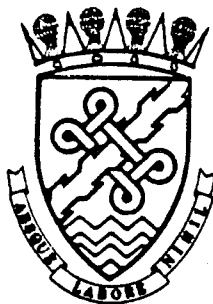


THE  
REGIONAL  
MUNICIPALITY  
OF  
HALTON



RESOLUTION NO. 329-83

DATE November 9, 1983

Moved by: J. Savoline

Seconded by: C. Gooding

THAT, provided no tribunal hearing(s) are necessary in order to obtain the necessary approval to put the "Continuation" portion of the plan in place, Option One, i.e. the "Continuation Option" as set out in C.A.O. Report #319/83, be approved as the Interim Waste Disposal Plan.

THAT the Regional Chairman be requested to write to the Minister of the Environment, Andy Brandt, requesting that since tribunal hearing(s) are likely for the longterm landfill component of the Region of Halton, that tribunal hearing(s) for the proposed Interim Landfill Component, i.e. the continuation of landfilling at the existing Burlington landfill site be waived by the granting of the appropriate exemption under The Environmental Assessment Act and on the basis of urgency under The Environmental Protection Act, at least until the tribunal hearing(s) for the long-term landfill component commences, and that a response be requested by December 5, 1983, at the latest.

- \* THAT ITEM NOS. 15.8.1.3 to 15.8.3.1 INCLUSIVE OF THE PLANNING AND PUBLIC WORKS COMMITTEE MEETING NO. 34/83 HELD OCTOBER 26, 1983, BE DEFERRED TO THE REGIONAL COUNCIL MEETING OF DECEMBER 7, 1983.

THAT the Royal Botanical Gardens and the City of Burlington be approached regarding the possibility of an experimental program to reforest part or all of the existing Burlington Landfill Site with Staff to report back on the results of those discussions.

"J.N. Raftis"  
REGIONAL CHAIRMAN

CAO REPORT NO. 319/83

PROPOSED 1983 INTERIM WASTE DISPOSAL PLAN -  
STAFF REPORT NO. 2

OCTOBER 21, 1983

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THE REGIONAL MUNICIPALITY OF HALTON

Report to Chairman and Members of the Solid Waste Management Committee

From Dennis Y. Perlin, Chief Administrative Officer

Date 1983 10 21

Report No C.A.O. #319/83

Re: Region of Halton - Proposed 1983 Interim Waste Disposal Plan (4 Years) - June, 1984 - June, 1988

RECOMMENDATIONS:

- 1.1 THAT, provided no tribunal hearing(s) are necessary in order to obtain the necessary approvals to put the "Continuation" portion of the plan in place, Option One, i.e. the "Continuation Option" as set out in C.A.O. Report #319/83, be approved as the Interim Waste Disposal Plan.
- 1.2 THAT the Regional Chairman be requested to write to the Minister of the Environment, Andy Brandt, requesting that since tribunal hearing(s) are likely for the long-term landfill component of the Region of Halton, that tribunal hearing(s) for the proposed Interim Landfill Component, i.e. the continuation of landfilling at the existing Burlington landfill site be waived by the granting of the appropriate exemption under The Environmental Assessment Act and on the basis of urgency under The Environmental Protection Act, at least until the tribunal hearing(s) for the long-term landfill component commences.
- 1.3 THAT should the Minister of the Environment give a negative response to Regional Council's request under 1.2 above, or should no response be received by December 9th, 1983, then Option Two below, i.e. the "Export Option" shall be implemented.

- 1.4 THAT should the Minister of the Environment give a positive response to Regional Council's request under 1.2 above by December 9th, 1983, then Regional Staff and Consultants are directed to take the necessary action to obtain the necessary approvals so that Option One for the Interim Waste Disposal Plan above can be implemented.
- 2.1 THAT should the Minister of the Environment determine not to recommend the necessary exemption and/or waive the otherwise necessary tribunal hearing(s) by December 9th, or not to respond at all by December 9th, then Option Two i.e. the "Export Option" is hereby approved as the Interim Waste Disposal Option strictly on an interim basis only.
- 2.2 THAT the resolution set out in Schedule "A" to C.A.O. Report #319/83 is hereby expressly adopted as the intention of this Council regarding any approval and implementation of the "Export Option".
- 2.3 THAT the financing of this "Export Option" be on the basis of a blended Regional tippage fee, being payable at each of the disposal site(s) in Halton, including the Halton Hills Transfer Station and the existing Burlington Landfill Site of \$17.50 per metric tonne, with the remainder of the cost, including the remainder of the cost of the Halton Solid Waste Management Program, being financed by way of the municipal tax bill, preferably as a special Regional Waste Disposal Charge, if possible.
- 2.4 THAT Regional Staff be instructed to finalize the negotiations with the consortium of Browning-Ferris and Robran Construction Limited, with agreements being satisfactory to the Director of Public Works, the Regional Solicitor, and the Regional Treasurer, based on their letters of June 17th, 1983 and September 28th, 1983.

2.5 THAT Regional Staff and Consultants are instructed to take the necessary action to obtain the necessary approvals so that Option Two for the Interim Waste Disposal Plan can be implemented.

3.1 THAT the City of Burlington, the neighbours to the landfill site, the Burlington West Ratepayers Association, all be approached to obtain their agreement that if the Export Option is chosen by Regional Council, that they will not object to the placement of an open air transfer station at the Burlington Landfill Site to handle the Export Option and further that they will not object to the continuation of landfilling at the existing Burlington Landfill Site on a phased basis provided that only so many of the phases will be used as is necessary to supplement the Export Option pending the commencement of operation of the long-term landfill component.

4. THAT the Royal Botanical Gardens and the City of Burlington be approached regarding the possibility of an experimental program to reforest part or all of the existing Burlington Landfill Site with Staff to report back on the results of those discussions.

## REPORT

### I ESSENCE OF RECOMMENDATIONS

The essence or "bottom line" of the above Recommendations is that Regional Staff believe that the "Continuation Option" can be done without dangerous or significant increase in the environmental impact already existing with the existing Burlington Landfill Site. Even including additional cost items like after-use, landscaping, and treatment of some additional leachate, the "Continuation Option" is the least costly of the two options. Therefore the Continuation Option should be the first choice.

HOWEVER, the first choice should only be pursued if tribunal hearing(s) can be avoided and that will require the intervention of the Minister of the Environment. It is Staff's belief that a confrontation must be avoided with

respect to the Interim Waste Disposal Plan, particularly with the City of Burlington, because the impact of such a confrontation could have very damaging affects on a much more meaningful part of our Solid Waste Management Program, i.e. the long-term program.

Thus, if hearing(s) cannot be avoided, then the Export Option should be chosen despite the additional cost. However, because the increase in tippage fee would be extremely high and without long-term notice, the interim program should be financed in part on the Regional portion of the Municipal tax bill, preferably by way of a special Regional Solid Waste Management Disposal Fee. Further, if confrontation is to be avoided, then it is to be avoided with respect to all outstanding confrontation matters in the Solid Waste Program and that includes the present confrontation over transfer stations. They should clearly be accepted as a waste disposal responsibility so that the tippage fee to be paid at a transfer station is the same as at a landfill site, be same located in Halton Hills or Burlington. Thus, the tippage fee under the Staff Recommendation would be the originally projected \$17.50 per tonne and that would be charged to all haulers entering either the landfill site in Burlington or the transfer station in Halton Hills, be they Municipal haulers, private haulers, or individual businesses or citizens who are over the "free" limit.

## II BACKGROUND

This C.A.O. Report 319/83 is a follow-up to C.A.O. Report 95/83 dated February 25, 1983 and C.A.O. Report 219/83 dated July 8, 1983 and should be read in the context of those previous reports, both of which dealt with the Interim Waste Disposal Needs for the Region once the approved contours at the Burlington Landfill Site, which is now expected to be July of 1984, are reached.

In the last report, C.A.O Report 219/83, a four year planning period was chosen for the Interim Waste Disposal Plan from the summer of 1984 to the summer of 1988 in particular from July 1st, 1984 through to June 30th, 1988 and that planning period remains the same for the purposes of this report.

There have been some comments that we are being optimistic to think that an Energy from Waste facility will be in operation by June of 1988 but at this particular point, i.e. October 21st, 1983, we are still doing the EFW project and we are not really at a point to tell you conclusively what the dates of operation might be and until we have finished at least the market phase and have set out a work program for the feasibility phase, we don't believe we should change the June, 1988 date.

Others have argued that we are even optimistic to think that long-term landfill will be in place by June of 1988, i.e.

that neither of the major components of the long term waste system will be in place by June of 1988 but Regional staff, in consultation with our Environmental Assessment and Legal Consultants, believe that we should be able to have a long term landfill(s) in place by the summer of 1987 let alone the summer of 1988.

In our last report we developed two options for handling waste on an interim basis, one being the "Continuation Option" which basically consisted of the continuation of landfilling at the existing Burlington landfill site and added some additional capacity to "tide us over" at the new long-term landfill site(s), and Option Two, the "Export Option" consisting of the haulage of waste from a transfer station at the Burlington Landfill Site to an Energy From Waste Plant in Niagara Falls, New York on a contract basis and again finding any additional disposal capacity that might be needed during the interim period by increasing the capacity of the new landfill component.

In both Options, the Region would continue to promote source separation.

For reasons set out in C.A.O. Report 219/83, primarily financial, staff recommended that the "Continuation Option" be chosen.

In making that recommendation, staff fully expected that based on the financial guidelines that had been approved and espoused not only by the Region but by the area municipalities within the Region, that Option Two which would see an increase in the cost of the Waste Disposal Program by some \$24/tonne, therefore some \$4,000,000 extra per year, as not being acceptable.

Staff recommended, however, that the proposed Interim Plan, being the proposed "Continuation Option", be simply received at that point and circulated to the area municipalities, neighbours of the Burlington Landfill Site, and to Walker, Wright, the Environmental Assessment Consultants for the long-term landfill component for comment, and pending the holding of a public meeting in the Aldershot area of the City of Burlington to present and explain the Interim Plan and to receive their input and comments with respect thereto.

By reason of the input received from the organizations or persons which Regional Council asked Staff and the Solid Waste Management Committee to consult with, there were certain responses by certain people that required further consultation with industrial haulers, with the M.O.E., and with legal counsel and that will be reported on further.

Having had the input of all of the organizations and various persons, groups and Regional staff. I bring you forward this report with a revised Recommendation.



### III    OPTIONS

After receiving all of the input from various persons, organizations, agencies, Walker, Wright, and the M.O.E., we are still left with basically two options.

We have somewhat refined them but they remain as before: the "Continuation Option" and the "Export Option".

#### Continuation Option

- 1) The continuation of landfilling at the existing Burlington landfill site up to 4 phases (Phases A,B, C and D) on a phase-by-phase basis in accordance with the 1983 MM Dillon Report on the Continuation of Landfilling at the Burlington Landfill Site, utilizing only as many of the phases as are necessary until the commencement of operation of the long-term landfill component for Halton;
- 2) The addition of 1.5 million cubic yards of landfill capacity to the capacity figure being sought by Walker, Wright for the long-term landfill component of Halton's Solid Waste Management System to enable the minimal use of phases set out in the Dillon report; and landfill capacity to the end of the interim period.
- 3) The financing of this option by way of the present approach to the setting of Regional tipping fees with the 1984 tipping fee being \$17.50 per tonne;
- 4) The continuation and promotion of source separation in Halton.

#### Export Option

- 1) The export for three years by the consortium of Browning-Ferris Industries Ltd. (BFI) and Robran Construction Ltd. of approximately 75% of the waste received by Halton for disposal at the Energy from Waste Plant in Niagara Falls, New York run by Occidental Chemical Corporation at the fee set out in the BFI letter of September 28, 1983, i.e. \$26.80 in 1984;
- 2) The entering into of a contract with BFI-Robran consortium for such export for a period of 3 years with the price to be a base price escalated on the Canadian Consumer Price Index for years 2 and 3, and with 2 one-year options thereafter in favour of the Region to renew at a then negotiated price;
- 3) The establishment of an open-air transfer station for the 3-year term to enable the export to take place at the existing Burlington Landfill Site;
- 4) The "unburnables" (approx. 25%) to be landfilled at the existing Burlington Landfill Site utilizing firstly the remaining capacity in the existing site, plus Phase A of the Dillon continuation plan, and then Phase B if absolutely necessary, and in each case whether a further phase is utilized will be

dependent on whether the long-term landfill component of Halton is in operation;

5) The addition of 606,050 cubic yards of landfill capacity to the capacity figure being sought by Walker Wright Assoc. for the long-term landfill component of Halton's Solid Waste Management System to cover the 100% landfill requirement from March, 1987 through June, 1988;

6) The financing of this option by way of a blended Regional tippage fee payable at any Regional disposal site including the Halton Hills transfer station of \$17.50 per tonne (1984) with the remainder by way of the Regional portion of the Municipal tax bill preferably by a special Regional Waste Disposal Fee.

6) The continuation and promotion of source separation in Halton.

#### IV ADVANTAGES AND DISADVANTAGES

##### Continuation Option

###### Advantages

- 1) It is significantly cheaper.
- 2) It can be done with no significant increase in environmental impact beyond the environmental impact that already exists with the existing site.
- 3) It accomplishes the interim objective.
- 4) It is supported by the 3 Area Municipalities of Halton Hills, Milton and Oakville.

##### Export Option

###### Advantages

- 1) It avoids the necessity of any tribunal hearing(s) for the continuation of use of the Burlington Landfill Site as part of the Interim Waste Disposal Plan.
- 2) It avoids confrontation with the City of Burlington, the residential neighbours, and residents of the area in which the landfill is located.
- 3) It eliminates all outstanding confrontations at this time in the Solid Waste Disposal Program, including the confrontation with Halton

5) It is acceptable to the Staff of the Ministry of the Environment.

6) There is no objection from the industrial/commercial neighbours of the site, i.e. Tridon, Cumis and National Sewer Pipe.

#### Disadvantages

1) It is opposed by the Council of the City of Burlington.

2) It is opposed by the residential neighbours who live around the Burlington Landfill Site, i.e. on Mountainbrow, Rennick, and Old Waterdown Road.

3) It is opposed by the West Burlington Ratepayers Group and many citizens who live in the Aldershot area of the City of Burlington.

4) Tribunal hearing(s) will be required unless the Minister of the Environment intervenes to give a different interpretation of the provisions of the Environmental Protection Act than the interpretation being given by Ministry Staff.

5) Confrontation in the form of tribunal hearing(s) will result in a lengthy, costly (\$500,000), damaging, and possibly prejudicial hearing to the long-term landfill component.

6) Confrontation by way of the tribunal hearing(s) could produce significant delays in the finalization and implementation of the Environmental Assessment of

Hills over transfer station responsibility being Regional and not local.

4) It implements the resource recovery-based system for the disposal of waste in our interim program by utilizing the Energy from Waste Plant in Niagara Falls, New York.

5) While the increase in waste disposal cost to the taxpayer is high, the additional cost still keeps the waste disposal utility significantly below the cost of any other utility such as water, sewer, gas, electricity and telephone. For example, a household with an average assessment in Oakville and certain other average utility assumptions would see his cost rise from \$33 per year to \$66 per year for waste BUT that compares to \$209 for water and sewer, \$770 for gas, \$252 for electricity, and \$294 for telephone.

6) Avoiding confrontation on the interim program allows concentration on the completion and implementation of the long-term Solid Waste Management Program for Halton.

7) It accomplishes the interim objective.

#### Disadvantages

1) It is significantly more expensive.

2) It does not provide an Energy from Waste solution in Halton.

3) It requires a permit from the U.S. Secretary of Agriculture and agreement from the State of New York.

4) if the border closes to passage of garbage any time during the term of the interim plan, then we must return to

the long-term landfill component.

7) Confrontation between the Region and one of its constituent Area Municipalities continues a "sorry" chapter in the history of the Region, i.e. the Site "F" - Milton confrontation.

8) Controversy and uncertainty regarding the handling of the leachate impact.

9) The inability to resolve all outstanding confrontation matters at this time, including the confrontation matter over the transfer station responsibility as a disposal matter and not a collection matter.

the continuation option; enforcement of any contract would be limited to obtaining damages (dollars) as opposed to disposal capability.

5) It will have a significant one-time impact on the taxpayers of Halton in the year 1984.

6) It may be difficult to return to a 100 per cent landfilling approach in the future if any Regional Council would wish to do that; some may argue that once you have started exporting, keep exporting, particularly in the absence of any feasible Energy from Waste opportunity in Halton.

## V DISCUSSION OF RECOMMENDATIONS

As in most waste matters in Halton, this is one of the most difficult issues to deal with. Logic, Emotion and Intrigue get mixed with one another and the correct path to follow becomes hard to find.

This report calls for the adoption firstly of the "Continuation Option" if no tribunal hearing(s) are required for the Interim Waste Disposal Plan and in that regard, calls on the Regional Chairman to see what can be done with the Minister of the Environment. But in the absence of any commitment not to require any tribunal hearing(s) in advance of the tribunal hearing(s) for the long-term landfill component, then this report recommends that Option Two then be implemented, i.e. the Export Option.

The rest of the Recommendations address implementation action and financing implications. They stress that since Halton's long-term solutions to waste disposal would best be found in or very close to Halton, whatever waste disposal method(s) are chosen, then any approval of the Export Option should be done on an interim basis only and simply be done to avoid a major confrontation at this point with an Area Municipality and organized groups that will be costly, lengthy, and possibly prejudicial and damaging to any future hearing(s) required for the long-term landfill component. Further, any hearing(s) for the Continuation Option could lead to delay in the implementation of the long-term program which really should be the Regional objective. That delay

could occur not only as a result of taking Consultants and Staff away from the Environmental Assessment of the landfill component to prepare for their presence at a hearing(s) for the Interim Waste Disposal Plan, but also could occur by reason of court actions. Our experience has shown us that even when the Region's opponents lose, they do succeed in delaying solutions and in this case that would be for the interim solution and possibly even for the long-term solution.

The change in Staff's approach comes as a result of the advice of the City of Burlington, which is the largest municipality in the Region, and whose ratepayers would pick up the largest portion of the Export Option whether it be by tippage fee or by tax bill. The advice of the City of Burlington which is shown in the attachments as Schedule "B" came as a complete surprise to Regional Staff by reason of previous Burlington decisions and recommendations regarding solid waste disposal and financial constraint. The recommendation of the Burlington Council changed the complexion of the situation in which Regional staff were working.

Regional Staff still firmly and strongly believe that the Continuation Option is the more cost effective option and that an Interim Waste Disposal Plan formulated in a critical situation should not be used as the vehicle for formulating long-term plans. Regional staff also firmly and strongly believe that the security of waste disposal for the citizens of Halton lies in the long term by having waste disposal facilities available to the citizens of Halton that are located preferably in or very close to Halton.

On the other hand, Regional staff do not believe that a confrontation with the City of Burlington and ratepayers in the area (despite the large cost differential between the 2 Options) is worth a half million dollar expenditure, the aggravation, the possible court proceedings, the delay in the long term landfill component that will result, and the damaging prejudicial hearing(s) that could result involving our long-term Environmental Assessment Consultants. If confrontation is necessary, then hopefully we have learned from the "Site F" experience that confrontation would be best (if it has to occur at all) when the approvals that will be received will provide the Region with twenty (20) years waste disposal capability and not for a program, the controversial portion of which is only good for two and one half to three years. The resources of the City of Burlington are such that they can easily match those of the Region of Halton and the spectre again of the Region fighting one of its own constituent municipalities is a sad one, to say the least.

At the same time the Export Option should be an interim option only. Thus, the Export Option being recommended is one that has a three year term only and not a five year term. The idea is to use the Export Option only until our long-term landfill component is in operation and then switch to that.

We have tried, at the staff level, to convince senior M.O.E. staff, including the Director of Environmental Approvals and the Regional Director for the Central Region, that the Continuation Program is so small considering what has occurred at the Burlington landfill over the years that a hearing is really unnecessary and therefore should be avoided on the basis of urgency. However, M.O.E. staff have indicated that in their opinion the Environmental Protection Act does not permit that and that even if we waited until the last moment to make application, that they will require a hearing and while they may have to approve some of the Continuation Program while the hearing is on, the hearing will have to be held thereunder unless a different interpretation as to the meaning of that Act and the Regulations thereunder is given by the ultimate authority in the Ministry, i.e. the Minister himself.

The recommendation is then that the Regional Chairman approach the Minister of the Environment to examine The Environmental Protection Act and provide his staff with an interpretation on the issue of urgency which will allow the Continuation Program to be implemented in phases without a hearing. The Minister could be requested to at least allow minor parts of the program like Phases A and B to proceed without a hearing and with the more major phases, being Phases C and D, to be referred to the long-term landfill component hearing and only so much of those approved as would be necessary pending the start and completion of the first phase of the long-term hearing which would deal with the interim component.

If the Minister will not respond positively to the Chairman's request then in accordance with our recommendation, the Export Option would be implemented on a three-year basis.

## VI PREVIOUS REPORT REQUIREMENTS

### A Burlington

The resolution which came forward from Regional Council as a result of C.A.O. Report 219/83 required that the proposed Interim Waste Disposal Plan be circulated to each of the area municipalities for comment.

The first comment received was from the City of Burlington and that comment is set out in a letter with report attachment from the Deputy City Clerk, Ronald Lathan, in which the City makes it clear that the Export Option is the one that it would recommend.

Because the City has suggested the 75% approach, which is one we would agree with if the Export Option is adopted, we have presumed that the City would support those phases of landfilling at the Burlington landfill site that might be necessary in order to handle the 25% portion of the waste.

A recommendation (No. 3) seeking confirmation of that fact is put forward.

Our discussions with Browning-Ferris have indicated that in light of the time needed to gain the approval of the open air transfer station and to acquire the necessary vehicles, it would likely take two to three months after Council approval before the Export Option could begin.

Since we have suggested in the Recommendations that the Export Option not begin until after the Regional Chairman has had an opportunity to try and convince the Minister of the Environment to forego hearings, that would give three months from December 9th which would be approximately March 1st, 1984 for the beginning for the Export Option. That would leave approximately five months of full capacity and if you are only using 25% of that for landfilling, then that would leave about twenty months of capacity through to March of 1986. If the permanent landfill is not in place by March of 1986, then one would need Phase A of the Continuation Program which would provide another two years using 25% capacity figures and would therefore allow for a likelihood of the new landfill to be open before Phase B would have to be started. But if by some unbelievable quirk we again had problems, then the Export Option could be extended if necessary and Phase B utilized. Surely by then (one more year) the long-term landfill component would be in place.

I would hope that the City of Burlington and neighbours and ratepayers would agree to the continuation of the Burlington Landfill in phases with only so many of the phases being utilized until the long term landfill is in place and that that agreement would be without the need for a hearing in light of the Region's acceptance of its suggestion for the Export Option.

Hopefully, only Phase A would be necessary out of the Continuation Program.

That is the substance of Recommendation #3, to try and get everyone's agreement that a hearing will not be called for anyway even if the Region decides on the Export Option. Then the Export Option makes very little sense on an interim basis.

As far as the content of the staff report in Burlington that supported the recommendations finally made by Burlington Council, we at the Region have prepared our report based on the final costing figures that we have from the consortium and therefore are addressing the financial impacts through our own analysis and do not feel that anything would be gained from any detailed comment on the Burlington staff report or its financial analysis.

The only comment we do wish to make is that we do not agree that a small continuation of the existing Burlington landfill will result in "...harmful long-term environmental

effects that may flow from any expansion...". We know there is the anxiety that is raised in that report on the part of those who live near the site but the best professional advice that we have is that there will be no recognizable increase to the long-term environmental effect from the Burlington landfill site by the Continuation Program. Basically what is there is there, will remain there, and will not be significantly added to regardless of whether there is a continuation program or not.

#### B Halton Hills

Halton Hills' position is set out in its letter of October 4th (identified as Schedule "C") and it supports the original proposed Waste Disposal Plan, namely the continuation of the Burlington landfill site.

The only point that Regional staff would make in passing is that the approach in the Export Option has been to end all of the confrontational matters that are outstanding at this point including the issue of transfer stations as a waste disposal responsibility. This would be advantageous to the Town of Halton Hills.

The amount of additional cost in the context of the Export Option to support that on a Regional basis is very small (\$2.00 per tonne) but to the Town and to the industrial haulers in Halton Hills as well as those in Halton Hills who bring their waste directly to the transfer station in Halton Hills, the use of a Regional tipping fee being the same whether one goes to a transfer station or to a landfill site would be of benefit to the local municipality's own budget and those paying the user fees. Of course, the Halton Hills taxpayer would still experience an increase on his tax bill. That increase, however, would be the same as any other taxpayer in the Region of Halton and the "grating" of the outstanding confrontation over transfer station responsibility would be at an end.

#### C Milton

The Town of Milton has sent the response set out in Schedule "D" indicating that it supports the continuation of landfilling at the Burlington landfill site and in particular that part of the program.

You will note that the Milton Council does not support the additional capacity recommended for Walker Wright to obtain because they believe that the Burlington landfill site itself can be expanded onto lands such as the National Sewer Pipe lands or by an easterly extension to the most northerly part of the existing Burlington landfill site known as the "Papeland" lands or the "Goodings" Site.

Regional staff must disagree with Milton staff that a further expansion would be possible.



We have been informed that a further expansion would not be possible without the application of The Environmental Assessment Act.

An Environmental Assessment Act exemption is only likely if the Continuation Program is within the existing approved boundaries for the Burlington landfill site and that is, of course, the basis on which Dillon prepared its "Continuation Plan".

To have The Environmental Assessment Act apply would mean that the Interim Plan would never be ready by next summer and would be a duplication of the effort now underway by Walker Wright.

The Town of Milton does, however, raise the meaning of the "commitment" that was set out in the recommendation of the C.A.O. Report #219/83.

A copy of that Recommendation as previously passed by Council on July 20th last is attached as Schedule "E".

The recommendation of a commitment while well-intentioned by Regional staff, has been misinterpreted by the Town of Milton and by neighbours and ratepayers in the area of the Burlington site.

The commitment for no further landfilling at the existing Burlington landfill site once the new landfill component was in place was intended to assure those living near the site and in the area of the site that this would be the last landfilling program at the existing landfill site.]

It has always been recognized that an Environmental Assessment of the landfill component is underway and that new areas such as that proposed by National Sewer Pipe could be considered and indeed the National Sewer Pipe lands have been shown as a candidate area in the Overview Analysis done by Walker Wright.

The commitment in the previous C.A.O. Report #219/83 Recommendation No. 2 was not intended to be a commitment that there would be no more landfill in the area of the Burlington landfill site, only that there would be no more landfilling on the existing Burlington landfill site once this Continuation Program was completed.

