



The Regional Municipality of Peel

September 18, 1986.

CHAIRMAN AND MEMBERS
OF REGIONAL COUNCIL:

Re: IMPLEMENTING LOCATIONAL EQUITY IN SANITARY LANDFILL

At the August Council meeting the following resolutions were referred to the September 25th Council meeting.

- 1.) "That staff report to the September 25, 1986 Council meeting on consolidating Resolution 86-515 with the concept of the operation of multiple landfill sites;

And further, that this report be distributed to Councillors prior to the September 25, 1986 meeting."

86-516

(For Council reference Resolution 86-515 reads as follows;

"That the Region of Peel in preparing an Official Plan take into consideration item 10 of the Agreement between the Region of Peel and the City of Mississauga regarding landfill sites."

86-515

and item 10 of the Agreement reads as follows;

"That the Region will seek and designate areas suitable for landfill sites in the City of Brampton and the Town of Caledon, and will continue to investigate and analyze such areas in order to try to ensure that each of the area municipalities in the Region of Peel shall in the long term provide a share of the total land requirements for landfill sites, commensurate with the exigencies of economics, environmental considerations, and the general impact on the area municipalities.")

- 2.) "That the Region of Peel do the necessary testing in Mississauga to locate an appropriate area or areas for future landfill sites;

And further, that the results come back to Regional Council as soon as possible."

86-517

In addition, the letter from the City of Brampton (informing the Region of the amount of land which it would rezone for the next landfill site) which had been deferred from the July 8, 1986 Council meeting was to be dealt with on September 25, 1986.

There are two further related matters which, while not specifically directed to staff for review, are not as yet dealt with. These are;

- a) the motion by Councillor McKechnie,

"That the Region of Peel commence a study to identify an alternative landfill site in Mississauga and such a study not include the potential expansion of Britannia Landfill Site;

And further, that any hearing for a second landfill site in Mississauga will not commence until final approval has been given to a landfill site in the City of Brampton."

which was deferred by Resolution 86-444-6 to the August 7, 1986 Council meeting but not dealt with at that meeting,

and

- b) the Notice of Motion by Councillor McCallion,

"Whereas the City of Mississauga has accepted garbage from the City of Brampton over several years;
Therefore be it resolved that development in the City of Brampton be curtailed until a landfill site has been selected in the City of Brampton."

which was introduced at the August 7, 1986 Council meeting.

The purpose of this report is to provide a mechanism for consolidating the contents of Item 10 of the 1977 Mississauga/Peel Agreement with the concept of operating multiple landfill sites in a way which will allow the remaining items to be dealt with.

FIRST PRINCIPLES

It needs to be recognized that while there is a long history of intent to share the responsibility for provision of landfill capacity among Peel's three Area Municipalities, this intent was always contingent upon other key considerations. For example, environmental suitability and the cost of developing/operating a site have been consistently acknowledged as prime factors in any decision. The Region is intent upon establishing a site acceptable to the requirements of the Environmental Assessment Act.

CONSOLIDATING ITEM 10 WITH MULTIPLE SITE OPERATION

- IMPLEMENTING LOCATIONAL EQUITY -

In order to address the consolidation into the Official Plans of Item 10 with the concept of multiple site operations, staff conducted a full review of prior Council resolutions on the following subjects;

- a) Determination of the Planning Period
- b) Existing Official Plan positions of the Region and the three Area Municipalities.
- c) Brampton as the Preferred Location for the next Site
- d) Preference for Landfill Capacity in Each Area Municipality
- and e) Potential for Landfill in Several Locations after Brampton Site Located.

The detailed resolutions, grouped by each of the above subject areas, are presented in Appendix A to this report. A brief summary of the resolutions is set out below.

SUMMARY OF PAST DECISIONS

a) Determination of the Planning Period

In 1984, the timeframe to govern the Solid Waste Master Plan was extended from 20 years to 40 years and this has remained unchanged. With respect to achieving locational equity, therefore, Council has directed that 40 years is the most appropriate planning term. It should be noted that in 1986, Stage II (Final) of the Master Plan addressed the equity issue of having only one 40 year Brampton site versus two smaller sites. Council directed that this be further assessed in Stage III.

b) Existing Official Plan Positions

The appropriate clauses of the Official Plans of the Area Municipalities are appended as are the clauses of the Region's most recent draft, Draft "C".

