request the Province to conduct a review of alternatives to landfill and to emphasize the need to provide municipalities with policy statements regarding waste disposal/processing systems.

This alternative would forego the conversation with the Province regarding legislative tools to minimize waste disposal through extended producer responsibility systems and a timeframe for the same.

3. Receive the Resolution and recommend another Resolution

For all intents and purposes, this is the alternative that staff is recommending within this report.

Staff understands Oxford County's intent with the resolution nevertheless recognizes landfill will continue to form a part of the majority of integrated waste management systems throughout Ontario for the foreseeable future.

Staff has concerns about supporting the resolution outright, however fully supports the requests to explore alternatives to landfill, the creation of legislative tools to minimize waste disposal through extended producer responsibility, and a framework and timeline for implementation.

CORPORATE STRATEGIC PLAN

Focus Areas: 1. Skilled, Innovative and Respectful Organization, 2. Financial Sustainability, 3. Intergovernmental Relationships, 4. Growing Our Economy, 5. Social Development, 6. Environmental Stewardship, 7. Healthy Community

Financial Sustainability

◆ Delivery of municipal services and management capital assets/liabilities in a sustainable, innovative and cost effective manner

Intergovernmental Relationships

◆ Maintain effective relationships with other public agencies

Environmental Stewardship

◆ Reduced impact of City activities on the environment

APPENDICES / SCHEDULES

Appendix A - Oxford County Council Resolution



OFFICE OF THE C.A.O./ CLERK

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April 23, 2012

The Honourable Jim Bradley
Minister of the Environment
77 Wellesley Street West
11th Floor, Ferguson Block
Toronto, Ontario
M7A 2T5

Dear Sir:

Please be advised that Oxford County Council, at its meeting held on April 11, 2012, adopted the following resolution:

WHEREAS Oxford County Council recognizes that many of the resources of this planet are finite and are necessary to sustain both life and the quality of life for all future generations,

WHEREAS Oxford County Council recognizes that the global population will increase from the current 7 billion people to at least 9 and possibly 10 billion by 2050 and that this increased population will put even greater demand for the resources of the planet,

WHEREAS Oxford County Council recognizes that as populations evolve, their demand for more resources will increase as is the case currently in several of the heavily populated Asian Countries,

WHEREAS Oxford County Council recognizes that the reduction in use, reuse and recycling of all resources is the only viable option for long term societal sustainability,

WHEREAS Oxford County Council recognizes that the disposal of resources in landfills is unsustainable and further it creates potential environmental concerns which may take numerous generations to become apparent and could have significant human and financial costs before the problems are rectified,

WHEREAS Oxford County Council recognizes that all levels of government are elected to lead their constituents with concern for the well being of this and future generations,

WHEREAS Oxford County Council recognizes that landfill proposals create anxiety within the community in regards to the physical, mental, emotional and financial health of the community which can create tension within the community,

WHEREAS Oxford County Council recognizes that the natural environment provides for the basic sustenance of life and must be protected from any potential damage,

AND WHEREAS Oxford County Council recognizes that the scale of potential health risks to the community increases in direct relation to the proximity of the community to any landfill site,

THEREFORE BE IT RESOLVED that Oxford County Council demand a moratorium on any future landfill construction or approval until such time as a full review of alternatives can be completed which would examine best practices in other jurisdictions around the world,

AND FURTHER that this review of alternatives would give special emphasis on (a) practices which involve the total recycling or composting of all products currently destined for landfill sites in Ontario and (b) the production of goods which can efficiently and practically be recycled or reused so as to not require disposal in landfills,

AND FURTHER that Oxford County Council investigate a potential timeline that would see the maximum reduction in land filling with the goal being (a) to have this program in place within a decade and (b) that the current County landfill site would be sufficient for County needs until at least the year 2100,

AND FURTHER that Oxford County Council advise the provincial government that we are embarking on this course of action, and that it will be expected that Oxford County will have the full cooperation of all ministries and that Oxford County may require special and specific funding for investigation, research and implementation of the alternatives to our current disposal based system,

AND FURTHER that Oxford County Council send this resolution to all municipalities in Ontario for support.

Thank you for your attention to this matter.

Yours very truly,



Brenda J. Tabor
Clerk

- Copy - The Honourable Dalton McGuinty, Premier of Ontario
- Municipal Councils, All Municipalities in Ontario
- Ernie Hardeman, M.P.P., Oxford
- Members, Oxford County Council
- Michael Bragg, C.A.O., County of Oxford