However, the commitment has been taken as misleading in that it has been misread by some and could be misread by others as meaning that there would be no more landfilling in the area of the Burlington landfill site at all and that, of course, was not meant.

Rather than repeat the commitment which is not considered to be meaningful by some and indeed is considered misleading by others, it would be best to leave that commitment out and leave it to this and future Regional Councils and Staff

to recognize this Continuation Program as definitely the last landfilling program at the existing site.

I trust that if the Continuation Option does proceed, then the powers that be in the future will ensure that there would be no further continuation beyond the four phase continuation proposed by Dillon without the need for a specific commitment at this point.

Thus that particular commitment has been dropped from the list of recommendations being submitted to you.

#### D Oakville

The recommendation of the Town of Oakville is shown as Schedule "F" to this Report.

That particular schedule indicates Oakville's support for the Continuation Option.

My comments with respect to Oakville would be somewhat the same as Halton Hills.

Should the Export Option have to be utilized by the Regional Council then by using the tax bill approach, there would be no different impact on the Town's portion of the tax bill, nor on the Town's or other users' collection costs as a result of adopting either Option One or Option Two, but the Municipal tax bill (Regional portion) would, of course, be substantially higher with the Export Option than with the Continuation Option.

#### E Neighbours

Regional Staff and consultants, together with the Regional Chairman and the Councillors for the area, i.e. Councillor Mulkewich and Councillor Cowman, met with a number of residents living near the existing landfill on Mountainbrow Road, Rennick Drive and Old Waterdown Road.

This meeting took place at the home of Robert Elstone off Mountainbrow Road, just above the existing Burlington Landfill.

In addition, the Regional Chairman and Regional Staff and consultants at various times visited the home of Mr. Jim Aitken who is another neighbour to the west of Mr. Elstone who lives off Rennick Drive, again above the Burlington landfill.

As a whole, the neighbours want the landfilling at the existing Burlington Landfill to come to an end when the approved contours run out next July.

Their preference is that the Region utilize the Export Option and they have indicated that if the Region were to utilize the Export Option, then they would likely have no objection to the use of Phase A or even if by some unbelievable happening matters got extended such that Phase B were necessary, that they could agree to the use of Phase B in conjunction with the Export Option.

They are strongly against both Phases C and D and, as stated, are against any of the Phases if it is not in conjunction with the Export Option.

Their concerns were what they thought was at least a moral commitment, if not a legal commitment, that the 1978 Interim Waste Disposal Plan would be the last interim plan for the existing Burlington Site, and that therefore any agreement to a further interim plan involving 100% landfill might, based on experience, just lead to another interim plan and another interim plan, i.e. higher and higher.

There is concern that the existing Burlington Landfill does devalue the area, that it blocks the magnificent view that many of these neighbours have of the Burlington Bay and surroundings, that it is noisy during operation, and that at times it is not well-kept nor well-landscaped.

One neighbour, Mr. Jim Aitken, in particular, along with a member of the Burlington West Ratepayers Group has asked for reforestation and better landscaping. Reforestation and landscaping have been considered difficult on landfill sites in the past and that is why for the most part they are simply finished off with topsoil, hydosed and left as passive areas, or turned into more active recreational areas such as the Bayview Park was for a horse-show area where dirt is the order of the day as opposed to tree plantings and grass.

However, this Council and previous Councils have always been committed to trying to ensure that our landfills are well looked after and, if possible, that the after-use is made as pleasant as possible and so Recommendation #4 has been put forward to explore with the City of Burlington (who in the past have expressed an interest in being involved in the after-use of the site), and with the Royal Botanical Gardens the possibility of using part or all of the landfill site as and when the various parts are completed in an experimental program to determine the type of plantings that could be placed on the landfill and, if so, what would have to be done to accommodate those plantings and what landscape pattern might be advisable for the landfill site.

The Royal Botanical Gardens, of course, are not in the business of landscaping as a commercial exercise, but experimentation with plantings and programs for rehabilitating scarred areas are a feature of the work of

the Royal Botannical Gardens and therefore since the particular site is close to their lands in Burlington, we have reason to believe from Mr. Cumming, the second-in-command, that the R.B.G. might be interested in exploring the possibilities of an experimental program with us. We would report back on that exploration once we have discussed same with both the City and the R.B.G.

Neighbours also have concerns about the movement of leachate and the impact on neighbouring streams and Lake Ontario if there is leachate movement, and Regional Staff and consultants were not able to convince them, at least of the fact that we believe is true, that there is no significant increase in the environmental impact as a result of the Continuation Program.

In summary then, there is great concern by the residential neighbours and they have expressed a desire that the Region adopt the Export Option.

As far as the industrial/commercial neighbours are concerned, i.e. Cumis, Tridon and National Sewer Pipe, separate meetings were held with these companies or their representatives and they have expressed no objection to the Continuation Program. They have expressed some concerns regarding better traffic control that have been referred to the City of Burlington since the North Service Road is the City's responsibility, but the alleviation of those concerns was not a condition to the non-objection by the industries concerned.

#### F SWMC Meeting - Aldershot Area

This Committee, of course, met in the Aldershot area of the City where the existing Burlington Landfill Site is located to present the proposed Interim Waste Disposal Plan to the citizens of the area in which the continuation portion of the program would be centred.

Despite the professional presentation by both the engineer and the hydrogeologist, the citizens indicated objection to the Continuation Program and urged the adoption of the City of Burlington's advice, i.e. the Export Option.

There were only about 100 citizens in the auditorium which even the organizers of the Burlington West Ratepayers Group admitted was a very low turnout considering that they had delivered over 4,000 flyers and had posted banners, etc. However, it is important to note that there was no support for the Continuation Program at that meeting.

Despite the assurances of the hydrogeologist, people were still putting forward theories and concerns about leachate movement into creeks and into Lake Ontario. Others were

expressing concern about the treatment of leachate at the Skyway Plant and then its release into Lake Ontario to be drawn into the Burlington Water Treatment Plant and then redistributed for Burlington water purposes.

At that particular meeting the issue of the "commitment" which I spoke about with respect to the Milton submission was raised as being misleading because of the National Sewer Pipe application and the Environmental Assessment of Halton's Long Term Landfill Component which could see landfilling on a new area adjacent to the Burlington Landfill Site.

A number of the citizens made it clear that the interim program was not the only issue but rather they saw the interim program as part of a wedge which would see landfilling in that area for a further 20-25 years and that now was the time "to put a stop to it".

In summary then, despite attempts to reassure the area that the Continuation Program was very limited and that it should not be confused with the long-term landfill component or with the National Sewer Pipe Applications and that the environmental impact of any Continuation Program would not make such impact significantly greater, that approach was not accepted and the citizens expressed a desire that the Export Option be adopted.

The citizens also expressed the desire that more work be done on Energy from Waste possibilities in Halton, and Councillor Mulvale and Regional Staff attempted to assure the citizens that work was being done in that area by reason of the Energy from Waste Project.

#### G Walker, Wright, Young Associates

Recommendation #5 in the previous Council Resolution of July 20th which is set out as Schedule "E" to this report requested the comments of Walker, Wright regarding the securing of additional capacity in the long-term landfill component for the Interim Waste Disposal Plan.

The full written response from Walker, Wright will be received at the Committee Meeting on Monday. However, Walker, Wright have agreed with the additional capacity that would be required in the long-term landfill component for either Option as is set out in the display of the Options in the earlier part of this report; namely, 606,050 cubic yards for the Export Option and 1,500,000 cubic yards for the Continuation Option.

They have agreed to seek either at the direction of Regional Council. They believe that either Option is reasonable but that it is really a Regional Council decision and that

therefore their work would only be as a result of a Regional Council decision giving them direction.

Their main concern was that the amount of extra capacity that they were asked to provide was in keeping with the type of projections that they had made for Halton's long-term solid waste program such that the figures that became part of the landfill capacity for the long-term landfill component could be compared on an "apples and apples" basis. Thus, Cam Watson was retained as part of the Walker, Wright team for the necessary response to prepare a Waste Quantities Update which Watson & Associates have and that is attached as Schedule "G".

You will note that Watson on behalf of Walker, Wright determined that different projections for capacities were used by both the Finance Department and Dillon in the preparation of their initial reports and that a common projection, particularly between the interim landfill consultants, i.e. M. M. Dillon, and the long-term landfill consultants, i.e. Walker, Wright, should be the same.

Therefore, Watson did an update on the original Waste Needs Study which, as I stated, is set out in Schedule "G" to this report and it was on that basis that M. M. Dillon did their revised report on Possible Continued Use of the Burlington Landfill Site dated October 20, 1983 and which has been sent out to you under separate cover.

You will note that in the revised report from Dillon, there is only one capacity and timetable for the Continuation Program for the Burlington Landfill Site and it is on Table 2 of Page 14 which basically indicates that using the updated projections of Watson, the four-phase Continuation Program would allow for only two and one-half years approximately of increased capacity, i.e. to the end of February, 1987, and that with Phases A and B only the capacity would last to only the end of April, 1985 in the absence of the Export Option.

Walker, Wright have continued the approach set out in C.A.O. Report No. 219/83 in showing in the Continuation Option that they would try and provide capacity at this point for the interim program from the end of March, 1985 when Phase B would be nearing an end, through to June of 1988 when the interim plan program ends, although everyone connected with the long-term landfill component project does believe that we could not achieve operation of the new landfill by that date.

However, Council has previously agreed that the capacity for the long-term landfill component should be left open until the Environmental Assessment is ready for final preparation and that a final capacity calculation be done to try and

come as close to the 20-year requirement as possible. So too the interim component could be examined at that point and reduced if it appears that the long-term landfill component cannot be in place by March of 1985. Hopefully by July of 1984 they will be even more certain of a timetable for the long-term landfill component than we are now.

## VII. ADDITIONAL INFORMATION

Staff believe that the initial advice from the Area Municipalities and from the neighbours and the ratepayers of the Area required further additional information to be sought in order to prepare this report. The additional information was sought from the following individuals or groups:

### A Ministry of the Environment

Verbal discussions were held between Staff of the Region and Staff of the Ministry of the Environment at the senior levels including the Director of Environmental Approvals and the Regional Director of Central Region of the Ministry of the Environment, to determine whether hearings could be avoided for the interim program.

M.O.E. Staff recognized the difficulty and, indeed, the dilemma that the Region faces with the holding of tribunal hearing(s) for an interim program as it tries to find its way through the Environmental Assessment process to a long-term landfill component which will likely lead to tribunal hearing(s) in that regard.

M.O.E. Staff acknowledge and are sympathetic to the fact that the hearing for an interim program will likely be a dress rehearsal for the long-term program and that therefore it will be lengthy, costly, and could possibly make more difficult the hearing for the long-term program, BUT they have reviewed the requirements of The Environmental Assessment Act, The Environmental Protection Act and the Regulations thereunder and they insist that the interim program requires at least a public tribunal hearing in front of the Environmental Assessment Board under The Environmental Protection Act.

They believe that there is precedent for the granting of an exemption under The Environmental Assessment Act because the Continuation Program is limited to the boundaries of the existing approved Burlington Landfill Site as not a new area, but that a dispensation for a hearing under The Environmental Protection Act can only be granted where there is urgency and there is no urgency at this point. Further, the Ministry of the Environment Staff indicate that they will not tolerate an attempt to avoid making an application until the last minute to avoid a hearing. They will still

order the hearing, even if part of the Continuation Program has to be approved while the hearing is ongoing.

Their advice to the Region was that for a different interpretation of "urgency" than they are using, there would have to be a direction to that effect from the head of the Ministry, i.e. the Minister of the Environment himself.

The only time that hearings can sometimes be waived is where all of the parties that would reasonably be involved, such as in this case, the Region, the City, the neighbours, and the ratepayers group in the area, agree with the waiving of the hearing. Then obviously there would be no one who would be in disagreement with or who would challenge the idea of waiving the hearing. That is obviously not the case at this time. It might be with respect to Phases A and B of the Continuation Program if the Region were to adopt the Export Option.

As far as the Dillon plans are concerned, Central Region staff have reviewed the Dillon plans and have made it clear verbally to Regional Consultants and Staff that the plans appear to be acceptable subject to the need for a hearing under the Environmental Protection Act and that at this point they would believe that they could be supportive of those plans at any such hearing.

They do not believe that there is a health and safety issue, nor do they believe that the Region will add any significant environmental impact to what exists already.

They are satisfied with the way the Region has run the site to the present time, has monitored the site to the present time, and has prepared for back-up contingency.

This has been confirmed in writing by an exchange of correspondence between Councillor Mulkewich and the Regional Director of the Central Region in letters dated September 27, 1983, October 3, 1983 and October 12, 1983, which are attached as Schedules "H", "I" and "J" to this report.

All of the correspondence between Councillor Mulkewich and the Ministry is attached for your information as I believe some of the questions and answers are very relevant to this report and were taken into account in the preparation of this report.

#### B Engineer and Hydrogeologist

As a result of the concerns expressed by neighbours and ratepayers in the area and by the Burlington Staff Report as well as by Councillor Mulkewich, further discussions were held with Wally Wells of M. M. Dillon, Bob Leitch and Rob Dickens from Gartner, Lee, i.e. the engineering and



hydrogeological firms respectively, to determine whether or not they felt professionally that a Continuation Program could be done safely and in accordance with acceptable engineering and environmental practices.

Both firms have confirmed that the Continuation Program can be done that way and that neither would recommend the Continuation Program unless they felt the Program could be implemented in a safe and environmentally acceptable manner.

While there is no denial that there is some leachate movement into the shale (that has always been known and has always been expressed by the Region), the only new areas for landfilling, i.e. Areas B and D are the best areas in the entire site for landfilling because of the depth of clay on top of shale that they have. Considering what is already there, the Continuation Program would add very little to the environmental impact of the existing Burlington Landfill Site.

Regional Staff wanted this professional assurance before coming back to Committee and Council because it is obvious that the Region should not create and/or engineer any disasters.

Dillon was also asked to revise the report to reflect the updated Waste Projections which Dillon has done.

#### C The Royal Botannical Gardens

Because of the suggestion of Mr. Aitken and a Mr. Coome of the Burlington West Ratepayers Group regarding possible forestation and landscaping, Mr. Cumming of the Royal Botannical Gardens (who was acting in the place of Mr. Patterson who was away at the time) was contacted to see if the R.B.G. would join with the Region in exploring the forestation and landscaping possibilities strictly on an experimental basis and not on an on-going "landscaping business" basis, and as stated previously in this report, the R.B.G. might be prepared to do that. We have thus formulated a Recommendation to that effect.

#### D Major Industrial Haulers and Landfill Users

In light of the response of the City of Burlington and the willingness of one major industrial hauler like Burlington to go to the type of tipping fee that would be required to finance the Export Option, Regional Staff considered it important to write to all of the industrial haulers and landfill customers that are known to us. These are the largest of the users as they maintain credit accounts with us.

The letter that was sent under my signature to all is shown

dated October 11, 1983 as Schedule "K" and attached to that letter sent to all of the haulers and users is their various responses.

The letter was only sent on October 11th and only the responses received in this office by Friday, October 21st were attached.

Approximately one hundred and fifty letters were sent and some thirty to forty replies were received. That is a very good response considering that there was only a few days following the mailing and receipt of my letter and the response from those affected.

You will note that the letter from me basically asks for their comments on both options and also asks them to indicate to the Region which preference they would have if the Export Option were chosen; namely, a complete user pay basis or the tax bill basis.

All of the responses indicate concern with the adoption of the Export Option, whether that results in an increase in the tippage fees or an increase in the taxes.

As well, practically all of the responses, with some exception, indicate that if the Export Option is to be adopted, then the placement of the differential between the two Options on the tax bill would be preferred.

Some, like the Oakville Mall, would prefer the tippage fee increase approach basically because the amount they would then contribute through taxes would be greater than the increase through the tippage fee. Obviously they have related the amount of garbage use to their assessment and the increase in the Regional portion of their tax bill.

A number of the responses are well thought out and I would recommend them to you.

There are some responses which indicate very little effect one way or the other by virtue of a small amount of refuse to be disposed of.

We have also had some telephone calls from those who received their letters late and had not had the chance to reply, but for the most part all of those indicated an objection to the Export Option, but that if it was adopted they would prefer the differential to be placed on the mill rate.

The responses from the industrial haulers helped Regional Staff in the formulation of its recommendation on how to finance the Export Option; namely, partially by way of user pay (tippage fee) and partially by way of the tax bill.

For the tax bill method, the Regional Treasurer has suggested to me that he be given the opportunity to investigate the possibility of utilizing a special Regional Waste Disposal Charge on the tax bills which would, of course, still be part of the Regional portion of the tax bill but would be isolated out so that people could see that the Regional taxes were going up by reason of a special purpose, i.e. waste disposal, and not by way of a general increase of that significance across the board for all Regional programs.

That is why the recommendation has been phrased "preferably by way of a special Waste Disposal Charge".

If the Export Option has to be used, then the Regional Treasurer will report back on that.

#### E Financial Impact

In order that Council could have the necessary information to compare the financial impact over the next 5 years resulting from the adoption of either Option, Finance Staff have prepared a Financial Impact of the Solid Waste Options as refined in this C.A.O. Report #319/83.

You will note that the Schedule sets out the approach that we are suggesting in order to establish the impacts; namely, sticking with the increases in tipping fees necessary to finance the program completely by tipping fee for a 100% landfill option, and then picking up the differential on the municipal tax bill for the Export Option.

You will note that during the interim period 1984 through 1986 that there is a significant increase in the cost per tonne of disposing of waste in Halton.

In the years 1987 and 1988 we show a return to a complete blended Regional tipping fee basis when the Export Option ends in 1987.

Two significant facts from the financial analysis are that the additional cost of the Export Option in 1984 dollars over the Continuation Option is \$4,000,000.

Some have suggested to Staff that "a lot could be done with \$4,000,000" in various programs. However, Staff have not mentioned that as one of the disadvantages with the Export Option because it is not likely that Council would give the \$4,000,000 for other purposes.

One must look at this particular problem at hand, i.e. waste disposal, and make a decision on what is the best way of dealing with that problem during the interim period.

Whether the dollars will be given for the more expensive Export Option or not, will be decided by Council determining what it thinks is best for waste disposal, not by an extraneous argument that the money could best be used elsewhere in the Municipal service.

The final part of the financial analysis that one may wish to take a look at is the utility cost comparison for the average household. The cost for waste is shown at the present time and includes BOTH collection and disposal for the urban dweller who has municipal pick-up. The additional cost for the Export Option would be \$33.00 for each of the average households across the Region, and while that is a very large increase in that particular area, as a utility cost the annual cost for waste handling still remains very small compared to the other major utilities required by the average householder, i.e. electricity, gas, telephone, sewer and water.

#### F Update on Consortium Offer - Export Option

As a result of the advice from the City and others during the period since last July, Regional Staff asked Browning-Ferris Industries to update the consortium's pricing and to give us a specific price for a 3-year contract versus a 5-year contract.

The Ministry of the Environment have indicated that for the Export Option, they would only approve on an interim basis without a hearing a transfer station for up to 3 years. If at the end of 3 years there were good reasons why that approval had to be extended on an urgency basis then that could be done.

However, if the initial application was for 5 years for the transfer station, then a hearing would have to be held.

That advice helped us to make the recommendation that any interim option involving the Export approach should be for 3 years only.

In addition, our recommendation is that the Export Option be used only as an interim approach and thus the 3 year approach would seem more in keeping with that.

The cost differential between the 3 and the 5 year terms is small in comparison to the entire cost, i.e. \$1.80 per tonne, being \$26.80 for the 3-year contract and \$25.00 for the 5-year contract.

The initial tonnage figure would be for 1984 with a new figure for March of 1985 and then March of 1986 based on the Consumer Price Index.

The remainder of the terms that would form the basis of any agreement should Council approve the Export Option are set out in the September 28, 1983 letter and the June 7, 1983 letter, both of which are attached as Schedule "M" to this report.

#### G Legal Requirements

As far as legal requirements are concerned, Regional Legal Counsel have been consulted and it is their advice that the only legal requirement as far as approvals go are environmental approval.

Legal Counsel have advised that an exemption will be required from The Environmental Assessment Act and that as Ministry of the Environment Staff indicate, a hearing would be required under The Environmental Protection Act unless it was waived by virtue of urgency.

Legal Counsel have also advised that any hearing under The Environmental Protection Act, in light of the opposition against the Region, will result in a very major hearing that could be as long as two or three months and cost, in terms of preparation and handling, from an engineering, planning and legal perspective, close to \$500,000.

Legal Counsel have also advised that any hearing will likely be a "dress rehearsal" for the hearing(s) for the long term landfill component, and that therefore it is likely that the consultants and sub-consultants in the Environmental Assessment of the long-term landfill component will be deeply involved in the interim hearing, either by reason of the Region calling them as witnesses, or by their being subpoenaed as witnesses for those who are opposed to the Region's position.

They would be called with respect to giving certain information which might be helpful in trying to present alternatives to the Region's position.

Such dress rehearsal, depending on how it goes and its results, could prove damaging and/or prejudicial to the Region's long-term preferences.

Legal Counsel have advised that they obviously would prefer that no hearing be held on the interim program, or that if there are to be any hearings on any part of the interim program, that they be delayed until the hearings for the long-term program are ready to start.

In this way, the Region's position will be clear, the final position of the consultants and sub-consultants to the Region will be clear, the Board will have in front of it not only a portion of an interim component, but also the

long-term component, and that therefore the whole conduct of the hearing would be more orderly and more favourable.

On the other hand, Legal Counsel have indicated that they realize the differential between the cost of the two Options is extremely high and since there is no equivalency between the two, they recognize and advise that it is a political decision that has to be made, and that legal strategy related to both the approval of the interim component and the long-term component can only play a part in the decision making which Council must do and not be the decisive factor.

Legal Counsel also indicated that if the hearing route is chosen, then depending on the then availability of the Export Option, it could be possible for the Board to rule against the Region although they do not believe that is likely. However, it is a consideration. Thus, their major concern would not be as to whether or not the Region would lose the hearing on the interim program, as much as their concern about the impact on the long-term program.

Legal Counsel for the Region are Osler, Hoskin & Harcourt of Toronto, and in particular Mr. Ed Sexton and Mr. Doug Hodgson.

The Region presently has a Site Plan Agreement with the City of Burlington which the Region entered into voluntarily as a result of the first interim program.

While I believe that the Region should be prepared to enter into a similar Site Plan Agreement for the Continuation Program, we do not believe that it is necessary to obtain the formal approval of the City in light of the exemption given to the Region under the Regulations of the Parkway Belt West Plan.

Therefore, if Regional Council went ahead with Option 1, with or without the City's agreement, we believe that we should approach the City offering to enter into a Site Plan Agreement, but if the City refuses then we could take the position that one is not required in any case, and the City could deal with those matters before the Hearing Board if there has to be a hearing in front of a Hearing Tribunal(s).

With respect to the Export Option, approvals will have to be obtained for the transfer station from the Ministry of the Environment, but not for the haulage per se.

Occidental and BFI, however, will be required to obtain a permit from the United States Department of Agriculture which they have just recently done for the operation out of St. Catherines.

The M.O.E. has informed the Region that if the application for the open-air transfer station is not opposed by anyone and is limited to an application for 3 years, then in accordance with past practice, no hearing need be called.

The question of an exemption under The Environmental Assessment Act is being explored, but at the moment it does not appear that such an exemption would be required for the Export Option and that this type of project would be exempt from the Environmental Assessment Act by the general Municipal Regulation thereunder.

#### H Reliability of EFW Plant Operations - Niagara Falls, N.Y.

A question was raised during the investigation period since July as to whether or not the Plant is operating efficiently and continuously in Niagara Falls, New York.

A check has been made with the General Manager of the Plant in New York and he has confirmed that there has been one boiler on garbage all year (as he told us when we visited) and that the boiler was down only one week for a week of routine scheduled maintenance.

Further, since September 1st, the Plant has been operating both boilers on garbage as they indicated they would be. Therefore, it would appear that Occidental has gotten the "bugs" out of the Plant to date and are operating effectively.

It should be noted that under the Export Option, that in the absence of a border closure, the 75% that BFI would take would still be disposed of by BFI at a landfill site or sites in New York if the Plant were down and so the reliability of the Plant would not appear to be critical to the reliability of the Export Option.

#### I Border Stoppages

Another issue raised was border stoppages. That particular issue has been investigated and indeed garbage from St. Catharines was turned back at the border during the first couple of weeks of October as a U.S. Official at the border determined that a permit from the U.S. Department of Agriculture would be required. Occidental indicated to us that they had not been aware that there was any such requirement. Once the requirement was made known then a permit was applied for and after the state and municipal governments were contacted without any opposition, a permit was granted specifying "Municipal waste from Canada".

That particular permit may be therefore wide enough to include any waste from Halton.

The shipping of the waste resumed on Friday, October 21st from the St. Catherines area in accordance with the permit.

This particular episode of course does point out that border stoppages can occur and that since same is dependent on a permit, the permit itself can be revoked.

Thus, the possibility of border closures is still a disadvantage of the Export Option as that type of happening might mean that Halton would have to return to the Continuation Option, and depending on the opposition to that, that could put us into a tribunal hearing(s) anyway.

Any action against the consortium would have to be in dollars as opposed to disposal capability.

#### J Additional Costs

Since the July date, a number of individuals have indicated that the Dillon report has not included all of the costs related to the Continuation Option versus the Export Option.

One example was the after-use cost.

This is true because what we normally would do is discuss the after-use question with the Area Municipality, i.e. the City of Burlington, and then in terms of final design would incorporate the after-use requirements into our landfill design and the operating costs would then cover the costs of the after-use requirements. Thus, that would be handled by our normal tippage fee increases. It was therefore not seen as an additional capital cost.

As far as the cost of leachate handling is concerned, Councillor Mulkewich has requested a separate report on that. If one was to include the treatment of leachate as an additional operational cost, then that would reflect an increase in the tippage fees, other than that which are shown in the financial impact analysis. However, any costs including the leachate treatment or even the addition of the after-use costs will still mean a considerably<sup>er</sup> cost for Option #1 than Option #2. —

Some have suggested that we have not included any costs for an "Environmental disaster". Whether that should or should not be done surely is not related to the interim program. As stated many times in this report, the interim program will not significantly increase the environmental impact of this site and therefore no additional costs should be added to the Continuation Option in this regard.

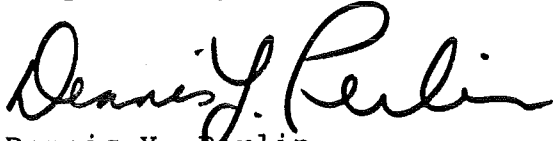
#### VIII CONCLUSION

Regional Staff have therefore completed their investigation and have set forward a modified recommendation from that set out in July.