The Mississauga O.P. reflects the presence of the Britannia Sanitary Landfill Site. It states that operations at Britannia Sanitary Landfill Site will be limited to a maximum of 12 years. Given that Britannia Sanitary Landfill Site was the first new site established by the Region, the Mississauga O.P. seeks to achieve equity by stating that no further Mississauga sites will be designated until the Region has established plans, policies and programs to determine available sites in areas of Peel other than Mississauga. This approach is not far removed from the intent in Item 10 of the Mississauga/Peel Agreement. Both clearly imply that equity would suggest the next site be other than in Mississauga and both speak to the establishment of long-term policies and plans. The O.P. does not formally recognize, as

the Agreement does, the presence of economic, environmental and other conditions which must be met in order to select any site.

The Town of Caledon O.P. speaks to the three sites which were operational at the time of its writing (one, Chinguacousy, has since been closed). The O.P. speaks to limiting the disposal of putrescible waste but clearly provides for the use of the sites for Caledon's non-putrescible waste. It incorporates participation in the development of long-term programmes.

The Brampton O.P. and the current draft of the Regional O.P. are virtually identical with respect to locating landfill sites. They are also very similar to Item 10 in the Mississauga/Peel Agreement. They speak to a long-term sharing of the total land requirements among the Area Municipalities to the extent allowed by economic, environmental and impact conditions. They formally identify the preference to be given to Brampton as the location of the next site, subject only to the satisfaction of the same conditions (primarily economic, environmental and general impact) which are set forth in Item 10 of the Agreement.

It would appear, therefore, that Official Plan statements incorporate the concepts in Item 10 of the Peel/Mississauga Agreement. The only noticeable variance is the reference in Item 10 to sites in Caledon, whereas Regional Council subsequently determined that the selection would focus on Brampton only - a decision confirmed in the provincially-approved Brampton Official Plan. This is not necessarily an irreconcilable difference. Locational equity can perhaps be achieved through self-sufficiency on the part of one municipality (Caledon) while the responsibility to host joint-use sites is shared by the other two municipalities. It needs to be recognized that Caledon earlier hosted a joint-use facility at Chinguacousy. Once the initial use of Britannia by Brampton has been equalized by Mississauga's use of the Brampton site, equity might be achieved by operating landfill sites in each of the three Area Municipalities so long as approved capacity remains available. This would require, of course, acceptance of a multiple operating site approach and the availability of approved capacity.

c) Brampton as the Preferred Location for the Next Site

Not only is Brampton identified as the preferred location for the next site in the Brampton O.P. and the Region's Draft O.P., it has been confirmed through numerous Regional Council resolutions. In 1979, the Region approved its inclusion in the Brampton Official Plan. In 1982, the Region confirmed the site in Brampton was the top priority and also in 1982 Brampton was identified as first preference when the principle of long-term sharing was approved. In 1984, Council confirmed that it wanted a Brampton site to preserve capacity at Britannia for Mississauga use. In 1985, Council resolved that the selection and approval of the Brampton site must precede a study of Britannia - an approach which was confirmed in 1986.

There is no doubt that Council intends the next site to be in Brampton if allowed by the economic, environmental and general impact constraints. It is equally clear that the City of Brampton has accepted this approach.

d) Requirement for Landfill Capacity in Each Area Municipality

This objective has been enunciated by Council for more than 10 years. In 1976, Council sought O.P. revisions which would identify a minimum of 2 sites in each municipality with each site a minimum of 200 acres. In 1977, when proceeding towards Britannia, Council sought to protect sites in the other two municipalities. During the next few years, proposals were considered for inclusion of maps in Official Plans to identify potential landfill areas. Primarily because of public concern that these areas were not sufficiently specific and as a result placed a "cloud" over too large an acreage, a more specific study of Brampton was commissioned in 1982. In commenting upon the Brampton Official Plan, Regional Council stated a preference for the long-term sharing of responsibility to provide landfill sites in each area municipality. This is a long-standing objective.