We are proposing that the Continuation Option be used if it can be accomplished without the need of a tribunal hearing(s) before the hearing(s) begin for the long-term landfill component. If tribunal hearing(s) cannot be so avoided, then Regional Staff would recommend that we proceed with the Export Option avoiding any confrontations and concentrating our direction on the long-term solid waste management program for Halton.

Respectfully submitted,

A handwritten signature in cursive script, reading "Dennis Y. Berlin".

Dennis Y. Berlin  
Chief Administrative Officer

DYP/gh

SCHEDULE "A" TO C.A.O. REPORT #319/83

Resolution Setting Out Regional Council's Intention Re:  
Approval of Option Two, i.e. "Export Option" for Interim  
Waste Disposal Plan, If Necessary

WHEREAS the Region's preference on an interim basis pending the implementation of the long-term Solid Waste Management System for Halton is to provide waste disposal capability by Option One, i.e. the "Continuation Option", provided there is no tribunal hearing(s) for the continuation of landfilling at the existing Burlington Landfill Site;

AND WHEREAS that part of the Interim Program with respect to the continuation of the landfilling at the existing Burlington Landfill Site, is only approximately 2-1/2 to 3 years;

AND WHEREAS tribunal hearing(s) will likely be necessary for implementation of any long-term landfill component for Halton's Solid Waste Management System;

AND WHEREAS any tribunal hearing(s) for the "continuation" of landfilling at Burlington prior to any hearing(s) for the long-term landfill component of Halton's Solid Waste Management System will be lengthy, costly, and may in fact be prejudicial and damaging to any hearing(s) required thereafter for the long-term landfill component;

AND WHEREAS tribunal hearing(s) for the "continuation" of landfilling at Burlington will mean a likely confrontation between the Region and one of its constituent municipalities, the City of Burlington;

AND WHEREAS such a confrontation in a tribunal hearing(s) would be most unfortunate, particularly with respect to an Interim Disposal Plan only;

AND WHEREAS tribunal hearing(s) for the "continuation" of landfilling at Burlington will mean a likely delay in the completion and implementation of the Environmental Assessment of the long-term landfill component for Halton.

AND WHEREAS approval of any Export Option is strictly on an interim basis and is not intended to eliminate in any way the need for a landfill component in Halton's long-term Solid Waste Management Program;

AND WHEREAS this Council believes that the solution to Halton's Solid Waste Management Disposal requirements, be that by Energy from Waste, Landfill, Source Separation, or a combination of any of the three, would best be found within Halton, and that in finding that solution in Halton, a landfill component of at least 25% or more will be necessary in Halton itself;

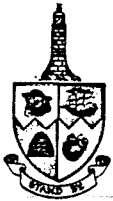
AND WHEREAS should the Minister of the Environment not eliminate the need for a tribunal hearing(s) for the continuation of landfilling on an interim basis at the existing Burlington Landfill Site;

AND WHEREAS in order to avoid a tribunal hearing(s), for the reasons set out above;

AND WHEREAS in avoiding any confrontation with the City of Burlington over a Waste Management Program, confrontation should also be avoided with the other Area Municipalities like Halton Hills over other waste disposal matters such as transfer stations being a waste disposal responsibility, not a collection responsibility, such that the Export Option if implemented should be supported in part by a blended Regional tipping fee;

AND WHEREAS in order to avoid undue hardship on industrial and municipal haulers in the Region and on their customers, the remaining part of the Solid Waste Management Program other than that financed by the blended Regional tipping fee should be financed by way of the municipal tax bill and preferably as a special Regional Solid Waste Disposal Charge;

NOW THEREFORE IT IS RESOLVED that upon the Minister of the Environment determining not to grant the necessary exemption and/or waive the tribunal hearing(s) for approvals for the continuation of landfilling on an interim basis at the Burlington Landfill Site by December 9th, that Option Two, being the "Export Option", shall be approved and implemented as the Interim Waste Disposal Plan for the Regional Municipality of Halton on an interim basis only financed in part by a blended Regional tipping fee and in part by municipal taxes (Regional portion) preferably as a special Regional Solid Waste Disposal Charge.



The Corporation of the  
City of Burlington

City Hall:  
426 Brant Street, Burlington, Ontario, Canada  
Mailing Address:  
P.O. Box 5013, Burlington, Ontario, Canada L7R 3Z6

Telephone: 335-7705  
File No.: 75.01-1

August 24, 1983

Mr. Dennis Perlin  
Chief Administrative Officer  
Regional Administration Building  
P.O. Box 7000  
1151 Bronte Road  
Oakville, Ontario  
L6J 6E1

RECEIVED

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

AUG 26 1983

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

Dear Mr. Perlin,

SUBJECT: Proposed Interim Waste Disposal Plan

Please be advised, that having been given due consideration by the Burlington Solid Waste Management Committee as Item SWM-20-83, the Council of the Corporation of the City of Burlington endorsed the following resolution regarding the Region of Halton's Proposed 1983 Interim Waste Disposal Plan - (4 years) June, 1984 - June, 1988, at its meeting of August 22, 1983:

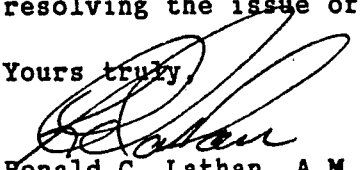
"THAT the Region of Halton be informed with respect to its Proposed Interim Waste Disposal Plan, that the Council of the Corporation of the City of Burlington OPPOSES any expansion of the existing Burlington site, but SUPPORTS both the increase of 1.4 million cubic yards in the permanent landfill capacity being sought by Walker-Wright, AND, the continuation and possible expansion of the Separation at Source Program;

and that the City of Burlington recommends to the Region of Halton the adoption of a variant of the Browning-Ferris Industries Ltd. proposal of June 7, 1983, for exporting 75% of the Region's solid wastes to the Occidental Energy Form Waste facility in Niagara Falls, New York, for an initial period of 5 years."

Please accept the aforementioned resolution as the City of Burlington's official response to the Proposed 1983 Interim Waste Disposal Plan for the Region of Halton as set out in C.A.O. Report # 219/83.

I trust that the City of Burlington's response will assist the Region in resolving the issue of waste disposal as quickly as possible.

Yours truly,

  
Ronald C. Lathan, A.M.C.T.  
DEPUTY CITY CLERK

NS/mbg  
0764b

Item No. \_\_\_\_\_

CITY OF BURLINGTON

CAO 55/83(Revised)

August 11, 1983

Chairman and Members of the  
Solid Waste Management Committee

Subject: City of Burlington's Response to  
the Region of Halton's Proposed  
Interim Waste Disposal Plan

RECOMMENDATIONS

That the Region of Halton be informed with respect to its Proposed Interim Waste Disposal Plan, that the Council of the Corporation of the City of Burlington OPPOSES any expansion of the existing Burlington site, but SUPPORTS both the increase of 1.4 million cubic yards in the permanent landfill capacity being sought by Walker-Wright, AND, the continuation and possible expansion of the Separation at Source Program;

And that the City of Burlington recommends to the Region of Halton the adoption of a variant of the Browning-Ferris Industries Ltd. proposal of June 7, 1983, for exporting 75% of the Region's solid wastes to the Occidental Energy From Waste facility in Niagara Falls, New York, for an initial period of 5 years.

REPORT

Purpose

Regional CAO Report 219/83 dated July 7, 1983, sets out a "Proposed 1983 Interim Waste Disposal Plan" for the period June 1984 to June 1988. By letter dated July 126, 1983, the Regional CAO has requested the City's comments on the plan within 30 days. This report is meant to constitute the City's response.

An earlier version of this report was considered at your meeting on August 5, 1983. It was deferred pending the preparation by Staff of a report showing the anticipated financial impact on Burlington taxpayers of the adoption of the export option. The requested financial impact information is incorporated into this revised report.

Summary of the Region's Interim Plan

The following is a summary of the Region's Interim Plan as set out in Regional CAO Report 219/83, which is attached.

The Region's proposal is to expand the capacity of the existing Burlington site according to a four-phase program designed by M.M. Dillon, Consulting Engineers, and detailed in a report entitled "Burlington Landfill Site-- Report on Possible Continued Use". The expansion is to proceed one phase at a time, and may end any time prior to the fourth phase with the opening of "permanent waste disposal facilities".

The four-phase expansion would provide landfill capacity from June-August 1984, which is the period in which the Burlington site is expected to reach its present approved desing capacity, to June of 1988.

Cont.../2

CAO 55/83

August 11, 1983

Subject: Region of Halton's Proposed Interim  
Waste Disposal Plan

/2

The second major element of the Interim Plan is to have Walker- Wright, the Region's Environmental Assessment Study Consultants, increase the 7.2 million cubic yard capacity of the permanent landfill component for which it is now searching by 1.4 million cubic yards. This extra capacity is reportedly needed "firstly, to ensure interim capacity until the commencement of the '20-year planning period'", and secondly, "to transfer any sanitary landfill use for the remainder of the interim period after the completion of [the second phase of the Dillon expansion] to the new permanent landfill facility".

Finally, the Interim Plan incorporates the continuation and possible expansion of the Source Separation Program.

In arriving at its Proposed Interim Plan the Region considered and rejected the following alternatives:

1. Export to SWARU in Hamilton
2. Export to Maple Pits Landfill in the Region of York
3. Export to the Occidental Chemical Ltd. Energy From Waste (EFW) facility in Niagara Falls, New York (hereafter, the BFI proposal).

#### The Framework for Solid Waste Decision-making in Halton

Before considering the details of the Region's Interim Plan, we think it useful to present our view of the general framework within which decisions on solid waste must be taken.

Three features of the present framework make major decisions about solid waste disposal extremely challenging. The first of these is UNCERTAINTY which is relatively high in the matters of the PROJECTIONS of solid waste volumes requiring disposal in the future, the ACTIONS WHICH MIGHT BE TAKEN by the principal interested parties in pursuing their respective objectives (especially as those objectives relate to environmental approvals), and the long-term RELIABILITY AND SAFETY OF PHYSICAL PLANT whether for incineration, energy recovery, or the control of leachate and gas.

The second feature, which is in part an upshot of uncertainty, is the requirement to pursue two streams of thought and action simultaneously. LANDFILL and OFF-LANDFILL may be used to characterize these two streams. The Region's current preference in solid waste disposal appears to be for an OFF-LANDFILL policy. Mr. Walker, its Environmental Assessment Study consultant has been directed to find and to obtain approvals for 7.2 million cubic yards of landfill capacity; this capacity is predicated upon disposal principally by incineration with energy recovery. However, Region Staff are now engaged in a feasibility study of the EFW facility which will not be completed until next spring or summer. Should the EFW facility prove not to be feasible, or should it prove to be feasible but not get built for some reason, the Region would effectively have a LANDFILL policy for solid waste disposal. However, in that event, on Mr. Walker's projections the Region would not have sufficient approved landfill capacity. This is the reasoning behind our support for the provision in the Interim Plan to add 1.4 million cubic yards of capacity to Mr. Walker's mandate.

The third major feature of the present decision-making framework is the high SOCIAL COSTS which are associated with both the landfill and the off-landfill approaches to solid waste disposal. Social costs consist of the opportunity costs of resources used in an activity (e.g., land for landfill that might otherwise be agriculturally productive), together with the value of any loss in welfare or increase in costs to other individuals or to society caused by the activity. Examples of the latter social costs associated with landfill are leachate contamination of private wells, of watercourses, and of the environment in general. Another example is the legal costs incurred by third parties who support or oppose the disposal activity. Finally, there is the anxiety suffered by those whose "backyards" are close to existing or prospective sites and which we refer to as NIMBY-anxiety.

CAO 55/83

August 11, 1983

Subject: Region of Halton's Proposed Interim  
Waste Disposal Plan

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Since many components of social costs cannot be rendered precisely in dollar values, social costs are typically not included in formal cost-benefit analyses.

As we see it, the decision between LANDFILL and OFF-LANDFILL approaches to solid waste disposal should turn on a comparison of BOTH the "true" dollar costs AND the social costs of their associated structures and activities. (In taking this position we are agreeing with an initiative promoted in the recent "Blueprint for Waste Management in Ontario"(p.13): "Serious efforts must be made to develop true costs, which include, among others, social, planning, approval and realistic replacement value of disposal sites. Only when this is done will the costs of reduction, reuse, recycling and recovery be cast in a true perspective".) In our calculus the relatively low dollar costs of expanding the existing Burlington site are outweighed significantly by its relatively high social costs.

With this as our basic premise, we shall attempt in the remainder of the report to show that the relatively high dollar costs of the BFI export option are worthy of serious consideration and further negotiation with BFI.

Reaction to the Proposed Interim Plan

The reasoning behind our support for adding 1.4 million cubic yards of landfill capacity to Mr. Walker's search mandate has been given above.

The separation at source component of the Interim Plan needs little comment here. The City of Burlington has actively promoted separation at source for several years now. We now have a multi-fraction City-wide program for which community support is growing. The higher costs associated with the export option can act only to increase support for the program. In fact, the incentive created by the export option is probably second only to making participation in the program mandatory, for testing the long-term viability of the program.

We are opposed to the expansion of the existing Burlington site for several reasons. As noted above, we think the social costs outweigh the financial benefits. We do not think it appropriate to make any judgements about the merits of the particular grounds advanced by the West Burlington Ratepayer's Association for opposing the expansion. However, it seems clear to us that their anxiety represents a significant social cost of the proposed expansion.

To raise the possibility of harmful long-term effects flowing from the expansion of the existing site (or from previous deposits of garbage in the site), is to invite the accusation of scare-mongering. Any who may be tempted to make such accusations must face the facts that we have an environmental problem at the closed Bayview site, albeit of undetermined size and remedy, and that the long-term effectiveness of the leachate control system at the Burlington site is intrinsically unknowable. In sum, any harmful long-term environmental effects that may flow from any expansion can only increase these social costs. If after consideration of all relevant factors the Region decides to expand the Burlington site, the least that might be done to respect the fears of the members of the West Burlington Ratepayer's Association would be to delay the actual expansion until Dr. Cherry's conclusions about Bayview have been acted upon.

We are also opposed to the expansion of the Burlington site for its potential to distract the Region from its task of securing permanent landfill capacity. The very availability of four years' interim capacity must make permanent capacity a lower priority. In saying this we are not making any judgement about the resolve or the abilities of any person or party involved in the process; we are simply saying that the logic of the situation makes the securing of permanent capacity less pressing. We would prefer to construct a situation in which the logical solution is to secure permanent disposal capacity, be it landfill or incineration with or without energy recovery.

CAO 55/83

August 11, 1983

Subject: Region of Halton's Proposed Interim  
Waste Disposal Plan

/4

#### The BFI Proposal

We recommend that the Region take the relatively expensive BFI proposal in some form as its interim remedy.

The Region rejected the BFI proposal mainly for the reason that its per ton costs of \$38 -- comprised of \$25-30 to BFI and \$8-13 to a local contractor for transfer operations -- would be very high in relation to the unit cost of landfilling only. (Also cited as disadvantages are the 5-year renewable term of the contract proposed by BFI, the lack of control over border closures, and the lack of effective remedies for breach of contract.)

In his report the Region CAO considered two export sub-options, one in which 100% of the Region's waste is exported, and one in which 75% is exported and 25% is landfilled at the Burlington site. The main reason given to us by Mr. Perlin for not exporting 100% of the Region's waste is that it does not make financial sense to export the portion of solid waste which cannot be incinerated at the Occidental plant, and which would have to be landfilled anyway. Old fridges and bed springs were cited as two examples of non-burnable items.

In Schedules 1 and 2 we have costed the financial impact on Burlington for 1984 of the 75%/25% and the 100% export options respectively. For each option we have provided two financing scenarios, one in which the costs are recovered fully from tipping fees, the other in which the increased costs of the export option are funded from the Regional tax base. The Financial analyses reflected on Schedules 1 and 2 were developed in consultation with Regional staff members, Mr. George Woodburn and Mr. Dave Burkett. (Note that these financing options are only two of many which may be designed by the Region to accomplish its objectives. See our attached "Assumptions".) Also, for each scenario in each option we have provided for waste volume reductions of 10% and of 20%. These percentages represent somewhat nominal reductions from several sources such as increased separation at source activity and increased recovery and recycling by industry, in response to higher tipping fees.

Schedule 1 shows that the increased costs to the City of Burlington of the 75%/25% option with full tipping fee recovery vary between \$7.67 and \$10.57 on an average per household basis. It is perhaps worth noting that we have made no allowance for any revenue from the expected recovery through at-site separation of materials, such as fridges and bed springs, to be found in the 25% portion of waste that is not exported.

How such an increase would be perceived by our taxpayers cannot be answered with any confidence at this point. From the comments made by Mr. Chumley at the Committee's meeting of August 5th, we judge that the West Burlington Ratepayer's Association would be very receptive to such an increase if it precluded any expansion at the existing site. The doubling of the tipping fee for Halton Hills to \$31 per ton with the closing of the Oakville landfill site at the end of December 1982 may serve as something of a local precedent in the matters of waste disposal increases and citizen reaction to them.

The difficulty of anticipating ratepayer reaction to the projected increase needn't constitute an insurmountable obstacle. The five-year agreement we are proposing as an interim solution, would constitute a rigorous "market test" as it were. It would give taxpayers a serious opportunity to weigh their financial costs against their social costs of solid waste disposal. At the end of the 5-year trial, the Region would have a very good reading of the collective balance, on which to base its long-term solid waste disposal policy.



CAO 55/83

August 11, 1983

Subject: Region of Halton's Proposed Interim  
Waste Disposal Plan

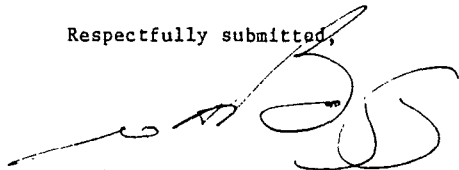
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• Summary

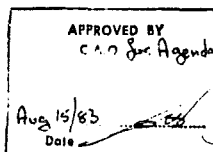
We are recommending the 75%/25% BFI export option as an interim solution to the Region's waste disposal problem because:

- the social costs of expanding the existing site outweigh the financial benefits
- it represents a significant test of the off-landfill approach to waste disposal, which approach is being actively promoted by the Province of Ontario
- it provides an opportunity for Burlington's citizens to weigh the financial and social costs of waste disposal as individuals
- it provides an effective incentive for the expansion of separation at source and other waste diversion initiatives

Respectfully submitted,

  
M. H. Boggs  
Chief Administrative Officer

MHB:GV/gv  
0014v  
Att. 4



SCHEDULE 11984 FINANCIAL IMPACT - 75% EXPORT/25% LANDFILL OPTIONUNDER VARYING WASTE QUANTITY PROJECTIONSScenario 1 - Full Cost Recovery Tipping Fees

|                                                                                    | (A)<br>Projected<br>Waste<br>Volumes | (B)<br>Projected<br>Volumes<br>Less 10% | (C)<br>Projected<br>Less<br>20% |
|------------------------------------------------------------------------------------|--------------------------------------|-----------------------------------------|---------------------------------|
| Required Tipping Fee<br>per Tonne                                                  | \$ 35.45                             | \$ 36.19                                | \$ 37.08                        |
| Increased Direct Costs<br>to Burlington<br>Private Haulers<br>(vs. Landfill Costs) | 684,128.00                           | 591,704.00                              | 498,213.00                      |
| Increased Burlington<br>Municipal Costs<br>(vs. Landfill Costs)                    | 598,776.00                           | 517,883.00                              | 436,056.00                      |
| As a Mill Rate                                                                     | 1.64 mills                           | 1.42 mills                              | 1.19 mills                      |
| On an average<br>residence with<br>\$6,448 assessment                              | 10.57                                | 9.16                                    | 7.67                            |

Scenario 2 - Tipping Fees at Level of Landfill CostsIncreased Costs due to Export financed from Regional Tax Base

|                                                                                    | (A)<br>Projected<br>Waste<br>Volumes | (B)<br>Projected<br>Volume<br>Less 10% | (C)<br>Projected<br>Volumes<br>Less 20% |
|------------------------------------------------------------------------------------|--------------------------------------|----------------------------------------|-----------------------------------------|
| Tipping Fee per Tonne                                                              | \$ 17.50                             | \$ 18.94                               | \$ 20.74                                |
| Increased Direct Costs<br>to Burlington<br>Private Haulers<br>(vs. Landfill Costs) | 0.00                                 | 0.00                                   | 0.00                                    |
| Increased Burlington<br>Municipal Costs<br>(vs. Landfill Costs)                    | 1,179,048.00                         | 1,015,795.00                           | 861,612.00                              |
| As a Mill Rate                                                                     | 3.22 mills                           | 2.78 mills                             | 2.36 mills                              |
| On an average<br>residence with<br>\$6,448 assessment.                             | 20.76                                | 17.93                                  | 15.22                                   |

SCHEDULE 21984 FINANCIAL IMPACT - 100% EXPORT OPTIONUNDER VARYING WASTE QUANTITY PROJECTIONSScenario 1 - Full Cost Recovery Tipping Fees

|                                                                                    | (A)<br>Projected<br>Waste<br>Volumes | (B)<br>Projected<br>Volumes<br>Less 10% | (C)<br>Projected<br>Less<br>20% |
|------------------------------------------------------------------------------------|--------------------------------------|-----------------------------------------|---------------------------------|
| Required Tipping Fee<br>per Tonne                                                  | \$ 37.96                             | \$ 38.85                                | \$ 39.95                        |
| Increased Direct Costs<br>to Burlington<br>Private Haulers<br>(vs. Landfill Costs) | 797,792.00                           | 682,947.00                              | 585,721.00                      |
| Increased Burlington<br>Municipal Costs<br>(vs. Landfill Costs)                    | 682,505.00                           | 597,742.00                              | 512,656.00                      |
| As a Mill Rate                                                                     | 1.87 mills                           | 1.63 mills                              | 1.40 mills                      |
| On an average<br>residence with<br>\$6,448 assessment                              | 12.06                                | 10.51                                   | 9.09                            |

Scenario 2 - Tipping Fees at Level of Landfill CostsIncreased Costs due to Export financed from Regional Tax Base

|                                                                                    | (A)<br>Projected<br>Waste<br>Volumes | (B)<br>Projected<br>Volume<br>Less 10% | (C)<br>Projected<br>Volumes<br>Less 20% |
|------------------------------------------------------------------------------------|--------------------------------------|----------------------------------------|-----------------------------------------|
| Tipping Fee per Tonne                                                              | \$ 17.50                             | \$ 18.94                               | \$ 20.74                                |
| Increased Direct Costs<br>to Burlington<br>Private Haulers<br>(vs. Landfill Costs) | 0.00                                 | 0.00                                   | 0.00                                    |
| Increased Burlington<br>Municipal Costs<br>(vs. Landfill Costs)                    | 1,342,084.00                         | 1,177,523.00                           | 1,005,649.00                            |
| As a Mill Rate                                                                     | 3.67 mills                           | 3.22 mills                             | 2.75 mills                              |
| On an average<br>residence with<br>\$6,448 assessment.                             | 23.66                                | 20.76                                  | 17.73                                   |

ASSUMPTIONS

- (1) Impact calculations are based upon the information contained in Region of Halton CAO Report 219/83. Assumptions and limitations noted in that report, unless modified by the following items, apply equally to these calculations.
- (2) Quantities of Burlington private hauled and municipal waste estimated on basis of Regional total tonnage projections, and municipal breakdown taken from Stage 1 - Waste Needs and Systems Analysis by Walker Wright Young Associates Ltd.
- (3) Total costs for landfill and export options are assumed not to vary with volumes of projected waste except for the following:-
  - (a) Landfill operations costs at a rate of \$4.54 per tonne.
  - (b) Transfer station costs at a rate of \$5.00 per tonne for the 100% Export Option, \$6.00 per tonne for the 75% Export/25% Landfill Option.
  - (c) B.F.I. contract costs at a rate of \$25.00 per tonne.
- (4) Volume reductions of 10% and 20% are shown to demonstrate the sensitivity of the results to reduced volumes due to separation at source, conservation and waste diversion, which are encouraged by higher waste tipping fees.
- (5) Impacts are shown for the year 1984 only. Burlington urban area assessment for 1984 estimated at 1983 levels + 2%.
- (6) The analyses reflect two alternate methods of financing the required costs. Other combinations of tipping fee and tax revenues ranging from 100% tipping fee to 100% tax based system would also be possible.
- (7) Mill rate estimates in Scenario 2 are based upon funding of revenue shortfalls (cost less revenues from landfill level tipping fees) through the Region's general tax levy.
- (8) Impact calculations under reduced volume alternatives (B) and (C) do not reflect any increased per unit export contract charges that might result from volume reductions.

# Town of Halton Hills



36 MAIN STREET, SOUTH  
HALTON HILLS (GEORGETOWN)  
ONTARIO L7G 4X1

PHONE: 877-5185  
(TORONTO: 453-2411)

**RECEIVED**

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_  
File No. \_\_\_\_\_  
OCT 05 1983  
Dept. Clerk's

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

1983 10 04

The Regional Municipality of Halton  
P. O. Box 7000  
1151 Bronte Road  
OAKVILLE, Ontario  
L6J 6E1

Attention: Mr. D. Y. Perlin,  
Chief Administrative Officer

Dear Sir:

Re: Region of Halton - Proposed 1983 Interim  
Waste Disposal Plan (4 years) June, 1984  
- 1988. Our File 19-7-4

Further to our correspondence dated 1983 09 20, I wish to advise that the above noted matter was placed before the General Committee at their meeting held on 1983 09 26 at which time the following recommendation was enacted:

"THAT Report No. CL-83-128 dated 1983 09 22 be received;

AND FURTHER that the Regional Municipality of Halton be advised that the Town of Halton Hills supports the proposed 1983 Interim Waste Disposal Plan by utilizing to the fullest extent the present Burlington landfill site."

The Council for the Town of Halton Hills, at their meeting held on 1983 10 03 adopted the above recommendation.

Would you please have this matter placed before the appropriate Committee or Council for their consideration.

Yours truly,

A handwritten signature in cursive script, appearing to read "Delmar French".

Delmar H. French, A.M.C.T.  
Deputy Clerk  
Town of Halton

DHF/dmd

c.c. R. C. Austin,  
Town Engineer  
c.c. Mr. G. Woodburn,  
Manager of Waste Disposal

42



OFFICE OF THE CLERK CO-ORDINATOR

## THE CORPORATION OF THE TOWN OF MILTON

September 16, 1983

RECEIVED

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

SEP 19 1983

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

Mr. D. Perlin, C.A.O.  
Region of Halton  
1151 Bronte Road  
Oakville, Ontario

Dear Mr. Perlin

RE: Regional Interim Waste Disposal Plan

This letter is to advise that Milton Council, at its meeting of September 6th, 1983, adopted the following motion relative to the proposed Interim Waste Disposal Plan:-

"THAT the Regional Municipality of Halton be advised that Council of the Town of Milton, supports the expansion of the Burlington Landfill Site for additional capacity up to its full potential within the limitations of any Ministry of Environment approval;

AND FURTHER THAT it concurs with the proposed 1983 Interim Waste Disposal Plan insofar as utilizing the Burlington Landfill Site."

As further explanation to the above motion, I would advise that Council is concerned with the Interim Plan as it relates to limiting the expansion on the existing site to the four phase proposed plan. It is difficult for Council and Staff of Milton to rationalize the prohibition of any further expansions to the existing site when adjacent sites have been proven satisfactory for additional garbage, in the Town's opinion, by experts in the field of Waste Management. The limitations imposed upon the existing site and its implications on adjacent properties, would, in the Town's submission, "handcuff" the Region in utilizing the area to its fullest potential for landfill purposes.

For your information I am enclosing a copy of Report CLC-97-83 which was presented for Milton Council's consideration.

Yours very truly

R. Math  
Clerk Co-ordinator

RM/lw  
Attach.

251 MAIN ST. E., P.O. BOX 1005, MILTON, ONTARIO, L9T 4B6 CANADA 416-878-7211



TOWN OF MILTON

CLERK CO-ORDINATOR'S DEPARTMENT

#25

REPORT: CLC-97-83

DATE: September 2nd, 1983

REPORT TO: Mayor G.A. Krantz and Members of Council

SUBJECT: Regional Interim Waste Disposal Plan

RECOMMENDATION: THAT the Regional Municipality of Halton be advised that Council of the Town of Milton supports the expansion of the Burlington Landfill Site for additional capacity up to its full potential within the limitations of any Ministry of Environment approval;

AND FURTHER THAT it concurs with its proposed 1983 Interim Waste Disposal Plan insofar as utilizing the Burlington Landfill Site.

#### REPORT

The Region has requested the Town's comments on a proposed 1983 Interim Waste Disposal Plan to cover the period of June, 1984 to June, 1988. A copy of Regional CAO Report 219/83 is attached.

For summary purposes, the proposed Interim Plan suggests an expansion to the existing Burlington Landfill Site, in accordance with a Four Phase Program recommended by M.M. Dillon. The proposed plan suggests that the Burlington Landfill Site only be utilized during the designated interim period and that the creation of a permanent waste disposal facility would terminate any continuation through the identified phases. The existing Burlington Site is expected to reach its approved designed capacity by June of 1984, which in effect would leave the Region without an area to dispose of its garbage.

Council must keep in mind that the Environmental Assessment presently being undertaken by Walker, Wright will not resolve an operable site until at least 1988 which leaves a four year gap, which must be resolved. The Region in reviewing methods of fulfilling this interim period have considered and ultimately rejected several alternatives. One such alternative was exporting the Region's waste to the SWARU Plant in Hamilton, however, it was rejected when the Region of Hamilton-Wentworth terminated its interest in accepting waste from Halton. Another alternative was exporting Halton's waste to the Maple Landfill Site in Vaughan, however, the Region had similarly been advised that the site would not be available. The third alternative was the export of waste to a facility in Niagara Falls, New York which is an energy form waste plant. Both a 100% export and a 75% export - 25% landfill at Burlington was considered, however, was rejected basically on the grounds of very high cost in relation to the unit cost of landfilling. (Other reasons also include: 5 year contract term, difficulty with border closures and lack of effective remedies for contract enforcement).

The selected alternative obviously became the formulation of an Interim Plan for utilizing the Burlington Site and banking on a successful Environmental Assessment to have a Landfill Site in operation by 1988 and source separation to reduce the volumes of garbage to be disposed.

In reviewing the Interim Plan, the expansion of the Burlington Site conforms with Milton's well-known position that the Site "A" area was an ideal location for Halton's Landfill. Consequently, Staff would endorse the concept of expanding the Burlington Site. Some difficulty however, has to be raised with the limitations proposed in the Regional motion that states, that any expansion would definitely not go beyond the time frame and a formal commitment would be given to abutting residences. Such a commitment is quite constraining and literally handcuffs the Region to utilizing the area to its ultimate capacity. While it is not being suggested that an Interim Plan become in effect the long-term plan, however, this Interim Plan would appear to flow logically into a potential permanent solution that the Walker, Wright Environmental Assessment will likely prove in Staff's opinion.

Council will recall that the Town suggested during the OMB Hearings, an area known as the "Gooding Site" after Mr. W. Goodings of Proctor and Redren, which is an expansion beyond the existing property limits. That area would be suitable as well as the well-known application by National Sewer Pipe (NSP). The NSP proposal has been rejected by the Region at this time pending completion of Walker, Wright's Environmental Assessment. A possible combination of an interim expansion to the Burlington Site plus the NSP Site could resolve the Region's landfilling requirements. The difficulty in completing the Environmental Assessment and pursuing the NSP Site has made this option difficult.

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TOWN OF MILTON

SUBJECT: Regional Interim Waste Disposal Plan

Page 2

REPORT: CLC-97-83

In conclusion, Staff would recommend that the expansion of the Burlington Landfill Site be supported, however, to a point of its full potential, rather than limiting it to its proposed interim capacity.

It is intended that the recommendation in this report be forwarded to the Region as the Town's response.

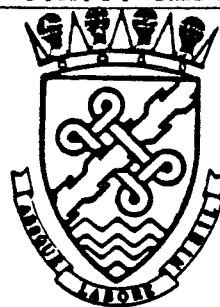
Respectfully submitted,

for. R. Main,  
Clerk Co-ordinator

RM/dk  
attach.



THE  
REGIONAL  
MUNICIPALITY  
OF  
HALTON



RESOLUTION NO. \_\_\_\_\_

DATE July 20, 1983

Moved by: J. Cutmore

Seconded by: B.H. Barrett

1. THAT the Proposed 1983 Interim Waste Disposal Plan for the Region of Halton set out in C.A.O. Report No. 219/83 for the four year period from June, 1984 to June, 1988 be received.
2. THAT should Regional Council approve of the Proposed 1983 Interim Waste Disposal Plan then Regional Council would thereby commit itself and thereby recommend to future Councils that they commit themselves to no further continuation of the sanitary landfill use within the existing boundaries of the existing Regional Landfill Site in Burlington beyond the four-phase program set out in the Report on possible continued use prepared by the consulting engineers and planners, M M Dillon Limited, dated June, 1983.

AND FURTHER THAT should permanent waste disposal facilities be opened in Halton arising out of the exploration of energy from waste and/or the Environmental Assessment of the Landfill Component for Halton's future Solid Waste Management System before all four phases set out in the Dillon Report were implemented, then those phases not implemented would not proceed and the commitment to no further continuation of sanitary landfill use within the existing boundaries of the existing Regional Landfill Site would go into effect at that time.

"Continued"

46

\_\_\_\_\_  
REGIONAL CHAIRMAN

THE  
REGIONAL  
MUNICIPALITY  
OF  
HALTON



RESOLUTION NO. \_\_\_\_\_

DATE July 20, 1983

Moved by: J. Cutmore

Seconded by: B.H. Barrett

3. THAT each of the Area Municipalities be circulated for its comments and hopefully agreement with the Proposed 1983 Interim Waste Disposal Plan and that Regional consultants and staff be authorized to appear before Area Councils and any appropriate Committees thereof and to meet with Area Staff as required to assist with respect to their review of this proposal.

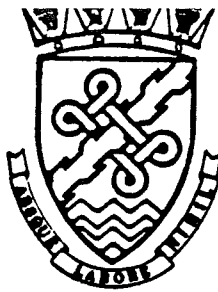
AND FURTHER THAT their comments be requested within 30 days of circulation, if at all possible.

4. THAT the Solid Waste Management Committee be authorized  
\* to hold a public meeting in early September in the Aldershot Area of the City of Burlington to explain the Proposed 1983 Interim Waste Disposal Plan, to present the proposal for continued landfilling at the existing Regional Landfill Site in Burlington on the phased basis set out in the Dillon Report dated June, 1983 and to receive input and comments with respect thereto from those in attendance.

AND FURTHER THAT Regional consultants and staff be authorized to meet with the neighbours of the existing site to present and explain to them the final report prepared by Dillon dated June, 1983 and to receive their input and comments with respect thereto and finally to report back thereon to the Solid Waste Management Committee and Council.

- \* AND FURTHER THAT, in order to accommodate the holding of the public meeting in September and yet to satisfy the advisability of having some of the hydrogeology done at the landfill site in the summer months should the proposed 1983 Interim Waste Disposal Plan be approved, then M.M. Dillon be authorized to immediately proceed with hydrogeological investigations at the Burlington Landfill Site at an upset limit of \$10,000.

THE  
REGIONAL  
MUNICIPALITY  
OF  
HALTON



RESOLUTION NO. \_\_\_\_\_

DATE July 20, 1983

Moved by: J. Cutmore

Seconded by: B.H. Barrett

5. THAT, firstly, to ensure interim capacity until the commencement of the "20-year planning period" which is the basis of the Environmental Assessment being carried out by Walker, Wright, Young Associates for the Landfill Component for Halton's future Solid Waste Management System, and secondly, for the purpose of transferring any sanitary landfill use for the remainder of the interim period after the completion of Phase B of the Dillon plan for continued use at the Regional Landfill Site in Burlington to the new permanent landfill facility or facilities for Halton's future Solid Waste Management System arising out of the Environmental Assessment of the Landfill Component, that Walker, Wright, Young Associates be requested to comment on the proposal in the Proposed 1983 Interim Waste Disposal Plan that Walker, Wright secure 1.4 million cubic yards of landfill capacity in addition to the 7.2 million cubic yards required for the 20-year planning period.

CERTIFIED A TRUE COPY  
REGIONAL MUNICIPALITY OF HALTON  
.....*[Signature]*.....  
Regional Clerk



THE CORPORATION OF THE TOWN OF OAKVILLE

**RECEIVED**  
TELEPHONE 845-6601  
P.O. BOX 310  
L6J 5A6  
SEP 8 1983

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

September 7th, 1983.

Mr. Dennis Y. Perlin  
Chief Administration Officer  
The Regional Municipality  
of Halton  
1151 Bronte Road  
Oakville, Ontario  
L6J 6E1

Dear Mr. Perlin:

Re: Region of Halton - 1983 Interim Waste  
Disposal Plan

On July 29th, 1983, you directed a letter to Mr. Needham dealing with the subject under reference and asked for comments. Mr. Needham submitted a report to our General Committee on August 29th, 1983, and they submitted the following recommendation:

"THAT this Committee recommend to Council that it support the Interim Waste Disposal Plan for the period June 1984 as set out in Mr. Dennis Y. Perlin's report No. 219/83, being a four-phase extension to the Burlington Landfill Site as detailed in the M. M. Dillon Limited report of June, 1983."

Town Council on September 6th, 1983 accepted this recommendation.

Yours very truly,

D. W. Brown,  
Clerk,  
TOWN OF OAKVILLE.

DWB/cd

c.c. to: Mr. K. C. Needham, Town Administrator.

**C.N. Watson** and Associates Ltd.

Economists and  
Management Consultants

Sheppard Centre, Suite 900  
2 Sheppard Avenue East  
Willowdale, Ontario  
M2N 5Y7

Telephone (416) 221-6150  
Telex 06-986184

REGION OF HALTON  
WASTE QUANTITIES FORECAST  
OCTOBER, 1983 UPDATE

C.N. WATSON AND ASSOCIATES LTD.  
October 19, 1983

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## 1. INTRODUCTION

Part I of "Stage 1: Waste Needs and Systems Analysis Consolidation, Environmental Assessment of the Landfill Component of Halton's Solid Waste Management System" presented a forecast of "Waste Needs and Waste Quantities". This forecast was prepared early in 1983 based on 1976-1982 data and an assessment of future trends.

The forecast is shown below as excerpted from page 46 of the above-mentioned document. It was made as a range, with the low population forecast and low waste/capita forecast combined to produce the low waste forecast, and vice versa.

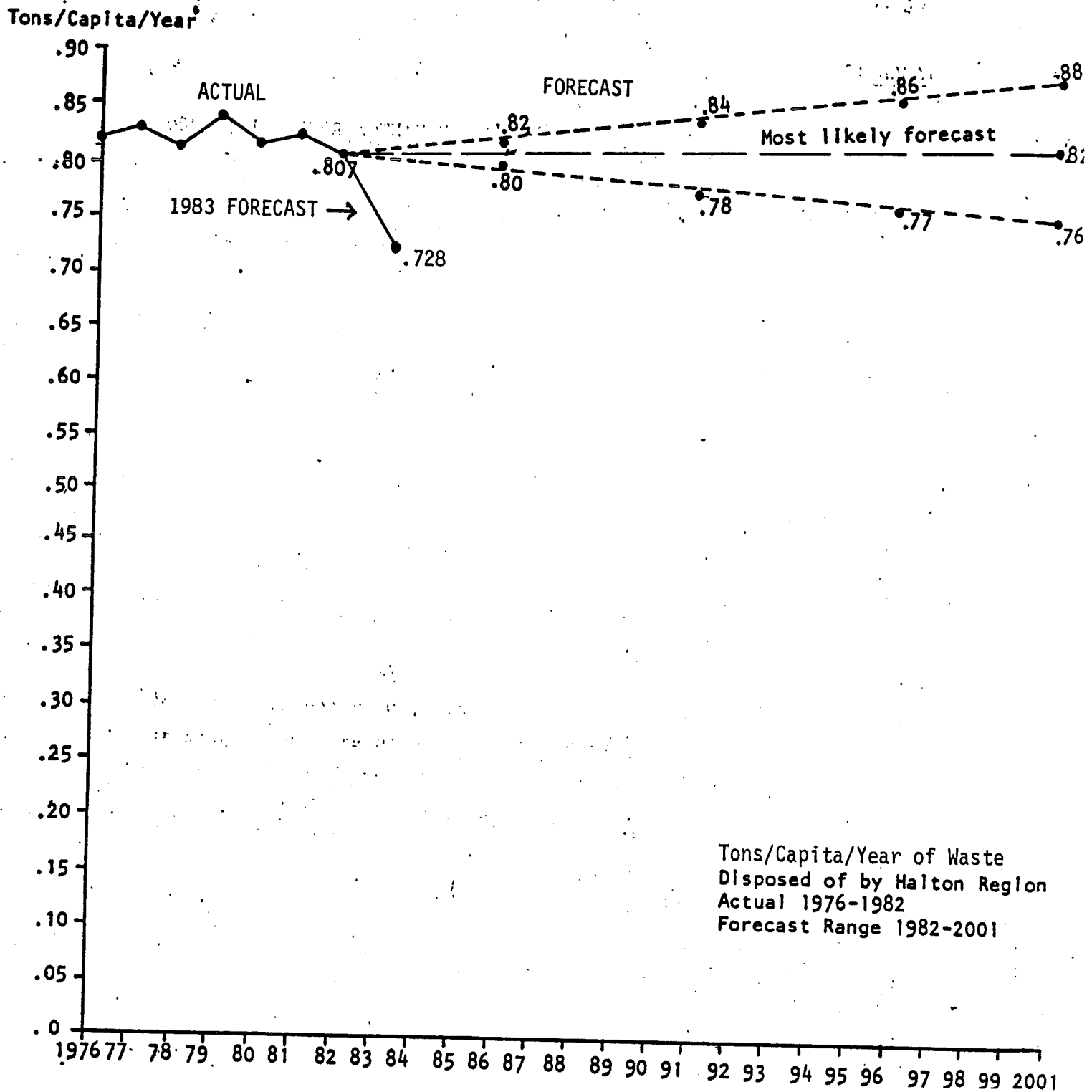
Table 1

### TONS OF WASTE TO BE DISPOSED OF BY HALTON REGION 1982-2001

| 1982 | 205,116 Actual            |                             |                               | 205,116 Actual             |                              |                                |
|------|---------------------------|-----------------------------|-------------------------------|----------------------------|------------------------------|--------------------------------|
|      | <u>Low<br/>Population</u> | <u>Low<br/>Waste/Capita</u> | <u>Low Waste<br/>Forecast</u> | <u>High<br/>Population</u> | <u>High<br/>Waste/Capita</u> | <u>High Waste<br/>Forecast</u> |
| 1986 | 269,398                   | x .80                       | = 215,518                     | 309,100                    | x .82                        | = 253,462                      |
| 1991 | 288,265                   | x .78                       | = 224,847                     | 336,954                    | x .84                        | = 283,041                      |
| 1996 | 305,133                   | x .77                       | = 234,952                     | 373,727                    | x .86                        | = 321,405                      |
| 2001 | 325,000                   | x .76                       | = 247,000                     | 409,500                    | x .88                        | = 360,360                      |

SOURCE: Excerpted from page 46 of the Stage 1 Report

The Figure on the next page was excerpted from the above-mentioned document and indicates the forecast per capita range which underlies this projection.



SOURCE: Excerpted from page 45 of the Stage 1 Report

NOTE: 1983 forecast of .728 added in October/83



## 1. INTRODUCTION (ctd)

Since the preparation of the forecast, the Region has increased its tipping fee from \$14.88 to \$16.00 per tonne ( \$13.50 to \$14.51 per ton) and closed its Oakville site, necessitating a lengthier haul to the Burlington site for Oakville and Halton Hills carriers. A transfer station operation has also come into being in Halton Hills. Finally, additional efforts have been made in the area of recycling, with Oakville joining the newspaper and glass recycling program in May 1983.

Volumes of waste landfilled at the Burlington site are now available for the January - September period. These volumes are shown in Table 2 and compared with same month, previous year figures for 1982.

As is apparent, 1983 volumes are significantly lower than 1982 volumes. Table 3 presents a 1983 forecast based on the monthly data as it came available. Continuation of the first nine months level of performance, allowing for seasonal trends, would produce an annual volume in the order of 181,000 tons. Allowing for the growth trend evident between April and September would yield a forecast in the order of 185,000 tons for 1983. <sup>1</sup> When related to the 1982 population of 254,085, this produces a waste/capita ratio of 0.728 (slightly lower if population growth has occurred 1982-83). This ratio is inconsistent with the 1976-1982 pattern, wherein the .807 - .834 range was maintained. The waste quantities shown earlier as Table 1, when interpolated between 1982 and 1986, yield the following 1983 forecast:

$$\text{Low} \quad 0.80 \times (254,085 + \frac{15313}{4}) = 206,330 \text{ tons}$$

$$\text{High} \quad 0.82 \times (254,085 + \frac{55015}{4}) = 219,628 \text{ tons}$$

Thus the current estimate for 1983 is 21,000 - 34,000 tons lower than this forecast.

<sup>1</sup>The same month, previous year, comparison in Figure 1 also indicates that a recovery is occurring from the February-April low. Figure 2 indicates the seasonality of the disposal pattern and compares 1981, 1982, and 1983 performance.

Table 2  
 TONS<sup>1</sup> OF WASTE DISPOSED OF AT  
 HALTON REGION SITES DURING  
THE FIRST NINE MONTHS OF 1982/83

|           | 1983           | 1982           | 1983<br><u>DECLINE</u> | 1982<br><u>%</u> |
|-----------|----------------|----------------|------------------------|------------------|
| January   | 12,314         | 12,591         | 277                    | 2.2              |
| February  | 11,328         | 15,115         | 3,787                  | 25.1             |
| March     | 13,831         | 15,964         | 2,133                  | 13.4             |
| April     | 14,475         | 19,283         | 4,808                  | 24.9             |
| May       | 20,151         | 21,317         | 1,166                  | 5.5              |
| June      | 18,400         | 20,274         | 1,874                  | 9.2              |
| July      | 14,906         | 17,127         | 2,221                  | 13.0             |
| August    | 17,174         | 17,750         | 576                    | 3.2              |
| September | 16,173         | 17,486         | 1,313                  | 7.5              |
|           | <u>138,752</u> | <u>156,907</u> | <u>18,155</u>          | <u>11.6</u>      |

<sup>1</sup>N.B. - This report deals in "tons" despite the Region's conversion to metric, in order to relate back to the figures and ratios contained in the Stage 1 report.

Table 3

FORECAST OF TONS OF WASTE TO BE  
LANDFILLED IN HALTON REGION DURING  
1983, BASED ON JANUARY-SEPTEMBER DATA

1981/82 ACTUAL. YEAR TO DATE PERCENTAGES

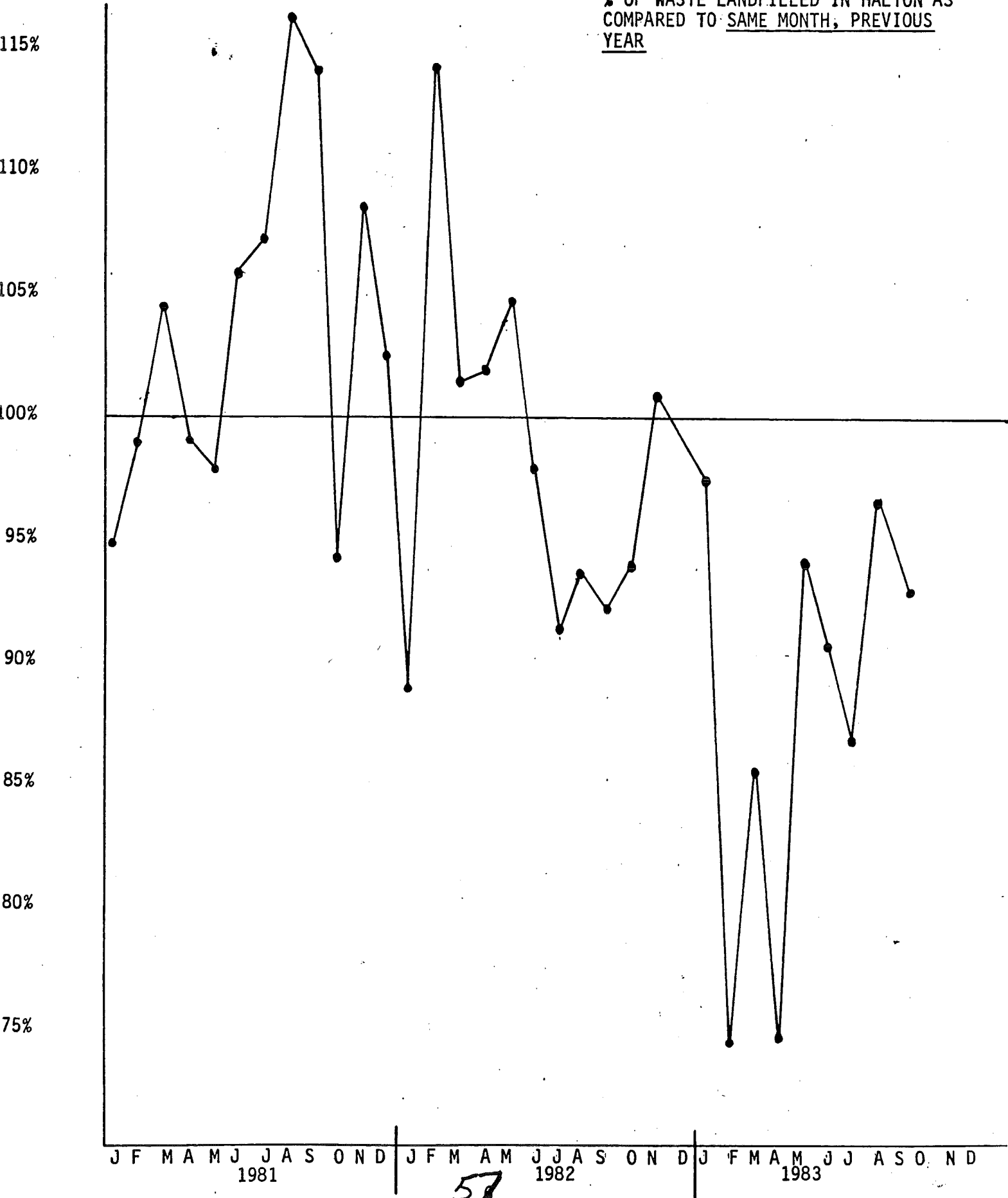
|           | 1982   | 1981   |
|-----------|--------|--------|
| January   | .06138 | .06772 |
| February  | .13507 | .13101 |
| March     | .21290 | .20634 |
| April     | .30691 | .29684 |
| May       | .41084 | .39427 |
| June      | .50968 | .49336 |
| July      | .59318 | .58328 |
| August    | .67972 | .67397 |
| September | .76497 | .76471 |

1983 ANNUAL FORECAST USING:

| <u>1982 Factors</u> | <u>1981 Factors</u> |
|---------------------|---------------------|
| 200,619             | 181,837             |
| 175,035             | 180,460             |
| 175,552             | 181,133             |
| 168,942             | 174,673             |
| 175,253             | 182,619             |
| 177,368             | 183,235             |
| 177,530             | 180,543             |
| 180,193             | 181,731             |
| 181,382             | 181,444             |

% of waste tonnage

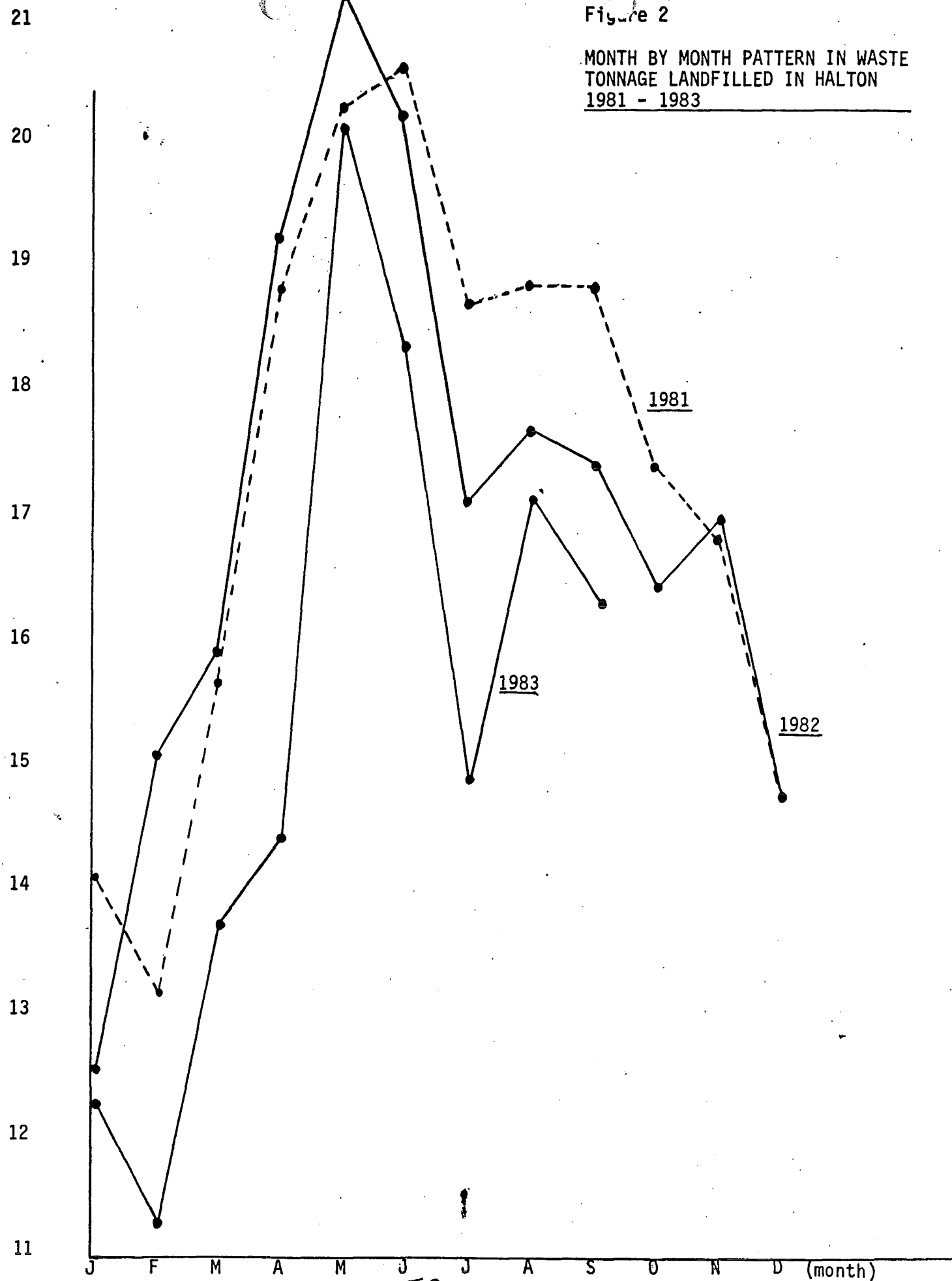
Figure 1  
% OF WASTE LANDFILLED IN HALTON AS  
COMPARED TO SAME MONTH, PREVIOUS  
YEAR



000's tons

Figure 2

MONTH BY MONTH PATTERN IN WASTE  
TONNAGE LANDFILLED IN HALTON  
1981 - 1983



1. INTRODUCTION (ctd)

If no population growth occurs in Halton between 1982 and 1983, the Stage 1 waste forecast would be as follows:

|             |                                |
|-------------|--------------------------------|
| <u>Low</u>  | $254,085 \times .80 = 203,268$ |
| <u>High</u> | $254,085 \times .82 = 208,350$ |

This is 18,268 - 23,350 above the currently anticipated 1983 volume. If population growth does occur in Halton between 1982-83, this discrepancy would increase by 800 - 820 tons per 1000 population increase and is assumed to total 20,000 - 25,000 tons.

The object of this re-examination is to distinguish between short-term variances involving anomalies which can be expected to correct themselves in time and more fundamental shifts in behaviour and performance which could call for realignment of the long-term forecast.

## 2. WASTE QUANTITIES TRENDS FOR HALTON'S MAJOR DISPOSERS

Table 4 was prepared in order to isolate some of the reasons behind the decline in waste volumes landfilled in 1983. This table compares month by month volumes in 1982 and 1983 for twenty-three of the major haulers in the Region, accounting for more than 85% of total waste landfilled.

A number of these haulers experienced very little change between 1982 and 1983 and were not studied further. i.e.

- General Electric declined by 7.3%
- Leaver declined by 5.9%
- J. Mitchell declined by 3.7%
- Oakville Municipal and Hydro increased by 44 tons
- Curwood declined by 48 tons
- Halton Hills disposed through Leferink
- Town of Milton increased by 3.8%

An attempt was made to establish the underlying reasons for the volume shift in the remaining haulers, with the following results:

- Ford - Volume landfilled has declined by 75% to date in 1983, with the decline accelerating as the year progresses. In the June-August period, 218 tons were landfilled in 1983 vs. 2060 tons in 1982. The total annual decline produced by Ford in 1983 could be in the order to 5000 tons.

The explanation for this phenomenon is that Ford is trucking the vast majority of its waste to Domtar near the QEW and 427. Domtar accepts the waste, because of its high corrugated content, for a \$10/ton tipping fee. Ford is not required to sort out other types of waste or to dispose of any residue or surplus created by Domtar equipment breakdowns. This arrangement is expected to continue for the foreseeable future with Ford responding to both cost and environmental considerations. Domtar is not yet contracting with others in Halton but could, conceivably, in future.

Another reason for the lower waste volumes at Ford this year is the fact that the plant was shut down during the February-

Table 4

TONS OF WASTE DISPOSED OF AT HALTON REGION LANDFILLS,  
BY MAJOR DISPOSER, FIRST EIGHT MONTHS OF 1982 AND 1983

|                                            |      | JAN  | FEB  | MAR  | APR  | MAY  | JUNE | JULY | AUG  | TOTAL |
|--------------------------------------------|------|------|------|------|------|------|------|------|------|-------|
| Burlington Municipal<br>incl. Hydro        | 1983 | 124  | 235  | 95   | 99   | 182  | 306  | 151  | 218  | 1410  |
|                                            | 1982 | 70   | 26   | 100  | 567  | 898  | 211  | 191  | 222  | 2285  |
| C.L. Disposal <sup>1</sup><br>(Oakville)   | 1983 | -    | -    | -    | -    | -    | -    | -    | -    | -     |
|                                            | 1982 | 69   | 96   | 128  | 121  | 119  | 40   | 70   | 102  | 745   |
| Curwood<br>(Oakville)                      | 1983 | 83   | 77   | 80   | 73   | 75   | 52   | 39   | 78   | 557   |
|                                            | 1982 | 77   | 83   | 86   | 78   | 71   | 82   | 45   | 83   | 605   |
| Duval                                      | 1983 | 177  | 163  | 174  | 182  | 177  | 202  | 209  | 245  | 1529  |
|                                            | 1982 | 32   | 33   | 16   | 5    | 7    | 21   | 12   | 35   | 161   |
| Ford<br>(Oakville)                         | 1983 | 87   | 109  | 209  | 262  | 372  | 161  | 57   | -    | 1257  |
|                                            | 1982 | 341  | 457  | 647  | 730  | 807  | 931  | 273  | 856  | 5042  |
| Franks (incl. A.J.)<br>(Minority Oakville) | 1983 | 163  | 114  | 127  | 86   | 101  | 99   | 194  | 231  | 1115  |
|                                            | 1982 | 156  | 175  | 231  | 302  | 244  | 235  | 257  | 428  | 2028  |
| General Electric<br>(Oakville)             | 1983 | 173  | 174  | 185  | 153  | 159  | 154  | 111  | 88   | 1197  |
|                                            | 1982 | 215  | 194  | 212  | 162  | 150  | 147  | 100  | 111  | 1291  |
| J & J Haines<br>(Oakville)                 | 1983 | 114  | 46   | 78   | 101  | 110  | 113  | 92   | 120  | 774   |
|                                            | 1982 | 157  | 138  | 174  | 168  | 166  | 200  | 151  | 156  | 1320  |
| Halton Region & Boards<br>(Mixed)          | 1983 | 27   | 6    | 47   | 26   | 27   | 22   | 79   | 5    | 239   |
|                                            | 1982 | 27   | 6    | 17   | 25   | 246  | 81   | 19   | 49   | 470   |
| Halton Hills<br>(Oakville)                 | 1983 | 388  | -    | -    | -    | -    | -    | -    | -    | 388   |
|                                            | 1982 | 617  | 504  | 626  | 885  | 919  | 973  | 808  | 789  | 6121  |
| Industrial<br>(Minority Oakville)          | 1983 | 848  | 1124 | 1491 | 1311 | 1631 | 1595 | 1537 | 1827 | 11364 |
|                                            | 1982 | 1102 | 1072 | 1402 | 1221 | 1319 | 1134 | 1104 | 1032 | 9386  |
| Jet<br>(Mixed)                             | 1983 | 752  | 480  | 188  | -    | -    | -    | -    | -    | 1420  |
|                                            | 1982 | 238  | 275  | 415  | 358  | 289  | 452  | 495  | 473  | 2995  |
| Laidlaw<br>(was Superior)                  | 1983 | 1119 | 1420 | 2045 | 2153 | 2509 | 2640 | 2001 | 2381 | 16268 |
|                                            | 1982 | 1300 | 1376 | 1812 | 1820 | 1772 | 1833 | 1626 | 1771 | 13310 |
| Leaver                                     | 1983 | 256  | 222  | 277  | 210  | 270  | 264  | 243  | 255  | 1997  |
|                                            | 1982 | 294  | 301  | 269  | 250  | 210  | 254  | 254  | 291  | 2123  |
| Leferink<br>(Oakville)                     | 1983 | 757  | 1161 | 1426 | 1377 | 1717 | 1917 | 1515 | 1804 | 11674 |
|                                            | 1982 | 521  | 608  | 624  | 695  | 765  | 677  | 591  | 601  | 5082  |
| Milton                                     | 1983 | 573  | 503  | 619  | 605  | 908  | 886  | 650  | 806  | 5550  |
|                                            | 1982 | 494  | 480  | 621  | 680  | 875  | 815  | 640  | 740  | 5345  |
| J. Mitchell                                | 1983 | 97   | 83   | 101  | 101  | 115  | 128  | 114  | 123  | 862   |
|                                            | 1982 | 105  | 88   | 104  | 114  | 118  | 120  | 123  | 123  | 895   |
| Oakville<br>(Oakville)                     | 1983 | 1626 | 1572 | 1888 | 2173 | 3143 | 2871 | 2134 | 2402 | 17809 |
|                                            | 1982 | 1635 | 1485 | 1848 | 2768 | 3321 | 3236 | 2305 | 2326 | 18924 |



|                                               |      | JAN.  | FEB.  | MAR.  | APR.  | MAY   | JUNE  | JULY  | AUG.  | TOTAL  |
|-----------------------------------------------|------|-------|-------|-------|-------|-------|-------|-------|-------|--------|
| Oakville Municipal<br>& Hydro (Oakville)      | 1983 | 14    | 9     | 21    | 43    | 35    | 39    | 80    | 42    | 283    |
|                                               | 1982 | 10    | 2     | 24    | 52    | 35    | 48    | 34    | 34    | 239    |
| Provincial<br>(Mix)                           | 1983 | 2481  | 2067  | 2489  | 2741  | 5287  | 3777  | 2917  | 3426  | 25185  |
|                                               | 1982 | 2735  | 2535  | 3163  | 3734  | 4775  | 4890  | 2785  | 3886  | 28503  |
| Roy's (Incl. Don Roys)<br>(Majority Oakville) | 1983 | 544   | 72    | 282   | 159   | 191   | 199   | 258   | 277   | 1982   |
|                                               | 1982 | 243   | 325   | 444   | 472   | 665   | 667   | 582   | 597   | 3995   |
| Select<br>(Majority Oakville)                 | 1983 | 466   | 227   | 261   | 194   | 212   | 198   | 95    | 102   | 1755   |
|                                               | 1982 | 250   | 191   | 320   | 630   | 339   | 302   | 339   | 315   | 2684   |
| Syvret                                        | 1983 | 20    | 102   | 75    | 162   | 130   | 153   | 55    | 89    | 786    |
|                                               | 1982 | 89    | 174   | 132   | 151   | 152   | 165   | 89    | 145   | 1097   |
| All other                                     | 1983 | 1425  | 1362  | 1673  | 2264  | 2800  | 2624  | 2375  | 2555  | 17178  |
|                                               | 1982 | 1814  | 4491  | 2549  | 3295  | 3055  | 2760  | 4236  | 2585  | 24735  |
| <hr/>                                         |      |       |       |       |       |       |       |       |       |        |
| TOTAL TONS                                    | 1983 | 12314 | 11328 | 13831 | 14475 | 20151 | 18400 | 14906 | 17174 | 122579 |
|                                               | 1982 | 12591 | 15115 | 15964 | 19283 | 21317 | 20274 | 17127 | 17750 | 139421 |
| <hr/>                                         |      |       |       |       |       |       |       |       |       |        |

<sup>1</sup>Indicates use of the former Oakville site during 1982.

## 2. WASTE QUANTITIES TRENDS FOR HALTON'S MAJOR DISPOSERS (ctd)

April period, converting to Topaz production and produced at low volumes for some time thereafter. The company has since returned to near maximum production levels. Shutdowns are normally confined to the July vacation period; hence Ford's waste volumes are unusually low in 1983.

It is possible that Ford's wastes may increase in future in other areas, partially offsetting this decline.

- Laidlaw - They are up 3000 tons so far this year but this volume is more than accounted for by acquisitions. eg; Jet in April/83 which accounts for approximately 400 tons per month and Provincial's front end loader - container operation in November/82, which accounts for about the same volume. This actually suggests that year-to-date volumes in 1983 are down, although the company feels that they are up.
- Various - It would appear that a number of smaller haulers, such as Small C.L. Disposal, and a number of those included in the "all Haulers other column," are no longer hauling to the Burlington site or are dealing in lower volumes. It appears that they are hauling to more convenient locations in Peel, Wellington and elsewhere. The total volume involved is difficult to estimate but is probably in the order of 5000 tons per annum.
- Franks - The Company's volume is reduced by 1000 tons so far in 1983. The explanation is that customers are simply cutting back in response to lower volumes, and increased costs. There is some increased usage of municipal pickup by the smaller operations.
- Leferink - Volumes are up 6600 tons over last year, although 5700 of that number is accounted for by a decline in Halton Hills.

<sup>1</sup> The "all other" category declined by 7600 tons.

2. WASTE QUANTITIES TRENDS FOR HALTON'S MAJOR DISPOSERS (ctd)

(Leferink hauls all Halton Hills waste to the landfill). An additional 500 - 600 tons relates to the decline in J & J Haines, in that this volume was transported by Leferink to the landfill. Volumes are up to some extent, particularly since April.

- Provincial - Volumes are down 5600 tons over last year, although this volume was transferred to Laidlaw at the end of 1982 when it purchased Provincial's front end loader business (Halton School Board schools, apartments and industry). Thus, Provincial, which hauls almost exclusively for the City of Burlington, is relatively unchanged in volume over last year.
- Industrial - Volumes are up 2000 tons over last year although equipment and business was purchased from Roy's, which has declined by 2000 tons. In the past three to four months officials indicate that they have experienced an increase in volume due to the improved economy.
- Oakville - Volumes are down by 1100 tons over last year (5.9%). This is accounted for by an increase in recycling and reduced lawn cuttings etc. caused by a dry summer.

### 3. FACTORS UNDERLYING THE DECLINE IN HALTON'S WASTE QUANTITIES

The following section identifies the factors involved in the decline in waste quantities and an estimated tonnage attributable to each factor. There is no specific data on this; they represent informed judgement only. The total waste reduction for 1983 (full year) is estimated to be 20,000 - 25,000 tons (Section 1).

#### Factor 1: Increased Haul Costs and Tipping Fees

With the closing of the Oakville landfill site in 1982, haulers from Oakville and Halton Hills experienced significant increases in cost due to the extra distance involved in travelling to the Burlington site. Haul times from the waste centroid, are estimated to have increased 37% from Oakville (43 minutes vs 59 minutes) and 47% from Halton Hills (89 minutes vs 131 minutes).

This, in turn resulted in cost increases of approximately \$1.40 per ton in Oakville and a greater amount in Halton Hills, depending on how the transfer station costs are included.

In addition, the Region has increased its tipping fee by \$1.00 per ton between 1982 and 1983. (Figure 3)

In to-day's economic climate, these cost increases represent a significant motivation for firms and/or haulers to dispose of waste elsewhere. Comments by small haulers in Section 2 reflect this trend.

Factor 1: ESTIMATED WASTE TONNAGE DECLINE 5,000.

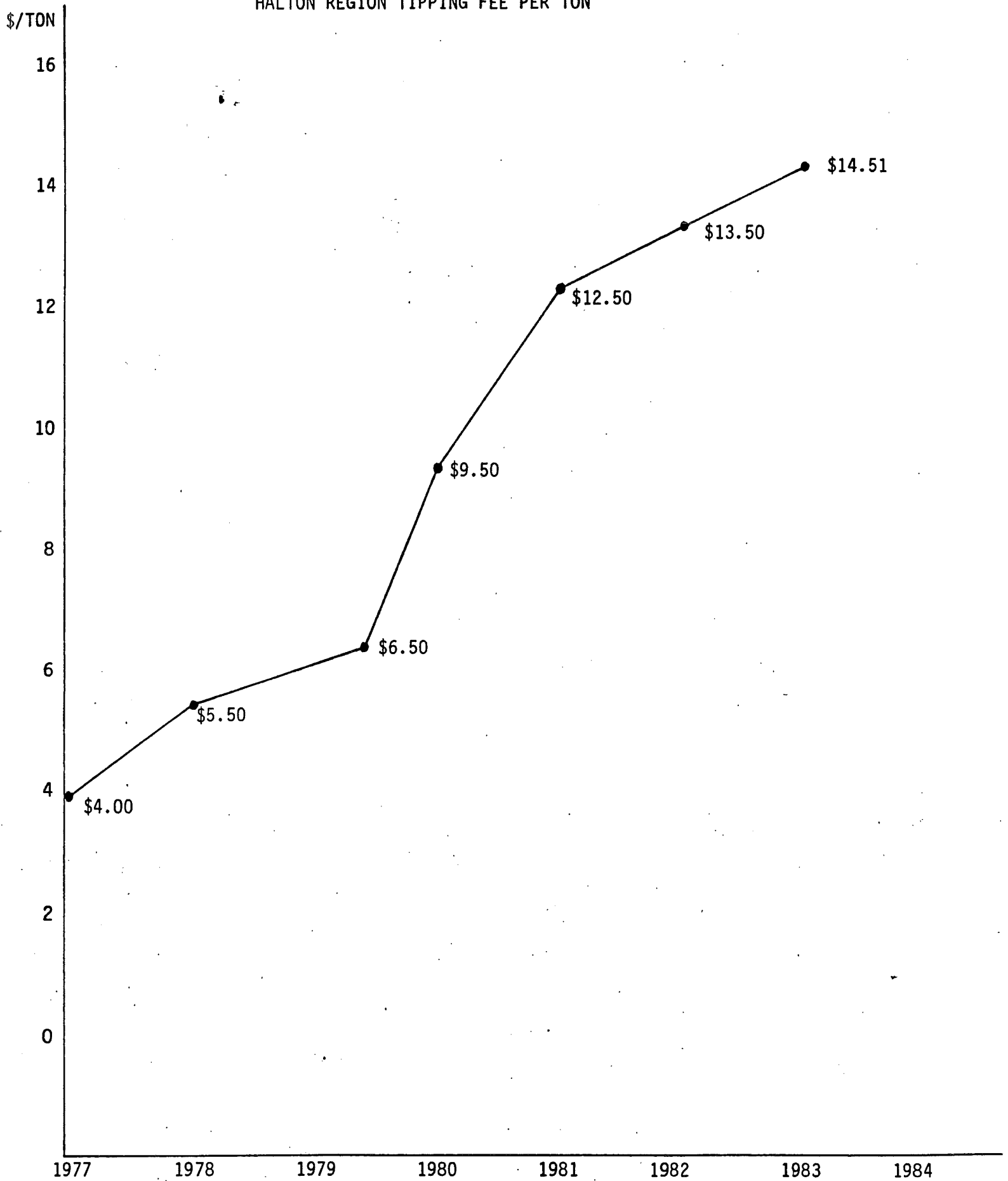
#### Factor 2: Weather Conditions

The hot, dry summer was a factor in reducing Halton's waste volumes, although not a major one. The reduction in lawn clippings and their lighter weight due to the lack of rain probably accounts for a small portion of the decline.

Factor 2: ESTIMATED WASTE TONNAGE DECLINE 1000-2000

Figure 3

HALTON REGION TIPPING FEE PER TON



### 3. FACTORS UNDERLYING THE DECLINE IN HALTON'S WASTE QUANTITIES (ctd)

#### Factor 3: Recycling

Interest in recycling is increasing and, as such, the waste volume handled in this way is also on the upswing. Table 5 shows the volume of newsprint recycled in the first eight months of 1983 compared to 1982. Declines in Halton Hills and Milton have been offset by the introduction of a recycling program in Oakville. Continued growth in Burlington is also anticipated. The recycled residential waste volumes are still a minor factor in the total picture and may account for an estimated reduction of 2000 tons in the Region's overall figures.

The situation at Ford, described in Section 2, will be a major factor. Recycling may account for a reduction in waste volume of 4000 tons from this source in 1983. (The remainder would be due to their production shut down).

Recycling in other industries may cause an estimated reduction in volume of an additional 2000 tons of waste.

Factor 3: ESTIMATED WASTE TONNAGE DECLINE 8000

#### Factor 4: Economic Conditions

The economy has been steadily improving in 1983 but the first eight months of the year were definitely worse than the same period in 1982. Unemployment is a reasonable proxy for industrial/commercial production (since most other figures are national in scope). Table 6 shows that unemployment was significantly higher in Halton this year than for the comparable period last year.

Increased operating expenditures have forced firms to re-examine their waste disposal costs and seek ways to reduce them through reducing waste volumes, stockpiling waste, recycling, etc. These conditions have resulted in a decrease in industrial/commercial waste at the Halton landfill site. Comments from haulers in Section 2 confirm this situation as well.

Table 5

NEWSPRINT RECYCLED (TONS)  
JANUARY - AUGUST

|                            | <u>1983</u>             | <u>1982</u> |
|----------------------------|-------------------------|-------------|
| Milton                     | 33                      | 110         |
| Halton Hills               | 274                     | 383         |
| Oakville                   | 474                     | 144         |
| Burlington                 | 1005                    | 881         |
| Misc. Drop-off<br>Stations | 71                      |             |
| HALTON REGION              | <u>1857<sup>1</sup></u> | <u>1518</u> |

<sup>1</sup>plus an additional 400 in glass, metal, fine paper and corrugate and a lesser amount in 1982.

SOURCE: Halton's Recycled Resources Inc.

Table 6

UNEMPLOYMENT IN OAKVILLE/MILTON AND BURLINGTON  
MONTH BY MONTH COMPARISON 1982/83

|      | <u>Oakville and Milton</u> |             | <u>% increase in</u><br><u>1983</u> | <u>Burlington</u> |             | <u>% increase in</u><br><u>1983</u> |
|------|----------------------------|-------------|-------------------------------------|-------------------|-------------|-------------------------------------|
|      | <u>1982</u>                | <u>1983</u> |                                     | <u>1982</u>       | <u>1983</u> |                                     |
| Jan  | 7149                       | 9043        | 26%                                 | n.a.              | 6124        | n.a.                                |
| Feb  | 7430                       | 9001        | 21%                                 | 3560              | 6334        | 78%                                 |
| Mar  | 7319                       | 8862        | 21%                                 | 3776              | 6049        | 60%                                 |
| Apr  | 6601                       | 8499        | 29%                                 | 3780              | 5879        | 56%                                 |
| May  | 5594                       | 7611        | 36%                                 | 3961              | 5743        | 45%                                 |
| June | 5412                       | 6582        | 22%                                 | 4087              | 5474        | 34%                                 |
| July | 5613                       | 6101        | 9%                                  | 4457              | 5330        | 20%                                 |
| Aug  | 5271                       | 6468        | 23%                                 | 4727              | n.a.        | n.a.                                |
| Sept | 6506                       |             |                                     | 4628              |             |                                     |
| Oct  | 7767                       |             |                                     | 5004              |             |                                     |
| Nov  | 7361                       |             |                                     | 5413              |             |                                     |
| Dec  | 7648                       |             |                                     | 5763              |             |                                     |

n.a. - not available

SOURCE: Canada Employment Centre, Oakville Office  
Canada Employment Centre, Hamilton Office



### 3. FACTORS UNDERLYING THE DECLINE IN HALTON'S WASTE QUANTITIES (ctd)

Metro Toronto and Peel Region waste quantities information for a similar eight month period does not suggest any widespread trend at work. Metro's volumes are up slightly (3%) while Peel's are somewhat down (5%). Although their industrial bases differ from that of Halton, this data does not imply that a major change in social attitudes or work methods has taken place which is decreasing waste volumes universally.

Waste volumes are expected to increase as the economy improves. Most forecasters are anticipating this occurrence.

The estimated waste tonnage decline for this factor represents the residual of the other three factors.

Factor 4: ESTIMATED WASTE TONNAGE DECLINE 6000-10000

#### 4. LONG TERM IMPLICATIONS

Table 7 shows the estimated waste tonnage decline attributable to each factor (developed in Section 3) and the long term implications. In each case, an assessment has been made concerning whether the conditions which produced the decline can reasonably be expected to continue.

An estimated 10,000 - 15,000 tons of waste lost to the Halton landfill site in 1983 may be expected to return in the long term. This decline is based on temporary factors and unusual conditions which are not expected to prevail in future, although they may reoccur from time to time.

Based on this information, the total 1983 Halton waste volume without these exceptional circumstances would be:

| <u>1983<br/>Estimated<br/>Tonnage<br/>(Section 1)</u> | + | <u>Returned<br/>Tonnage</u> | = | <u>1983<br/>"Normal"<br/>Waste<br/>Quantity</u> | <u>Waste<br/>Per Capita<br/>(on 254,085 Popl)</u> |
|-------------------------------------------------------|---|-----------------------------|---|-------------------------------------------------|---------------------------------------------------|
| 185,000                                               |   | 10,000-15,000               |   | 195,000 -<br>200,000                            | 0.767 - 0.787                                     |

Table 7

LONG TERM IMPLICATIONS OF FACTORS  
PRODUCING HALTON'S 1983 WASTE QUANTITIES DECLINE

| <u>Factor</u>                                 | <u>Tonnage Decline<br/>(1983)</u> | <u>Future Impact On<br/>Long Term Average<sup>1</sup></u> | <u>Comments</u>                                                                                          |
|-----------------------------------------------|-----------------------------------|-----------------------------------------------------------|----------------------------------------------------------------------------------------------------------|
| 1. Increased Haul<br>Costs and Tipping<br>Fee | 5,000                             | 3,000                                                     | This assumes that Halton<br>will have a more convenient<br>site to serve the entire<br>Region in future. |
| 2. Weather<br>Conditions                      | 1,000 - 2,000                     | 1,000 - 2,000                                             | Over a long period, weather<br>conditions will normalize.                                                |
| 3. Recycling                                  | 8,000                             | 1,000                                                     | Most of the recycled waste<br>volume will probably not<br>return to landfill due to<br>economics.        |
| 4. Economic<br>Conditions                     | 6,000 - 10,000                    | 5,000 - 9,000                                             | The economy will recover<br>with some increased<br>efficiencies. Most of<br>this waste will return.      |
| TOTAL                                         | 20,000 - 25,000                   | 10,000 - 15,000                                           |                                                                                                          |

<sup>1</sup> Tonnage which will return to landfill site

SOURCES: Estimated by C.N. Watson and Associates Ltd.

5. INTERIM WASTE FORECAST

The waste forecast made in the Stage 1 Report was a twenty year forecast required to estimate total, long-term requirements. There is an immediate need to establish a short-term forecast on which interim waste management policies can be based. The methodology used in making this 1984 - 1988 forecast is to extrapolate the estimated tonnage for 1983 (185,000 tons) by adding the anticipated .777 tons per capita per year on the cumulated population growth forecast, as well as adding a phased allowance for the tonnage of waste to be returned as the economy gradually improves. This forecast is shown as Table 8.

Table 8

Interim Waste Forecast for Halton Region  
(Tons)

|      | A<br>1983 Volume<br>Tons <sup>1</sup> | B<br>Amount<br>Returned <sup>2</sup><br>Tons | <u>Pop. Growth<sup>3</sup></u> x .777 tons | C<br>Cumulated<br>Tons | Total<br>A+B+C<br>Tons |
|------|---------------------------------------|----------------------------------------------|--------------------------------------------|------------------------|------------------------|
| 1984 | 185,000                               | 4,000                                        | 5,000                                      | 3,885                  | 192,885                |
| 1985 | 185,000                               | 9,000                                        | 5,000                                      | 7,770                  | 201,770                |
| 1986 | 185,000                               | 9,000                                        | 5,000                                      | 11,655                 | 205,655                |
| 1987 | 185,000                               | 9,000                                        | 5,000                                      | 15,540                 | 209,540                |
| 1988 | 185,000                               | 9,000                                        | 5,000                                      | 19,425                 | 213,425                |

## Notes and Sources:

- (1) Estimated 1983 waste volume of 185,000 tons. (Section 1)
- (2) 6,000 - 11,000 tons/annum to return to site prior to the provision of a more convenient site (or Oakville transfer station which is unlikely). The latter would return approximately 3,000 additional tons as per Table 7.
- (3) Population growth forecast provided by Halton Region Planning and Development Department.

## 6. CONCLUSION

The 1983 waste quantities disposed of at the Halton landfill site are lower by 20,000 - 25,000 tons than the forecasted total in the Stage 1 report.<sup>1</sup> Analysis of the reasons for this decline indicates that an estimated 10,000 tons of this total will not be recovered over the longer term. The remainder is due to particular anomalies which have occurred or are expected to occur during this year.

The purpose of the waste quantities forecast in the Stage 1 report was to provide an estimate of the Halton's total waste volume over the planning period. The forecast will not necessarily be accurate in any single year as high and low points may occur. In addition, the projection was prepared using a range of waste per capita per annum standards to allow for unforeseen changes in the factors which will affect this ratio in future (Stage 1 report, pages 39-44).

The next stage in this review is an examination of the overall waste quantities forecast for the Environmental Assessment. However, prior to this undertaking, three major components require clarification or analysis:

- Population Projection

Population growth appears to be lower than the Region's current projection. A review of this projection is currently underway by the Planning Department with the results expected in November. Any changes made will have a corresponding impact on the waste quantities forecast.

- Waste per Capita Factor

The analysis in this review indicates that the waste per capita ratio is changing significantly in 1983, after remaining stable for the past seven years (Stage 1 report page 44). Even allowing for the "return" of the waste lost this year to a series of unusual conditions (Section 4), the waste per capita will still be significantly lower than in previous years:

<sup>1</sup> As calculated on page 8.

## 6. CONCLUSION (ctd)

1983 Waste/Capita Ratio<sup>1</sup>  
("Normal" 1983 year)

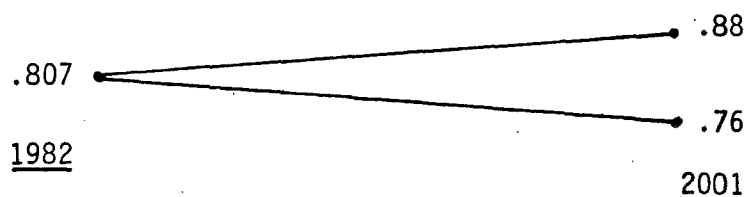
0.777

1976-1982 Waste/Capita Ratio

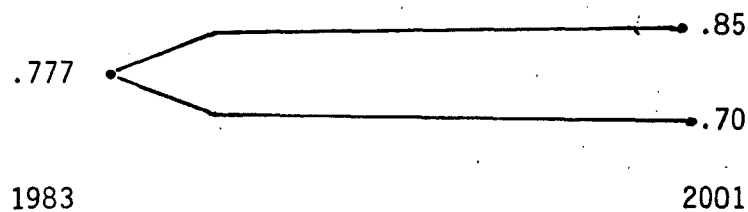
0.807 - 0.834

One of the major findings of this review is the extent to which this ratio can vary over a very short time period. The 1976 - 1982 data would indicate that the waste per capita ratio in Halton was relatively stable, but the 1983 situation shows it is clearly more volatile. Accordingly, a broader range of waste per capita per annum ratios is required and at an earlier stage in the forecast period than is shown in Figure 3 in the Stage 1 report (and included in Section 1 of this review). The Stage 1 waste forecast employed a 5% variance above and below the historical range (.800 - .840 tons per capita per annum) for the 2001 projection. It now appears that a 10% variation is necessary. As noted above, this variation must be incorporated at an earlier stage in the forecast period, illustrated schematically as follows:

### Stage 1 Report



### Forecast Update



<sup>1</sup> assumes no population increase between 1982 and 1983 (254,085) and waste quantities of 197,500 tons (mid-point of 195,000 - 200,000 ton range on page 20).

6. CONCLUSION (ctd).

- Planning Period

The waste quantities forecast in the Stage 1 report was prepared based on a 20 year planning period from 1982 to 2001. However, there will be an interim period prior to the opening of the new landfill site and, as such, the twenty year planning period must extend beyond 2001. A population projection will be required for this period for the final forecast. The extension of the projection period will provide a partial offset for reductions in waste quantities resulting from the lower waste capita ratios.





The Corporation of the  
City of Burlington

September 27, 1983

City Hall:  
426 Brant Street, Burlington, Ontario, Canada  
Mailing Address:  
P.O. Box 5013, Burlington, Ontario, Canada L7R 3Z6

Telephone:

File No.:

Mr. G. Mierzynski, P. Eng.  
Regional Director  
Ministry of the Environment  
Central Region  
150 Ferrand Drive  
Suite 700  
Don Mills, Ontario M3C 3C3

RECEIVED  
A.M. \_\_\_\_\_ P.M. \_\_\_\_\_  
SEP 29 1983  
CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

Dear Mr. Mierzynski:

SUBJECT: Environmental Assessment of the Landfill Component of  
Halton's Solid Waste Management System, Interim Plans

Your letters of 1982-02-07 and 1983-03-25 directed to Halton Region on this subject were released to the Halton Region Solid Waste Management Committee as late as August 10, 1983.

I read both letters with interest. I would first like to make some observations and then ask some questions.

You acknowledge the "uncertainties and the planned delay" in the Walker Wright E.A.A. process. You then conclude that, presumably, because of this delay an "interim plan" must be available.

You then go on to assume that "it is apparent that additional approved capacity will be required at the Burlington site. As such, you must prepare an interim plan . . . ". In other words, you assume that this is the only alternative.

You indicate that "a moderate and straight forward expansion of the Burlington site should not make for a great deal of unnecessary expense." You do not make any reference to the environmental acceptability of any expansion.

You assume in your letter of 1983-03-25 that an interim expansion at the Burlington site would only be a "small change". You go on to say that your staff is of the opinion that "an interim expansion of the Burlington site should not be subject to an Environmental Assessment".

. . . . 2

I note that your letters were written back in February and, therefore, must be understood within the context of the information you were dealing with at that time.

I would summarize the following points of information with respect to developments since February, 1983.

1. The "Interim Plan" as prepared by Dillon, June 1983, and as presented by Regional staff in C.A.O. Report 219/83 is a four-year plan for all the Region's garbage. In other words, the plan before us is no longer a "small change" as you understood in February and no longer an "interim" as you understood in February. Therefore, the assumption that it should no longer be subject to an Environmental Assessment must be brought into question.
2. The City of Burlington, by resolution of City Council, has indicated its opposition to any further expansion of this landfill.
3. The citizens of the area have directly communicated to your Minister with a petition of 3,341 signatures opposing any further landfill in the area. (Solid Waste Committee, West Burlington Ratepayers Association, letter of April 29, 1983.)
4. The continued research of Dr. Cherry and the fact that this entire area did not come out as a "preferred candidate area" in the latest Walker Wright report underlines confirmed concern for basic environmental reasons.
5. Your Ministry has released its Blueprint for Waste Management in which one of the basic principles is minimization of landfill. Another, the Ministry of Energy, is encouraging energy from waste.
6. Alternatives to a four-year, four-phase expansion of the Burlington site are available. The most immediate and most attractive alternative is to export Halton's garbage as an energy resource to Occidental's Energy from Waste Plant in Niagara Falls, New York as part of a proposal initiated by B.F.I. This proposal has the endorsement of the City of Burlington, the local citizens, and is in keeping with your own Ministry's principles and aims.
7. The area in question is part of the Parkway Belt West Plan and therefore is subject to its requirements as well as that of the Official Plan of both Halton and Burlington.

I would appreciate your comments on the viability and desirability of an "interim expansion" as proposed in light of the additional information as I have outlined. I would appreciate your general comments as well as answers to the following questions:

. . . . 3

Page 3  
September 27, 1983

Has the proposed "interim expansion" gone beyond being "moderate" or "small" and, therefore, must be seen as a further landfill site subject to the requirement of an Environmental Assessment?

Since the Region is in the position it is partly because of past Provincial Government decisions and since an Energy from Waste alternative is in keeping with your own policies, is the Ministry in a position to offer encouragement, financial and otherwise, to the Region to embark on this opportunity immediately?

Will you encourage or direct the Region to consider all alternatives in the light of continuing developments?

I would certainly be available for discussion of any of the points raised in my letter. I would also appreciate an answer by October 6 in that this matter will be dealt with at Regional Committees in the following week.

Thank you.

Yours sincerely,



Walter Mulkewich  
Regional Councillor  
Ward 1

WM/lf

cc: Mayor Roly Bird  
Michael Boggs, C.A.O., Burlington  
J.N. Raftis, Chairman, Region of Halton  
D.Y. Perlin, C.A.O., Region of Halton  
G. Woodburn, Waste Disposal Manager, Region of Halton  
R. Mohammed, Director of Planning, Region of Halton  
J. Cowman, Alderman



**COPY**

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1983 10 03

Mr. Walter Mulkewich  
Regional Councilor  
Ward 1  
City Hall  
426 Brant Street  
P.O. Box 5013  
Burlington, Ontario  
L7R 3Z6

**RECEIVED**

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

OCT 07 1983

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

Dear Mr. Mulkewich:

Re: Regional Municipality of Halton  
Environmental Assessment of the Landfill Component of  
Halton's Solid Waste Management System, Interim Plans

This will acknowledge your letter of September 27, 1983, with regard to our request to Halton Region that an interim plan be available at the Regional facility to allow Halton to continue to meet its obligations to provide landfill facilities.

It is our view that C.A.O. Report No. 219/83 to the Solid Waste Management Committee dated 1983 07 08 provides an excellent review and evaluation of the solid waste management options available to Halton during the interim period. We are also confident that the information with respect to developments since February 1983, as outlined in your letter, will be considered by Halton in their review of the available options. With regard to the desirability of an interim expansion of the Burlington Sanitary Landfill Site, we offer the following observations.

From our experience, the Burlington Sanitary Landfill Site is one that is well designed, well managed, well operated, and well maintained to current standards and incorporates an extensive leachate collection and treatment system, an advanced predictive monitoring program and provisions for the implementation and construction of backup contingency systems.

With the closure of the Oakville Sanitary Landfill Site, Burlington is the only regional facility currently in operation in Halton that can ensure the controlled management of Halton's waste in an acceptable environmental manner for the short term until a long range facility is in place. In this regard, Regional Council through its responsibility for waste management in the Region may conclude that the provision of additional approved capacity at the

Burlington site is desirable and indeed necessary to avoid a potential emergency situation with respect to waste disposal.

Central Region staff of the Ministry have made it clear to Halton Region that an application for a phased expansion of the landfill is required now. Landfilling could be terminated after completion of any given phase should the regional facility for solid waste management be brought on-line. The Ministry could not sanction plans to request approval of alterations to the Burlington site on an emergency basis and without a public hearing, as the need for such alterations is foreseen now.

It is the Ministry's opinion that a moderate landfill expansion in Burlington as opposed to setting up a transfer station at the same site and hauling to New York State is a practical short-term solution to Halton's very critical solid waste disposal problem. However, I must emphasize that the best forum in which to determine an equitable review of the short-term disposal options is at a public hearing. This forum could be held at an expansion hearing for the Burlington Landfill Site. For this reason the Ministry of the Environment is requesting the Region to submit its proposed plans for the Burlington short-term phased expansion. It will be the responsibility of the Environmental Assessment Board to make a recommendation to the Approvals Director once it has determined the technical merits and public response to the Burlington expansion application.

With reference to your question on the Energy from Waste alternative, the Ministry of the Environment does not provide funds directly for the planning of these projects; however, the Ministry of Energy does. In this regard, Mr. Robert Duff is a member of the Steering Committee which has been established to investigate this option in Halton. Mr. Duff would be prepared to discuss the details with you and can be reached at 965-8426 in the Ministry of Energy, Biomass/Energy From Waste Section, 10th Floor, 56 Wellesley Street W., Toronto, Ontario, M7A 2B7.

Yours very truly,

ORIGINAL SIGNED

BY G. MIERZYNSKI

G. Mierzynski, P.Eng.  
Regional Director

KH:rl:MS3-EE

cc: Mayor Roly Bird, Burlington  
Michael Boggs, CAO, Burlington  
J.N. Raftis, Chairman, Region of Halton  
D.Y. Perlin, CAO, Region of Halton  
G. Woodburn, Waste Disposal Manager, Region of Halton  
R. Mohammed, Director of Planning, Region of Halton  
J. Cowman, Alderman



**The Corporation of the  
City of Burlington**

October 12, 1983

SCHEDULE "J" TO

C.A.O. REPORT #319/83

*City Hall:*

426 Brant Street, Burlington, Ontario, Canada

*Mailing Address:*

P.O. Box 5013, Burlington, Ontario, Canada L7R 3Z6

Telephone:

File No.:

**RECEIVED**

**14 OCT 1983**

**HALTON REGION  
PUBLIC WORKS**

Mr. G. Mierzynski, P. Eng.  
Regional Director  
Ministry of the Environment  
Central Region  
150 Ferrand Drive  
Suite 700  
Don Mills, Ontario M3C 3C3

Dear Mr. Mierzynski:

SUBJECT: Environmental Assessment of the Landfill Component of  
Halton's Solid Waste Management System, Interim Plans

Thank you for your letter of 1983-10-03. I do appreciate your prompt response to my letter of September 27, 1983.

The most significant part of your letter, for which I thank you, is that the Ministry will insist on a public hearing should Regional Council proceed with the now proposed interim expansion of the current interim expansion of the Burlington Landfill Site. (Your letter, paragraph 5).

However, your letter does not make clear the legislation which you feel should apply. Will it be the Environmental Assessment Act or the Environmental Protection Act? My letter specifically asked as follows: "Has the proposed "interim expansion" gone beyond being "moderate" or "small" and, therefore, must be seen as a further landfill site subject to the requirement of an Environmental Assessment?" I believe the question still to be valid. Nowhere in your letter of 1983-10-03 do I see a clear response to that question. I would still appreciate such a response.

I found your letter disappointing and contradictory. I would like to respond to your letter by commenting on each paragraph:

Paragraph 1: I question whether your "request to Halton Region that an interim plan be available at the Regional facility" is beyond your authority as a Ministry. You might request that an interim plan be available. However, to request that it be available at the "Regional facility", I believe goes beyond your mandate to provide environmental protection. If that is the request now, then one questions why bother having a hearing. Furthermore, your own Blueprint for Waste Management lists among a number of principles the principle of minimizing landfill. Your statement both ignores and contradicts your own Blueprint for Waste Management. The principle of considering all alternatives is an established "environmental principle" which, surely, is violated by your statement that "an interim plan be available at the Regional facility".

Paragraph 2: Your evaluation of C.A.O. Report #219/83 may be fair. But, I wish to suggest at least four factors for you to consider:

- 1) Recommendation 6 was withdrawn at the meeting of the Solid Waste Management Committee because, as I understand, it was considered possibly premature;
- 2) A criteria was not established to determine what constitutes a "reasonable" increase of funding to support the export option;
- 3) The financial analysis does not take into account the "total costing" method promoted by your own Blueprint for Waste Management.
- 4) The report does not consider the best strategy for tying an interim plan into the keystone of our future plans, namely a resource recovery based solid waste management system.

You say that you are "confident" that Halton will consider the developments since February, 1983 as outlined in my letter. That may or may not be so. I certainly will present the information to Regional Council. However, the point of my letter was that I addressed that information to you! Since your February correspondence was based on information you then had in hand, I thought it fair that you might look at your previous decision in the light of present circumstances. I find it unacceptable that you pass the buck so easily!

Paragraph 4: I am sure that the present Burlington Landfill Site represents the state of the art in landfill technology. You should be aware that I have raised serious questions about the leachate monitoring of the present site. I am awaiting a response from your Greg McCarty to a letter I sent him with respect to the leachate monitoring. I will be reporting further to Regional Council and will be pleased to send you that information. However, I question the relevance of this paragraph to the central question of whether a further interim expansion can be tacked onto an already interim expansion.

Paragraph 4: In making the point that the Burlington site is now Halton's only approved landfill site and that the Region has a "responsibility" for waste management in the Region, you ignore the responsibility of the Ministry in helping to create the situation we are now in. You speak of short term but do not define it. Does short term mean one month, six months, one year, four years, ten years?

Paragraph 5: Your statement that "Central Region staff of the Ministry have made it clear to Halton Region that an application for a phased expansion of the landfill is required now" has clearly "progressed" from the rather general statements about the need for interim plans in your February correspondence to accepting the Dillon/Regional Staff proposed "phased expansion of the landfill". It seems to me that this statement is both prejudicial and provocative. It can only serve to cloud the credibility of your Ministry and any future public hearing. Your statement that "landfilling could be terminated after completion of any given phase" sounds good on paper but does not stand the test of the real politics of garbage disposal nor of the history of the search for landfills in Halton or elsewhere.

Paragraph 6: Is the proposed four-phased expansion at the Burlington site a "moderate landfill expansion"? Please compare approved capacity of the original interim expansion and the proposed further interim expansion. You obviously have dismissed the export option as impractical, but, have not really given reasons for so doing. In fact, one can argue that the export option is more practical than the four-phased expansion by itself - particularly in light of stated provincial government objectives. A practicality which you have not even considered is that a persistence with the landfill only option as an interim plan could be tied up in hearings, appeals, and court cases beyond the actual deadline the Region now faces. Where is the practicality then?

If you argue that the best forum in which to "determine an equitable review of the short-term disposal options is at a public hearing", can you also confirm that such a hearing would be under the Environmental Assessment Act so that in fact all options are considered?

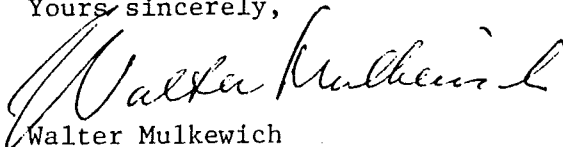
Paragraph 7: My question on Energy from Waste related not only to the program of the Ministry of Energy, of which I am aware, but to the stated Ministry of Environment desire to see local municipalities pursue more of the recovery techniques for garbage disposal - including Energy from Waste.

In conclusion, your letter leaves the questions I raised in my letter unanswered, raises new questions, and clouds the credibility of the present process.

I want to assure you that I am seeking to represent the best interests of the residents in the area which I represent. I would be pleased to personally discuss this whole matter with you if that would be useful. I look forward to hearing from you.

Thank you.

Yours sincerely,



Walter Mulkewich  
Regional Councillor  
Ward 1

WM/lf

cc: Mr. Dennis P. Caplice, Assistant Deputy Minister, Regional Operations  
Division, Ministry of the Environment, 14th Floor, 135 St. Clair  
Avenue West, Toronto, Ontario M4V 1P5  
Mayor Roly Bird  
Michael Boggs, C.A.O., Burlington  
J.N. Raftis, Chairman, Regional Municipality of Halton  
D.Y. Perlin, C.A.O. Regional Municipality of Halton  
✓G. Woodburn, Waste Disposal Manager, Regional Municipality of Halton  
R. Mohammed, Director of Planning, Regional Municipality of Halton





SCHEDULE "K" TO C.A.O. REPORT #319/0  
REGIONAL MUNICIPALITY OF HALTON

P.O. BOX 7000  
1151 BRONTE ROAD  
OAKVILLE, ONTARIO L6J 6E1  
416/827-2151

1983 10 11

TO WHOM THIS MAY CONCERN:

Re: Regional Municipality of Halton -  
Interim Waste Disposal Plan -  
Possible Haulage for Disposal to Energy From  
Waste Plant in Niagara Falls, N.Y. -- Request  
for Comments

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Purpose of Letter

The purpose of this letter to you is to obtain comments from you by Thursday, October 20th, regarding a proposed Interim Waste Disposal Plan for the Region of Halton and in particular the financing of one of the options being considered which could see an increase in the tippage fees in 1984 from \$16./metric tonne to \$37.-\$40./metric tonne.

We would appreciate your general comments on the proposed plan and the options but in particular we would like to hear a sincere response as to whether your business could handle the impact of an increase in the tippage fee charged to you for disposal purposes by the Region at the Burlington Landfill Site of approximately \$19.-\$22. a metric tonne versus the presently projected \$1.50 - \$2.00 a metric tonne.

Background

The Regional Municipality of Halton has a statutory obligation to dispose of municipal and industrial/commercial non-hazardous non-liquid waste. As you know the Region carries out this statutory obligation at the present time by landfilling the waste which it receives at the Burlington Landfill Site. The approved contours of the Burlington Landfill Site are such that they will be reached by next June - August of 1984 thus leaving the Region with no disposal capability at that time.

The Region, at the present moment, is carrying on an Environmental Assessment process to try and obtain approval for an Energy From Waste system with 75% EFW, 20% landfill, and 5% source separation. The 5% source separation component should be reached next year and the next component, which should be able to be achieved, would be the landfill component but that component may not be achievable until late 1985, 1986, or even 1987. The Energy From Waste component is not expected to be achievable until at least 1988.

BURLINGTON 639-4540

HALTON HILLS  
ACTON 853-0501

GEORGETOWN 878-8113

MILTON 878-8113

OAKVILLE 827-2151

Thus, you can see that there will be a timetable between June - August 1984 and at least 1985 - 1987 before there will be any disposal capability in Halton unless some interim plan for waste disposal is implemented.

#### Interim Waste Disposal Options

At the present time, Council has in front of it two options for handling the disposal of waste on an interim basis. One option, the "continuation option", is to continue the landfilling at the existing Burlington Landfill Site on a phased basis; each phase would only be done depending on whether the new permanent landfill site or sites have been found. That particular proposal would allow for three years of interim capacity through to the summer of 1987 if all of the phases had to be used.

The second option, the "export option", being examined is an offer made by a consortium of two Canadian waste haulers to transfer the waste received by the Region of Halton at the Burlington Landfill Site to the Energy from Waste Plant in Niagara Falls, New York for incineration and energy production.

There are advantages and disadvantages to each of the options. For example, for the "continuation" option, it is the cheaper one by a large degree. Its disadvantages are the concern that citizens have expressed with respect to the ongoing impact of such a landfill such as leachate handling, neighbourhood "dumping", etc.

As far as the export option to Niagara Falls, New York, is concerned, the advantage is that waste is being used on an Energy from Waste basis which is the preferred choice of Regional Council in the longer term while the disadvantage is the initial increase in cost which is very substantial.

As indicated above, the first purpose of this letter to you is to seek your comments on what you would think would be the appropriate option for Halton.

#### Costs of Interim Waste Disposal Options

At the present time the entire waste disposal function of the Region including the day to day operations and the necessary studies, approval processes, etc. are all paid for on a "user-pay" basis whereby all of the costs are allocated out to the operation of the landfill itself on a tippage fee for each metric tonne.

The 1983 metric tonne fee has been \$16.00.

The projection for 1984 is an increase from \$16.00 to \$17.50 - \$18.00 per metric tonne for the interim waste disposal plan utilizing the continuation of the Burlington landfill whereas the export option to Niagara Falls, New York would call for an increased tippage fee to \$37. - \$40. per metric tonne.

I should hasten to add two things:

- (a) that the large jump in the tippage fee would occur only in the first year;
- (b) the tippage fee for the export option per se remains the same year to year thereafter although there would be some small annual increases to reflect the other day to day parts of the programme.

The question to you is what impact would a raise in tippage fees from \$16./metric tonne to \$37.-\$40./metric tonne have on your operation and do you believe that you and your customers could absorb that type of increase? Because of the very sensitive nature of this entire matter, we would appreciate a sincere look at as to how the impact might be handled before responding to the question rather than a straight emotional "no".

One other financing approach that has been put to Council has been to keep the increase in the tippage fee to what was projected last year, i.e. \$16.00 to \$17.50 - \$18.00 and that if the export option is chosen, then the remainder be put on the tax bill such that waste disposal would then become partially "user-pay" and partially "tax-supported". To put the difference on the tax bill in 1984 would require an increase of approximately 13% on the Regional mill rate for the average residential assessment.

If the latter approach, i.e. putting the difference between the two options, was put on the mill rate, i.e. tax bill, as opposed to the "tippage fee", would you care which option were used?

#### Response Time

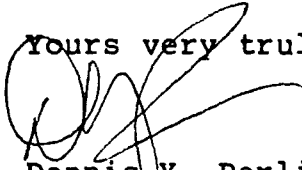
Your response is required by Thursday, October 20th, in order that this matter can be considered by the Solid Waste Management Committee on Monday, October 24th. If you would wish to speak to the Committee directly, then you should contact the Clerk's Office and ask to appear as a delegation. I am sorry for the lateness of this particular

letter but in reviewing things that are necessary to do in order to have this matter considered by Council, this particular idea of approaching those who would be impacted by a large increase in the tippage fee should the export option be chosen, just came up. That particular option has taken on greater emphasis in recent weeks with the input from the City of Burlington which supported the export option and various neighbours and ratepayer groups who also requested that Council consider the export option.

Awaiting your response, and thanking you in advance for same,

I remain,

Yours very truly,



Dennis Y. Perlin  
Chief Administrative Officer

DYP\*pm



# LEFERINK DISPOSALS LIMITED

TRAFALGAR ROAD, (R.R. 1)  
GEORGETOWN, ONTARIO L7G 4S4  
(416) 877-3942 - 8377 - 1291

Oct. 19, 1983

RECEIVED

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

OCT 1 1983

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

FILE:

REF.:

Dear Mr.D.Perlin C.A.O.

In response to your letter dated 1983 10 11 we like to draw your attention to the following.

Leferink Disposals Limited and Leferink Transfer Limited are important factors in the Regional waste management system as we handle about 8 to 10 % of the total amount of waste produced in the Region of Halton.

Halton Hills at this moment is used to a Transfer fee of \$33 per metric ton (this include the \$16 Tipping fee)

This dramatic high cost has already given severe hardship in different areas,as we will explain.

#### The RURAL HOUSEHOLD COLLECTION.

Our monthly rate for a weekly pickup in the Hamlets and rural areas jumped last year (when the Oakville site closed) from \$10/month to \$12/month . The break-down is: \$8.25 for trucks+labour, and \$3.75 for Transfer/Tipping fee.

As of this 20% increase we lost 15% of our customers.They brought the garbage personally (FREE) to the Transfer Station or dumped it in the DITCHES etc.

Also we lost customers to competition in the Acton and Ballinafad areas to a Hilsburgh contractor who is able to dump FREE of charge in Hilsburgh and had to charge only \$8 per month.

An additional charge of \$22/tonne + a 6% increase on our fee will increase our monthly rate from \$12 to \$15.50.This will be an 30% increase only a year later.

Looking at the impact of last years 20% increase an other increase of 30% will be an disaster for the rural collectors , there will be an further decline in the customer base as first people is unwilling to pay more and second the competitors from haulers from Hilsburgh,Erin and Guelph are able to conduct the same service for only 56% of our fee.

This may look good to the Region as some garbage will wind up in some one else backyard. But as for those reasons the Halton Hills private haulers have to cease there operations, than there are no options available for the areas further south in Halton Hills which can not be served by contractors from the North.

A Bad environmental impact on the rural areas may be anticipated.

#### INDUSTRIAL AND BUSINESS COLLECTION (Frontloader an Roll-Off container service)

Small container services to businesses in Halton Hills is already severely hampered by unfair competition from outside haulers which pick-up a partial truckload in Halton Hills and dump it in Guelph for FREE or in Peel for only \$12/tonne , while we have to pay \$33/tonne at the Transfer Station.

Large container service to the Industries is not so much hampered by this kind of competition. As those loads are identifyable, and not accepted at other Landfill sites.

However still we have to live with enormous complains about our high prices. While we really are very cheap but 77% of our fee charged to the customer is to pay for the Transfer an Tipping fees.

With the proposed increase of \$22/tonne this "overhead portion" will rise to 85% of our fee.

For this Industrial service we are merely "Tax collectors" Without any compensation for this money collection part of our business ,on behalf of the Region. We are even punished by the Region : 1th a letter of credit which cost some and reduced our working capital. 2th an 2% overdue charge in case our customers don't pay in time and 3th a bad name by our customers as being so darn expensive.

## CONCLUSIONS AND ADVICE

Halton Hills has proven that it could live (and survive) with a Transfer/Tippingfee of \$33/tonne .

But there were a number of very bad side effects as:

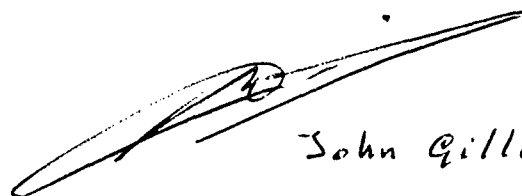
- \* Very severe rural pollution , as people is not willing (or able) to pay the price for collection when the Tipping fee is too high.
- \* Bad competition from outside haulers which dump (illegal) for FREE in Hillsburgh or Guelph OR for only \$12/tonne in Peel.
- \* Increased use of the transfer station by private citizens with loads up to 150kG for which the Region has to pay the Bill.

An additional serious cost increase would only amplify those already bad effects in such a way that private haulers have to consider to discontinue the regular weekly household collection service in the Hamlets and Rural areas with disastrous consequences for those companies and the environment.

A total tipping fee of \$18 (or even \$20) seems very well feasible to us and would even be a great blessing for Halton Hills. As it would take away the disadvantage we have now with the (illegal) outside haulers. And would give the citizens of Halton Hills the same cost for there garbage removal as the citizens from the other good Towns and Cities within the same Region. The current situation in Halton Hills is considered as very unfair by the public at large.

The remainder of the cost must be obtained out of the general funds, available from tax increases if needed.

Sincerely Yours,



John Gillissen.



WMI Waste Management of Canada Inc.  
a Waste Management Company  
55 Fenmar Drive, Weston, Ontario M9L 1M4  
416/741-1500

RECEIVED  
A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

OCT 1 1983

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

October 18, 1983.

The Regional Municipality of Halton,  
P. O. Box 7000,  
1151 Bronte Road,  
Oakville, Ontario.  
L6J 6E1.

Attention: Mr. Dennis Y. Perlin,  
Chief Administrative Officer.

Dear Mr. Perlin:

Subject: Interim Waste Disposal Plan - Request for Comments

Thank you for your letter dated October 11th asking our opinion on your proposed increase in waste disposal charges.

We intend to comment both on the short-term and long-term effects of the proposed increases in tipping fees.

Short-Term

If the Region does impose this increase of about \$25.00 per ton then this increase will have to be passed on directly to our customers. No waste hauler can absorb such a high increase in costs. We do not believe that this burden should be passed directly to our customers for the following reasons.

As you point out, the Region has a statutory obligation to provide waste disposal facilities for its tax payers. We can not believe that this mandate, if properly carried out, encourages the practice of raising disposal rates to industrial taxpayers by close to 250% at one time. We make this remark with more than the usual amount of understanding and sympathy for the Region's waste disposal problems. No one knows more than us the difficulties of providing waste disposal solutions in the 1980's. Obviously the Region has a serious waste disposal problem, but a gross increase of this kind should not fall unequally as out of pocket expenses to the business community.

Such a price increase would be unfair to the surrounding municipalities. Halton's prices would be about \$25.00 a ton higher than its neighbours, resulting in the most irresistible pressures for Halton's waste to be disposed of outside the Region, regardless of regulations. The enforcement burden imposed on neighbouring regions would be both unfair





and a nightmare to apply.

It is wrong to make this increase for purely temporary reasons. Once a price goes up it stays up whether there is any continuing justification in the light of long-term waste solution.

We feel it is unfair to impose this increase at one time on industries, who given more time to adjust, might make compensating changes in their affairs to save money by producing less waste recycling, etc.

#### Long-Term

However, Mr. Perlin in the long run we feel that the producers and handlers of wastes in Halton should be required to pay the full cost of the waste disposal. Should the Region decide as a long term solution, to build a waste to energy plant with its consequent high disposal costs, then the cost of waste disposal should be raised by stages from its present level to a level needed for economic operation of this new system. We suggest that this process begin only when the present plans become a reality and that a waste to energy scheme is a certainty.

Until this time we suggest that the sudden costs of a stop-gap scheme be borne equally by all members of the community through the tax system, and not thrust disproportionately on the business community.

Thank you for asking for our opinion. It is obvious that whatever problems Halton has communications is not one of them.

Sincerely,

James G. Temple,  
Vice-President.

JGT/sr

OCT 1 1983

Dear Mr. Berlin

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

Oct. 18/1983

In response to your letter concerning the interim waste disposal plan we feel that the export option is the worst way for us to go.

In rural areas taxes are so high that people are finding it hard to pay their monthly rate for garbage collection on top of yearly taxes. For our business to put out \$37.00 - \$40.00 per metric tonne we would have to increase our monthly rate by 60%. Now if we are forced to do so it will definitely decrease our customers so rapidly that it will without doubt put us out of business.

The "continuation option" will be more beneficial for us. As we stand right now an increase of \$1.50 - \$2.00 should not be hard to handle. As for the customers they are outraged at the tippage fee now so if it is increased to \$40.00, my opinion is the taxpayers are going to complain to the region drastically.

We appreciate you asking us for our opinion on this matter. So as we see it the "Continuation Option" will be more logical for us. Please notify us on any other developments.

R. J. FERRIER DISPOSAL  
EDEN MILLS  
NOB 1PO 519-856-4773

95

Yours Truly  
R. J. Ferrier



# Riddell Sheet Metal & Roofing Limited

389 KENORA AVENUE

HAMILTON, ONTARIO, L8E 2W3

CONTRACTORS AND MANUFACTURERS

October 17, 1983

RECEIVED

A.M. ——— P.M.

OCT 18 1983

CHIEF ADMINISTRATIVE OFFICER  
REGIONAL MUNICIPALITY OF HALTON

The Regional Municipality of Halton  
P. O. Box 7000  
1151 Bronte Rd.  
OAKVILLE, Ontario  
L6J 6E1

ATTN: MR. DENNIS Y. PERLIN  
CHIEF ADMINISTRATIVE OFFICER

Gentlemen:

RE: REGIONAL MUNICIPALITY OF HALTON  
INTERIM WASTE DISPOSAL PLAN

Thank you for the opportunity of input into your proposed changes to disposal site rate schedule.

As re-roofing is a major part of our business, it is necessary for us to dispose of all materials connected with the existing roof structure. These items include vapour barriers, insulations, asphalt or tarred papers, asphalt bitumen or coal tar pitch, gravel or slag, metal flashing, etc.

These products are generally solidly adhered to one another and standard methods of disposal are to cut through the roofing and insulation obtaining pieces of roofing approximately 3' X 3' X 4" thick, and hauling away.

As the president of "The Ontario Industrial Roofing Contractors' Association", the concerns of many of our members has been voiced related to the lack of available sites for our type of material, and the cost related to this disposal.

In some areas we have been requested to isolate the various components of the built-up roofing system in order to utilize the drop off stations used by some regions. This is impossible and has made it necessary for us to haul materials many additional miles for disposal.

The point I am trying to make is that with the freight costs increasing rapidly, and this extremely sharp increase in tippage fees, a market that is already badly depressed would continue to decline,

(CONTINUED ON PAGE #2)

ROOFING  
ASPHALT ROOFS, GRAVEL ROOFS  
SLATE ROOFS, TILE ROOFS  
CORRUGATED IRON  
SKYLIGHTS, VENTILATORS, FLASHINGS  
ASPHALT SHINGLES  
PITCH & GRAVEL

MEMBER OF:  
HAMILTON CONSTRUCTION ASSOCIATION  
ONTARIO INDUSTRIAL ROOFING CONTRACTORS ASSOCIATION  
CANADIAN ROOFING CONTRACTORS ASSOCIATION  
HAMILTON AND DISTRICT SHEET METAL CONTRACTORS INC.

SHEET METAL WORK  
DUST COLLECTING & VENTILATING  
SYSTEMS, STACKS, STAIR TREADS  
CUSTOM SHEARING & PRESS FORMING  
IN FERROUS AND NON FERROUS METALS  
SPECIAL OVENS & METAL WORKING  
IN ALL TYPES OF MATERIAL

KITCHEN & HOSPITAL  
EQUIPMENT  
STEEL  
STAINLESS STEEL  
TABLES, SINKS

96

ALL CONTRACTS CONTINGENT UPON, STRIKES, ACCIDENTS AND OTHER CAUSES BEYOND OUR CONTROL

October 17, 1983

which would result in a loss of work for many roofing contractors,  
and a loss of jobs for even more of our employees.

The roofing contractors of Southern Ontario are aware that costs  
must rise, but we would appreciate your consideration as to the  
unfortunate situation in which we have been placed.

I trust that my comments will be of assistance.

I remain,  
Sincerely yours,

RIDDELL SHEET METAL & ROOFING LTD.

Per. .....  
Ken Whiteside, Co-ordinator of  
Roofing Installations  
President of O.I.R.C.A.

KW/ia

cc: Mr. Bill Hogson  
Executive Director  
O.I.R.C.A.

CABLE ADDRESS  
"GENCO"

CABLE ADDRESS  
"FEDCAN"

# *Federated Genco Limited*

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

OCT 20 1983

P.O. BOX 5031  
4480 HARVESTER ROAD  
BURLINGTON, ONTARIO L7R 3Y8  
(416) 637-5203  
TELEX 061-8778

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

October 20, 1983.

The Regional Municipality of Halton  
P.O. Box 7000  
1151 Bronte Rd.  
Oakville, Ontario  
L6J 6E1

ATTENTION: MR. DENNIS Y. PERLIN  
CHIEF ADMINISTRATIVE OFFICER

RE: REGIONAL MUNICIPALITY OF HALTON  
INTERIM WASTE DISPOSAL PLAN  
POSSIBLE HAULAGE FOR DISPOSAL TO ENERGY  
FROM WASTE PLANT IN NIAGARA FALLS, N.Y.  
REQUEST FOR COMMENTS.

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Gentlemen:

Following up our conversation of yesterday, we feel it is important that the following points be stressed:

1. It is inconceivable how municipalities such as Burlington, Oakville, etc. under the Regional Municipality of Halton, could encourage, and continues to encourage Industrial and Residential development over the past 10-15 years, and not have a long range plan for Solid Waste Disposal, within reasonable cost limits.
2. It is also inconceivable how all forms of Government encourage restraint guidelines on one hand and have no qualms whatever about exceeding them on the other.

To answer your question as to the impact of a raise in tippage fees from \$16/metric ton to \$37-\$40/metric ton, this would increase our waste disposal costs by approximately 100%. In these difficult economic times, this would be a difficult pill to swallow.

In 1982 we trucked waste to Halton Region dump site at a cost of approximately \$25,500.00. To go with your proposed Export to N.Y. fees would jump that figure upwards to \$50,000.00

This is not acceptable to us, as approximately 95% of our solid waste is not burnable and could only be used as land fill, and therefore, would not go for export. To date, even though we have not agreed to what we consider excessive tipping fees, we have gone along on a user fee basis. For us to pay the export fee would mean, in effect, we would be heavily subsidizing the export scheme.

Your comment (a) on page three, that the large jump in the tippage fee would occur only in the first year, is like saying "Once you are dead, it won't hurt anymore, because you only have to do it once."

To answer your other question, on the other financial approach of keeping the tipping fees at the same levels and increasing the Regional Mill Rate to cover the difference, certainly this would be a cheaper way for us to go, and would be the most attractive. The costs then would be shared by all taxpayers.

Certainly we would care which option was used.

There are other comments, which we feel should be made. If an Energy from Waste Plant is available in Niagara Falls, N.Y., why is one not available in Canada? Has this ever been considered, and if so what conclusions were reached? In these days of high unemployment, would it not make sense to employ Canadians rather than Americans, to create energy from waste? Are not the Provincial and Federal Governments interested in aiding environmental, waste management, and energy saving schemes, or have they not been approached?

We trust the above comments are of value to you, and would ask that we be informed of developments in this matter as they occur.

Yours truly,

FEDERATED GENCO LIMITED



W. A. Twiner,  
Traffic Manager.

WAT:jb

cc: D. A. Thomas

Mary S. Dillon, Mgr.  
Business Services Div.,  
The Corp. of the City of Burlington  
City Hall, P.O. Box 5013  
Burlington, Ont. L7R 3Z6

Ministry of  
Transportation and  
Communications

RECEIVED

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

OCT 18 1983

CHIEF ADMINISTRATIVE OFFICER  
REGIONAL MUNICIPALITY  
OF HALTON

P.O. Box 5020  
Burlington, Ontario, L7R 3Z9  
October 18, 1983  
(Tel. #416/637-5625)

The Regional Municipality  
of Halton  
P.O. Box 7000  
1151 Bronte Rd.  
Oakville, Ontario, L6J 6E1

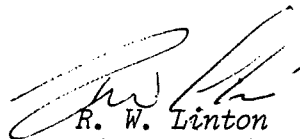
Attention: Dennis Y. Perlin,  
Chief Administrative Officer

Re: Interim Waste Disposal Plan

Dear Sir:

We have reviewed your proposal and are of the opinion that this change would not affect us too greatly in that we do not use your facilities directly ourselves. Where we and taxpayers will be involved is when we retender for our garbage disposal needs, and I am sure if your proposal involves a considerable price increase, it will be more costly to our Ministry and the taxpayers of Ontario.

Yours truly,

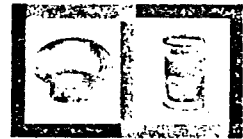


R. W. Linton  
District Administrative Officer

RWL:ss

*Leaver Mushrooms Co. Limited*

FRESH MUSHROOMS AND "LEAVER BRAND" MUSHROOMS IN TINS



7399 Guelph Line  
P.O. Box 190  
Campbellville, Ontario  
L0P 1B0

Toronto 416-821-2500  
Burlington 416-639-9334  
Milton 416-678-9375

October 19, 1983.

The Regional Municipality of Halton,  
P. O. Box 7000,  
1151 Bronte Road,  
Oakville, Ontario.  
L6J 6E1

Attention: Mr. D. Y. Perlin  
Chief Administrative Officer

RECEIVED  
A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

OCT 1983

CHIEF ADMINISTRATIVE OFFICER  
REGIONAL MUNICIPALITY  
OF HALTON

Dear Mr. Perlin:

The following is our response to the questions posed in your letter of October 11th, 1983.

The increase in tippage fees from \$16./metric tonne to \$40./metric tonne would materially increase our operating costs. Under present conditions, we would not be able to pass this cost on to our customers. Canned mushrooms from countries with extremely low labour rates have been imported into Canada at prices far below our present costs. As a result, the net return to the Canadian farmer for the mushroom content of canned product is lower than it was three years ago and all inflationary cost increases have been absorbed by the farmer. Selling prices of fresh mushrooms have increased recently but they too have not kept pace with increased expenses. Any additional cost increase would have a serious impact on the operation of the farm.

Your other proposed financing approach of partially "user pay" and partially "tax supported" would be easier for us to absorb, but this would result in an unfair burden being put on the residential taxpayer.

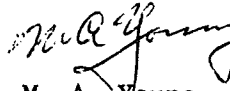
cont'd



In our opinion the "continuation option" would allow our Region time to develop its own Energy From Waste program and eliminate the large fee increases and/or tax increases at this time.

Yours very truly,

LEAVER MUSHROOMS CO. LIMITED



M. A. Young  
General Manager

MAY/mmmy



## Babcock & Wilcox Refractories

Babcock & Wilcox Industries Ltd. a McDermott company

1185 Walkers Line North  
Burlington, Ontario  
Canada L7M 1L1  
(416) 335-3414

October 19, 1983

Solid Waste Management Committee  
The Regional Municipality of Halton  
P.O. Box 7000  
1151 Bronte Road  
Oakville, Ontario  
L6J 6E1

RECEIVED

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

OCT 20 1983

CHIEF OF POLICE  
REGIONAL MUNICIPALITY  
OF HALTON

Dear Sirs:

Re: Regional Municipality of Halton -  
Interim Waste Disposal Plan -  
Possible Haulage for Disposal to Energy from  
Waste Plant in Niagara Falls, N.Y. --  
Request for Comments

Like many industries we are still suffering the impacts of the current recession and the slow pace of economic recovery. We are constantly faced with the need to pursue cost reductions in order to retain our position in a very competitive business environment.

We do not feel that this period of restraint would be an appropriate time for large increases in the cost of doing business.

The user pay export option would result in a 250% increase in our costs for waste disposal in 1984. This would increase our required budget for tippage fees from \$10,000 in 1983 to \$25,000 in 1984. We can not stress our opposition to this option enough based on simple economics.

As regards the option of provision of interim land fill capacity and the 12.5% increase in tippage fees from \$16 to \$18 per MT, this is also a significant increase which exceeds the 5% inflationary guidelines from 1984. We must remember that every cost increase in excess of the guideline will have some negative economic impact.

Solid Waste Management  
Committee

-2-

October 19, 1983

We feel very sincerely that any increase in excess of the 5% guideline is contrary to the spirit of the current efforts at economic recovery.

Since we have already experienced very large increases in tippage fees over the last several years a more gradual approach, spreading out any increases at the rate of 5% per year would be preferable.

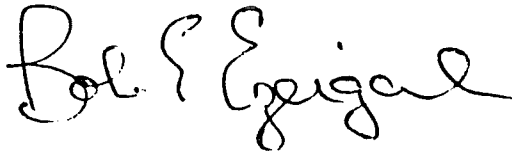
We would also caution that new industries may decide not to locate in this region, if fees rise to \$40/MT, while fees in surrounding regions, such as Hamilton Wentworth, remain considerably lower.

Many of our customers are primary manufacturers (such as steel and aluminum plants) and foundries who have suffered particularly hard blows during recent years. We need to do everything possible to assist in their recovery and look for your assistance in helping us to keep manufacturing costs and therefore prices down.

Thank you for your assistance in this matter. We will be looking forward to being updated on any progress regarding a decision.

Yours truly,

BABCOCK & WILCOX REFRACTORIES



Bob E. Ezergailis  
Materials Management Manager

BEE/jem

cc: Mr. Dennis Y. Perlin - Chief Administrative Officer  
Mr. J. Syvret - Syvret Trucking  
Mr. P.B. Crowley - Vice President & General Manager



Ministry of  
Education

The  
Ernest C. Drury  
School

416/878-2851

Ontario Street S.  
Milton, Ontario  
L9T 2M5

October 17, 1983

RECEIVED

ALL INFORMATION CONTAINED HEREIN IS UNCLASSIFIED

OCT 1983

MINISTRY OF EDUCATION  
MILTON, ONTARIO  
L9T 2M5

Mr. D. Y. Perlin  
Chief Administrative Officer  
Regional Municipality of Halton  
P.O. Box 7000  
1151 Bronte Road  
Oakville, Ontario  
L6J 6E1

Dear Mr. Perlin:

I am in receipt of your letter dated October 11, 1983 with regard to the various proposals for waste disposal.

This facility is a branch of the Ministry of Education and as such is fully supported from the general revenue of the Province. Whatever decision is made with regard to waste disposal will affect us to the extent that we will have to request additional funds for future years to cover whatever costs are necessary.

Yours truly,

  
B. A. Mitchell  
Program Director  
Support Services

BAM:lj

105

burlington hydro-electric commission, 1340 brant street, burlington, ontario L7R 3Z7

office of the general manager

j. d. kelly, p. eng.

RECEIVED

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

OCT 18 1983

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

October 18, 1983

Regional Municipality of Halton,  
Post Office Box 7000,  
OAKVILLE, Ontario.  
L6J 6E1

Attention: Mr. D. V. Perlin  
Chief Administrative Officer

Gentlemen:

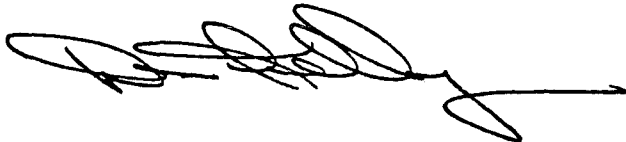
This is further to your letter of October 11th, concerning the impact on our operation of increasing tippage fees for waste disposal.

These costs form such a small portion of our operating expense that costs quoted for various alternatives would have no discernible effect.

Having answered your basic question, I cannot resist some personal observations.

I gather that the pressure for the more expensive export option is coming from average citizens. If the user pay basis is maintained there will be no financial impact on this sector. I cannot help but feel that it is easy to support a cause that takes nothing from your pocket. If the increased costs were to be tax supported, opinions might change. As an individual ratepayer, I know I am not prepared to support paying anything to export our garbage.

Yours truly,



J. D. Kelly, P. Eng.,  
General Manager

JDK/gl

RECEIVED **Hotz and Sons**

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_ **SCRAP AND SURPLUS MATERIALS**

**OCT 17 1983**

**166 FERGUSON AVE. N.**

**HAMILTON, ONT.**

**L8L 4Y4**

**CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON**

**PHONE (AREA CODE 416) 527-9266**

**October 18, 1983.**

The Regional Municipality of Halton,  
P. O. Box 7000,  
Oakville, Ontario. L6J 6E1

**Attention: Dennis Y. Perlin.**

Dear Sir:

Re your letter of October 11, 1983. You are directing your enquiry to the wrong people. You should be sending your letter to all the companies in the Halton region that use the Commercial Haulers to haul their refuse to the Burlington Landfill.

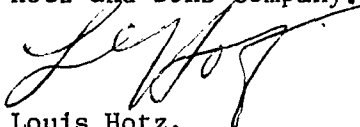
Since they are the tax payers they should have some say in the matter.

Also why do you want to send the garbage to Niagara Falls, New York. Follow Hamilton - Wentworth lead and have the garbage brought to a transfer station and then delivered to a landfill site.

Please acknowledge receipt of this letter.

Yours truly,

Hotz and Sons Company.



Louis Hotz.  
General Manager.

LH/mp

107

**VIA**  
DISPOSAL  
SERVICE  
CO.  
LTD.

**VIA DISPOSAL SERVICE CO. LTD.**

4325 STEELES AVE. WEST, SUITE #228  
DOWNSVIEW, ONTARIO M3N 1V7

TEL.: 665-0505

RECEIVED

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

OCT 17 1983

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

October 17, 1983

Mr. Dennise Y. Perlin  
The Regional Municipality of Halton  
1151 Bronte Rd  
Oakville, Ontario  
L6J 6E1

RE: Export Option:

Dear Mr. Perlin,

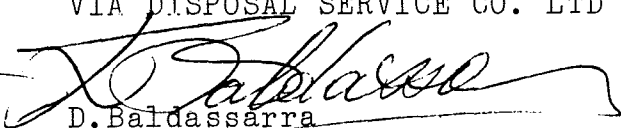
VIA DISPOSAL SERVICE CO. LTD., would like to state, that an increase in tippage fees from the present \$16.00 per metric tonne, to an estimated increase of \$40.00 per metric tonne would be too much of a burden for our company and our clients to absorb, considering the present economy and the day to day operating costs.

Further, the approach to the partial "user pay" and partial "tax supported options", if the export option were chosen, basically it would make no difference to us, although in our opinion, the difference should remain applicable to the tippage fees.

We trust, that our response is satisfactory and remain,

Sincerely yours,

VIA DISPOSAL SERVICE CO. LTD

  
D. Baldassarra  
Manager

DB/cpb

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**RECEIVED**

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

**OCT 18 1983**

**CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON**

Roy's Cartage  
Div. of 544718  
Ontario Limited  
1403 Tansley Dr.  
Oakville, Ont.  
L6L 2n6  
Oct. 17, 1983

Dear Mr. D. Perlin;

In regards to your letter for proposal on Interim or Export disposal of waste, Roy's Cartage votes yes for the Interim System for disposal of waste. Our business would be able to handle a small increase from \$16.00 - \$18.00 a metric tonne.

As far as the Export System, Roy's Cartage votes no, there is no way my business and customers can absorb this increase, our business would have to fold.

Yours truly,



NR/gm

Noel Roy  
President



Oct. 19/83 - 10:30 a.m.

Randy Benjamin - Standard Products Ltd.

"As far as Standard Products Ltd. is concerned, no we could not absorb that type of increase. Normally it is our estimate that we would pay \$5,100 based on the present system of disposing at the Burlington Site. If we went to Niagara, it would be \$11,300 - over \$6,000 more - So, no, we would not be in favour."

OCT 19 1983

CHIEF ADMINISTRATION  
REGIONAL MUNICIPALITY  
OF HALTON

Glen Williams, Ont.,

Oct. 18, 1983.

Regional Municipality of Halton,

Interim Waste Disposal Plan,

1151 Bronte Rd., P.O. Box 7000,

OAKVILLE, Ont. L6J 6E1

ATTENTION :- MR. DENNIS Y. PERLIN.

Dear Sir:

In response to your letter on Interim Waste Disposal,  
received Monday October 17, 1983.

1. In receiving this letter three(3) days before your meeting,  
we have had no time to get any input from our customers,  
we can only submit our opinion.
2. Just putting the tipping fee up Two Dollars (\$2.00) a metric  
tonne, we will have to increase our monthly charge accordingly.  
Putting it up to Twenty-Two Dollars (\$22.00) will put us  
out of Business. Every time we have to increase our charge  
we lose a few customers, but the Region suffers because  
garbage can be seen dumped along the rural roads. What is  
it going to be when we have to double our charge?
3. In your letter you have not stated where the shipping of  
Waste to Niagara Falls, N. Y. is going to be picked up.  
Will we still take it to Burlington or will it be shipped  
from each Municipality? We service three out of four  
Municipalities, so therefore it would be convenient to know  
as to the increases we have to charge. You are very vague  
on this.
4. We as a Company feel that putting the difference on the  
tax bill if the export option is chosen, but would prefer

///

the phasing basis at the Burlington Landfill Site, until a new landfill site or sites are found.

5. The City of Burlington and various neighbours so stated will still have to put up with all the trucks etc. if you go to the export option, if it is going to be transferred to the States from the site at Burlington.
6. This problem of Landfill Sites has been going down hill since Regional Government came in. This is the eighth year and the Region is no closer than when it started. And as long as the Councillors think only of their own Municipalities and not as one body for the Whole Region there will be no solution in the next eight years. Until the Region can work as one body and care about All The People they won't accomplish what Regional Government stands for.

Really Mr. Perlin in your last paragraph this just proves that the south comes before the north. We were just a last thought. But Thankyou anyway for at least this.

Yours truly,

*Margaret M. Haines*

Margaret M. Haines (Mrs)  
President

J. J. Haines & Sons Ltd.,

Disposal Services,

5 GlenCrescent Drive,

GLEN WILLIAMS, Ont.

L7G 2X6



October 14th, 1983

Mr. Dennis V. Perlin,  
Chief Administrative Officer,  
The Regional Municipality of Halton,  
P. O. Box 7000,  
OAKVILLE, Ontario  
L6J 6E1

Dear Sir:

Re: Waste disposal plan

We are currently being charged by Leferink Disposals of Georgetown, \$30.55 per ton. I assume the difference between this and your stated charge of \$16.00 is haulage and compaction which would be \$14.55.

Bearing this in mind, an increase of from \$16.50 to \$18.00 for additional haulage may not be out of line.

One question I have is, can I ship direct and perhaps save part of the cost which would be a transfer cost?

Also, do I receive consideration because I am paying to have my garbage compacted?

As far as total costs are concerned, If I cannot find a cheaper way to dispose of my garbage, the increase will not put us out of business.

Your letter indicates that considerable work has already been undertaken but still the options are quite far apart in cost. I trust every effort has been taken to keep the high quote reasonable.

May we be kept informed of progress?

Yours truly,

D. G. Constant  
Controller

DGC/ja

A Division of/Une Division de  
BASF Canada Inc.

80 Todd Road  
Georgetown, Ontario  
L7G 4R7  
Telephone 416-877-6952  
Telex 06-97848

76 rue des Carrières  
Chambly, Québec  
J3L 2H6  
Téléphone 514-658-1709  
Télex 05-267497

RECEIVED

A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

OCT 21 1983

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

# OAKVILLE PLACE

MANAGEMENT OFFICE: 240 LEIGHLAND AVENUE, OAKVILLE, ONTARIO L6H 3H6  
TELEPHONE (416)842-2140

October 21, 1983

The Regional Municipality of Halton  
P.O. Box 7000  
1151 Bronte Road  
OAKVILLE, Ontario  
L6J 6E1

ATTENTION: MR. DENNIS Y. PERLIN  
CHIEF ADMINISTRATIVE OFFICER

Dear Mr. Perlin

RE: REGIONAL MUNICIPALITY OF HALTON  
INTERIM WASTE DISPOSAL PLAN

In response to your letter of October 11, 1983, concerning the above, please be advised that any increase in tippage fees relative to Oakville Place would be passed on to the tenants on a pro rata basis in their Common Area Maintenance costs.

However, if it is an either or choice, we would support the 'user pay' alternative rather than increase the mill rate.

Naturally, we would prefer to see a solution resolved on a more economical basis and trust every effort to this end will be pursued.

Yours truly

  
R. J. NIELSEN  
GENERAL MANAGER

/ljh

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## Babcock & Wilcox Refractories

Babcock & Wilcox Industries Ltd. a McDermott company

1185 Walkers Line North  
Burlington, Ontario  
Canada L7M 1L1  
(416) 335-3414

October 19, 1983

Solid Waste Management Committee  
The Regional Municipality of Halton  
P.O. Box 7000  
1151 Bronte Road  
Oakville, Ontario  
L6J 6E1

RECEIVED  
A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

OCT 20 1983

CHIEF ADMINISTRATOR  
REGIONAL MUNICIPALITY  
OF HALTON

Dear Sirs:

Re: Regional Municipality of Halton -  
Interim Waste Disposal Plan -  
Possible Haulage for Disposal to Energy from  
Waste Plant in Niagara Falls, N.Y. --  
Request for Comments

Like many industries we are still suffering the impacts of the current recession and the slow pace of economic recovery. We are constantly faced with the need to pursue cost reductions in order to retain our position in a very competitive business environment.

We do not feel that this period of restraint would be an appropriate time for large increases in the cost of doing business.

The user pay export option would result in a 250% increase in our costs for waste disposal in 1984. This would increase our required budget for tippage fees from \$10,000 in 1983 to \$25,000 in 1984. We can not stress our opposition to this option enough based on simple economics.

As regards the option of provision of interim land fill capacity and the 12.5% increase in tippage fees from \$16 to \$18 per MT, this is also a significant increase which exceeds the 5% inflationary guidelines from 1984. We must remember that every cost increase in excess of the guideline will have some negative economic impact.

| CLERK'S OFFICE |   |           |   |
|----------------|---|-----------|---|
| COPY TO        |   | FOR       |   |
| Chairman       |   | CLERK     |   |
| CAO, INFO      | ✓ | COMMITTEE | ✓ |
| Dir. Bus Dev   |   | REPORT    |   |
| M.O.H.         |   | REPORT    | ✓ |
| Se'ctor        |   |           |   |
| Dir. Plan      |   | REPORT    |   |
| Dir. PW        | ✓ |           |   |
| Dir. Pers.     |   |           |   |
| Dir. Soc Ser   |   |           |   |
| Treasurer      |   |           |   |

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# Babcock & Wilcox Refractories

Solid Waste Management  
Committee

-2-

October 19, 1983

We feel very sincerely that any increase in excess of the 5% guideline is contrary to the spirit of the current efforts at economic recovery.

Since we have already experienced very large increases in tippage fees over the last several years a more gradual approach, spreading out any increases at the rate of 5% per year would be preferable.

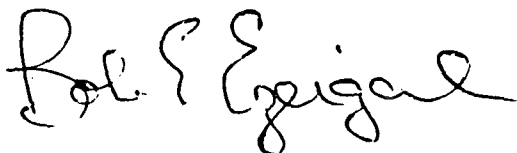
We would also caution that new industries may decide not to locate in this region, if fees rise to \$40/MT, while fees in surrounding regions, such as Hamilton Wentworth, remain considerably lower.

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Thank you for your assistance in this matter. We will be looking forward to being updated on any progress regarding a decision.

Yours truly,

BABCOCK & WILCOX REFRACTORIES



Bob E. Ezergailis  
Materials Management Manager

BEE/jem

cc: Mr. Dennis Y. Perlin - Chief Administrative Officer  
Mr. J. Syvret - Syvret Trucking  
Mr. P.B. Crowley - Vice President & General Manager

FINANCIAL IMPACT OF SOLID WASTE OPTIONS

The financial impact of the various Solid Waste Disposal options was assessed, specifically based upon:

- Option 1: a 100% Landfill option or
- Option 2: a 75% B.F.I./25% Burlington Landfill

The attached tables to this report provide the projected impact and analysis relating to revenues, expenditures, reserve fund position and required capital program.

A comparison of utility costs for the average household within this Region that Waste Disposal represents is approximately 2% of total utility costs for the average residential user.

EXPORT OPTION

This option has been developed including the assumption of the Halton Hills Transfer Station contract and also includes the following assumptions:

- 1) Three year contract with B.F.I. at following rates:

|      |               |
|------|---------------|
| 1983 | \$26.80/tonne |
| 1984 | \$27.50/tonne |
| 1985 | \$29.25/tonne |
| 1986 | \$31.00/tonne |

- 2) Include cost of Transfer Station at Burlington plus costs of landfill 25%.

- 3) Assumes only Phase "A" expansion of Burlington site needed.

- 4) Assumes new landfill in operation on January 1, 1987 and E.F.W. on January 1, 1989.

FINANCIAL IMPACT

The cost per tonne under the two options is \$17.50 under the 100% landfill compared to \$41.75 imputed cost per tonne under the 75/25% export option.

Should Council select the export option, in 1984, an amount of \$4,239 million revenue shortfall would arise if the tipping was maintained at the level set out in the Capital Budget. The only alternative would be to apply a special Solid Waste charge in one form or another to be applied on the property taxes. It is suggested that if this option is selected by Council the amount recovered for Waste Disposal be treated as a special charge and not included in the Region's General Levy.



The impact to the average residential taxpayer with an assessment of \$6,500 in the Region, is estimated at:

| <u>1983<br/>Regional Levy</u> | <u>Increase for<br/>Waste Disposal</u> | <u>%</u> |
|-------------------------------|----------------------------------------|----------|
| \$168.87                      | \$32.50                                | 19%      |

It should be emphasized that this increase is only attributable to the Waste Disposal component. The total impact including all municipal and educational services levied on realty taxes if one assumes a minimum increase of 5% is estimated at approximately \$90.00.

## 100% LANDFILL\*

(\$ inflated)

|                             | <u>1984</u>  | <u>1985</u>  | <u>1986</u>  | <u>1987</u>  | <u>1988</u>  |
|-----------------------------|--------------|--------------|--------------|--------------|--------------|
| <u>Revenues</u>             |              |              |              |              |              |
| Tipping Fee (\$/tonne)      | 17.50        | 19.00        | 20.50        | 21.50        | 22.50        |
| Tonnes                      | 174,950      | 183,000      | 186,500      | 190,000      | 193,600      |
| Tipping Fee Revenue (\$000) | 3,062        | 3,477        | 3,823        | 4,085        | 4,356        |
| Miscellaneous Revenue       | 3            | 0            | 0            | 0            | 0            |
| Total Revenue (\$000)       | <u>3,065</u> | <u>3,477</u> | <u>3,823</u> | <u>4,085</u> | <u>4,356</u> |
| <u>Expenditures (\$000)</u> |              |              |              |              |              |
| Operations                  | 2,112        | 2,221        | 2,354        | 2,495        | 2,645        |
| Contribution to Capital     | 418          | 182          | 166          | 700          | 0            |
| Debt Charges                | 535          | 535          | 535          | 611          | 1,258        |
| Transfer to Reserves        | 0            | 539          | 768          | 279          | 453          |
|                             | <u>3,065</u> | <u>3,477</u> | <u>3,823</u> | <u>4,085</u> | <u>4,356</u> |
| Revenue Shortfall (\$000)   | <u>0</u>     | <u>0</u>     | <u>0</u>     | <u>0</u>     | <u>0</u>     |

-----

Reserve Fund/Work-in-Progress Status  
(\$000)

|                          |              |              |                |              |                |
|--------------------------|--------------|--------------|----------------|--------------|----------------|
| Opening Balance          | 1,590        | 2,234        | 2,435          | 0            | 768            |
| Interest (9%)            | 143          | 201          | 219            | 0            | 69             |
| Previous Year's Transfer | 814          | 0            | 539            | 768          | 279            |
| Contribution to Capital  | 418          | 182          | 166            | 700          | 0              |
| Applications             | <u>(731)</u> | <u>(182)</u> | <u>(3,359)</u> | <u>(700)</u> | <u>(1,116)</u> |
| Closing Balance          | <u>2,234</u> | <u>2,435</u> | <u>0</u>       | <u>768</u>   | <u>0</u>       |

\* 100% of waste available for landfilling. Does not include 5% waste which is source separated.

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## 75% EXPORT/25% LANDFILL\*

(\$ inflated)

|                                                     | <u>1984</u>  | <u>1985</u>  | <u>1986</u>    | <u>1987</u>  | <u>1988</u>    |
|-----------------------------------------------------|--------------|--------------|----------------|--------------|----------------|
| <u>Revenues</u>                                     |              |              |                |              |                |
| Tipping Fee (\$/tonne)                              | 17.50        | 19.00        | 20.50          | 21.50        | 22.50          |
| Tonnes                                              | 174,950      | 183,000      | 186,500        | 190,000      | 193,600        |
| Tipping Fee Revenue (\$000)                         | 3,062        | 3,477        | 3,823          | 4,085        | 4,356          |
| Miscellaneous Revenue                               | 3            | 0            | 0              | 0            | 0              |
| Total Revenue (\$000)                               | <u>3,065</u> | <u>3,477</u> | <u>3,823</u>   | <u>4,085</u> | <u>4,356</u>   |
| <u>Expenditures (\$000)</u>                         |              |              |                |              |                |
| Operations                                          |              |              |                |              |                |
| Export Contract                                     | 3,969        | 4,416        | 4,770          | 0            | 0              |
| Halton Hills TS Contract**                          | 356          | 395          | 427            | 0            | 0              |
| Other Operating Costs                               | 2,444        | 2,271        | 2,407          | 2,495        | 2,645          |
| Contributions to Capital                            | 0            | 30           | 0              | 700          | 0              |
| Debt Charges                                        | 535          | 535          | 535            | 611          | 1,258          |
| Transfer to Reserves                                | 0            | 442          | 768            | 279          | 453            |
|                                                     | <u>7,304</u> | <u>8,089</u> | <u>8,907</u>   | <u>4,085</u> | <u>4,356</u>   |
| Revenue Shortfall (\$000)                           | <u>4,239</u> | <u>4,612</u> | <u>5,084</u>   | <u>0</u>     | <u>0</u>       |
| Imputed Tipping Fee(A)***                           | 41.75        | 44.20        | 47.76          | 21.50        | 22.50          |
| -----                                               |              |              |                |              |                |
| <u>Reserve Fund/Work-in-Progress Status (\$000)</u> |              |              |                |              |                |
| Opening Balance                                     | 1,590        | 2,316        | 2,524          | 0            | 768            |
| Interest (9%)                                       | 143          | 208          | 227            | 0            | 69             |
| Previous Year's Transfer                            | 814          | 0            | 442            | 768          | 279            |
| Contribution to Capital                             | 0            | 30           | 0              | 700          | 0              |
| Applications                                        | <u>(231)</u> | <u>(30)</u>  | <u>(3,193)</u> | <u>(700)</u> | <u>(1,116)</u> |
| Closing Balance                                     | <u>2,316</u> | <u>2,524</u> | <u>0</u>       | <u>768</u>   | <u>0</u>       |

\* Total to 100% of waste available for disposal. Does not include 5% of waste which is source separated.

\*\* Assumes Region's responsibility to finance operations of Halton Hills T.S. including haulage to Burlington Landfill Site.

\*\*\*Imputed tipping fee is fee/tonne necessary to eliminate revenue shortfall.

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# COMPARISON OF UTILITY COSTS FOR AVERAGE HOUSEHOLDS

|              | <u>Waste</u> | <u>W/S</u> | <u>Gas</u> | <u>Elect</u> | <u>Tel.</u> | <u>Total</u> |
|--------------|--------------|------------|------------|--------------|-------------|--------------|
| <u>1982</u>  |              |            |            |              |             |              |
| Burlington   |              |            |            |              |             |              |
| \$/household | \$ 26        | 176        | 676        | 247          | 271         | 1,396        |
| % of total   | 1.9          | 12.6       | 48.4       | 17.7         | 19.4        | 100.0        |
| Oakville     |              |            |            |              |             |              |
| \$/household | 31           | 188        | 676        | 242          | 285         | 1,422        |
| % of total   | 2.2          | 13.2       | 47.6       | 17.0         | 20.0        | 100.0        |
| Halton Hills |              |            |            |              |             |              |
| \$/household | 21           | 197        | 676        | 233          | 267         | 1,394        |
| % of total   | 1.5          | 14.1       | 48.5       | 16.7         | 19.2        | 100.0        |
| Milton       |              |            |            |              |             |              |
| \$/household | 21           | 176        | 676        | 241          | 267         | 1,381        |
| % of total   | 1.5          | 12.7       | 49.0       | 17.5         | 19.3        | 100.0        |
| <u>1983</u>  |              |            |            |              |             |              |
| Burlington   |              |            |            |              |             |              |
| \$/household | 27           | 200        | 770        | 252          | 278         | 1,527        |
| % of total   | 1.8          | 13.1       | 50.4       | 16.5         | 18.2        | 100.0        |
| Oakville     |              |            |            |              |             |              |
| \$/household | 33           | 209        | 770        | 252          | 294         | 1,558        |
| % of total   | 2.1          | 13.4       | 49.4       | 16.2         | 18.9        | 100.0        |
| Halton Hills |              |            |            |              |             |              |
| \$/household | 31           | 213        | 770        | 252          | 273         | 1,539        |
| % of total   | 2.0          | 13.8       | 50.0       | 16.4         | 17.8        | 100.0        |
| Milton       |              |            |            |              |             |              |
| \$/household | 27           | 200        | 770        | 256          | 273         | 1,526        |
| % of total   | 1.8          | 13.1       | 50.5       | 16.8         | 17.8        | 100.0        |

## Assumptions

Water and Sewers: 55,000 gallons of water per year per household  
 Gas: Heat and hot water only  
 Electricity: Cooking, clothes drying, lighting and small appliances  
 Telephone: Two phones per household,  
                     Long distance - \$11.per month for Burlington,  
                                             Halton Hills and Milton  
                                             - \$9 per month for Oakville



**Waste  
Systems**

BROWNING-FERRIS INDUSTRIES LTD.  
Toronto District

SCHEDULE "M" TO C.A.O. REPO. #319/83

RECEIVED

29 SEP 1983

HALTON REGION  
PUBLIC WORKS

161 BRIDGELAND AVENUE • TORONTO, ONTARIO M6A 1Z1 • 416/789-7341

September 28th., 1983.

The Regional Municipality of Halton,  
Post Office Box 7000,  
2316 South Service Road W.,  
Oakville, Ontario.  
L6J 6E1

Attention: Mr. George Woodburn, P.E.  
Manager of Waste Disposal

Subject: Addendum # 1 Proposal for Solid Waste Management Services

Gentlemen:

On June 7, 1983, Browning-Ferris Industries Ltd. (BFI) submitted a proposal for management of the Region's waste. Since the submission, BFI, our joint-venture partner Robran Construction Ltd. and Regional staff have had numerous conversations regarding the subject proposal. The purpose of this letter is to incorporate the substance of those conversations by addendum into our June 7, 1983 proposal.

As suggested in the initial proposal a temporary transfer station will be permitted and constructed at the City of Burlington's landfill by the Region of Halton with support from our joint-venture company. All costs associated with permitting, construction and operation of the temporary transfer station would be borne by the Region and in addition to the prices quoted herein.

It has been decided and we agree that our proposal should be based upon the disposal of a minimum of 150,000 tons per year of solid waste material at the Oxidental Energy Corporation energy from waste facility in Niagara Falls, New York. As initially proposed, we would use alternate landfill sites in the event that the Oxidental facility would be inoperable during any periods.

cont...

The term of the contract will commence on January 1, 1984 or shortly thereafter. You have requested and we have provided below the disposal price depending upon the length of contract term. For a three-year term, four-year term and a five-year term:

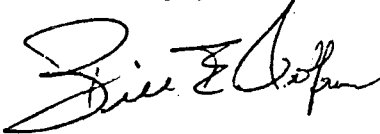
| <u>Term of Contract<br/>Years</u> | <u>Price, Dollars Canadian<br/>Per Short Ton</u> |
|-----------------------------------|--------------------------------------------------|
| Three-Year                        | \$26.80/ton                                      |
| Four-Year                         | \$25.75/ton                                      |
| Five-Year                         | \$25.00/ton                                      |

If the Region could only guarantee less than 150,000 tons, say 140,000 tons the price would increase, however it would not increase significantly. The prices quoted are based on June 1983 dollars and would be escalated based on the Canadian Consumer Price Index to determine the actual price at start-up and price throughout the term of the contract.

We feel the timing for this project is critical and it is important for us to begin pursuit with the Region of the necessary operating and construction permits so that transfer hauling can begin as early as possible in 1984 thus conserving vital landfill space at the City of Burlington landfill.

This proposal is intended to supplement that submitted on June 7, 1983 and, therefore, should be considered an addendum thereto. We are looking forward to working with you on this project and if you have any questions, do not hesitate to contact me.

Sincerely yours,



William E. Wolfram  
Divisional Vice-President  
East Central Region,  
For Browning-Ferris Industries Ltd.

c.c.- Robran Construction Ltd. Cliff Neal  
- Newco Waste Systems Brian Swartzenberger & Sean Irwin

WW/mb

June 7, 1983

RECEIVED  
8 JUN 1983  
HALTON REGION  
PUBLIC WORKS

Regional Municipality of Halton  
P.O. Box 7000  
2316 South Service Road W.  
Oakville, Ontario  
L6J 6E1

Attention: Mr. George Woodburn, P.E.  
Manager of Waste Disposal

Subject: Proposal for Solid Waste Management Services

Gentlemen:

During the past months your office has had several conversations with affiliates of Browning-Ferris Industries Ltd. regarding solid waste management services for the Region. The purpose of this letter is to formalize our offer to provide services, establish a frame work for further discussions of those services and the negotiations of a solid waste management contract.

The Region presently uses the City of Burlington's landfill as a disposal site for solid waste. The landfill has limited capacity and therefore the Region is desirous of exploring alternatives to landfill disposal at the City of Burlington's facility for both short and long term. One of the alternatives being considered is the use of the Occidental Energy from Waste Facility in Niagara Falls, New York. A joint venture company that includes Browning-Ferris Industries and its affiliates; Newco Waste Systems of Buffalo, New York a sister company and Robran Construction Ltd. of St. Catherines; would like to offer a proposal for solid waste management that entails the following:

- 1) The permitting and construction of a temporary transfer station at the City of Burlington's landfill or some other site designated by the Region to facilitate the loading of open top tractor trailers for solid waste transfer out of the Region to an Energy from Waste Facility.

Continued.....2

2) Disposal of all or part of the Region's 200,000 tons per year of solid waste at the Occidental Energy Corporation Energy from Waste Facility in Niagara Falls, New York.

3) In the event that the Energy from Waste Facility is inoperable during certain periods we would propose to continue to dispose of the Region's waste at alternate landfill facilities located in Buffalo, New York and/or the Province of Ontario.

We have estimated that such services could be priced at approximately \$25.00 CDN per ton of waste exclusive of transfer station operation and construction costs if a five year contract, or longer, could be executed. Our estimate of \$25.00 per ton is predicted upon receiving 100% of the Region's waste. The price increase, for a lesser amount, for example 50,000 tons per year (25%), would be less than \$5.00 per ton. A more important factor in minimizing the cost to the Region for said services would be the length of the contract. The minimum length of the contract that should be considered is three years. Assuming however special provisions could be included in the contract that would provide for the Region and buy the transfer tractors and trailers in the event of contract termination at the end of the third year. Failure to include such a term in the contract would require the accelerated depreciation of the tractors and trailers over three years rather than five with a proportionate increase in cost to the Region. This increased cost is estimated to be less than \$5.00 per ton. We would recommend the following contracting approach to provide lowest cost services to the Region:

Initial contract term of three years with mutual options to renew for five successive five-year periods. This will accommodate the interim transfer station permit and construction to allow immediate extension of the City of Burlington's landfill life expectancy and provide for future long term disposal.

The Region would guarantee a minimum amount of 150,000 tons per year with the option for an additional 50,000 tons by mutual agreement.

Our joint venture would agree to manage the guaranteed minimum at a price of approximately \$25.00 per ton, excluding transfer station operations/construction costs, and would have the right, but not the obligation, to manage the additional 50,000 tons per year. All materials handled by the joint venture would be disposed of in the Occidental Facility or alternate landfill sites in the New York State and/or the Province of Ontario.



We feel the joint venture company can offer you the unique advantages of having guaranteed disposal services for your waste, short term and long term through the utilization of Resource Recovery facilities and landfills, a combination unavailable to other potential solid waste management services companies.

I would like to meet with you on Thursday, June 9, in your offices to discuss our proposal further and determine how we may proceed to develop a Services Agreement. Thank you for your consideration.

Very truly yours,

BROWNING-FERRIS INDUSTRIES



William E. Wolfram  
Divisional Vice President  
East Central Region

WEW/ddm