In 1984, Council approved that the Britannia Site be used to its maximum capacity "as long as possible" with the proviso that any capacity beyond 1990 would be reserved for Mississauga. A 1986 resolution, however, directed that Britannia be used only as provided for under the Agreement. Subsequently, Council on several occasions has indicated that future use of Britannia would be decided following the Brampton site identification.

The policy statement included later in this report resolves the problem by re-stating that any remaining capacity at Britannia beyond 1990 should be reserved for Mississauga-only waste and requires the concurrence from the City of Mississauga.

e) Potential for Landfill in Several Locations after Brampton

Site Located

It should be noted that multiple sites have been operated by the Region, in Mississauga and Caledon, since the Region's formation. However, it was envisaged during the late 1970's and early 1980's that Britannia would be utilized for 12 years and replaced by the new Brampton Sanitary Landfill Site. It was the 1984 Task Force Report that generated the resolution that the Region should be prepared to operate two sites as soon as the Brampton site was located in order to preserve the Britannia capacity for Mississauga waste. Also in 1984, Council approved the study of Britannia expansion for Mississauga waste only. This was altered in 1985, however, when the study was deferred, to be undertaken only after the Brampton site was selected and

approved. Also in 1985, Council directed that the Master Plan and Landfill Search process incorporate the different transportation costs arising from a two-site operation. In summary, the direction approved in 1984 toward multiple operating sites has been hindered due to the time required to locate a Brampton sanitary landfill site.

SUMMARY OF CONSOLIDATING ITEM 10 WITH MULTIPLE SITE OPERATION

The positions taken by Regional Council over the past years and those incorporated within the Area Municipality Official Plans are relatively similar and consistent with the consolidation of Item 10 of the Agreement and the concept of multiple site operation to achieve locational equity in the sharing of landfill responsibility.

A POLICY DIRECTION FOR THE MASTER PLAN

It has already been stated and demonstrated that the preference for locational equity is a long standing objective of Regional Council. This preference recognizes the priority of environmental and other considerations as, indeed, the Environmental Assessment Act dictates it must. Nevertheless, this well-established preference as reflected in the Peel/Mississauga Agreement and elsewhere is the basis for limiting the present search for a Regional landfill site to the City of Brampton.

In light of Council's 1984 decisions with respect to Britannia and recognizing the many difficulties faced by every Ontario municipality currently engaged in searching for landfill capacity, Regional staff sought approval in 1985/86 to study lands north and east of Britannia. Either this approach or a wider study could possibly create additional capacity for Mississauga. Such would be consistent with the locational equity preference incorporated within existing Council resolutions.

Some cautions should be noted about achieving locational equity. First and most obvious is the necessity to obtain Environmental Assessment approval. This could be a challenge given the increasingly urban nature of Mississauga and the ever expanding environmental sensitivities recognized by the Environmental Assessment process. Secondly, locational equity in some services cannot be achieved. For example, an E.F.W. facility is often related to a specific industrial consumer. The location of many Regional facilities must be determined by factors associated with geography, engineering, finance and environmental control. It is recognized that these factors also govern landfill site locations, and the recommended policy incorporates the over-riding nature of these constraints.

To date, the Region's Waste Management Master Plan has avoided a broad (long-term) discussion of locational equity because no

comprehensive direction on long-term equity has been given.

In developing such a policy, staff has recognized that the current Brampton Council position accepts the establishment of a 12 year joint-use landfill site in Brampton. However, when one considers actual experience, it is anticipated that Brampton waste will have been directed to Britannia for a period of approximately 10 years (1980-1990). This period of time is incorporated as the basis for equity in establishing the time period for joint-use of the Brampton site. The recommended policy, for inclusion in the four Official Plans and in Stage III of the Master Plan, is as follows:

POLICY ON LOCATIONAL EQUITY IN SHARING OF SANITARY LANDFILL

RESPONSIBILITY

The Region of Peel shall seek locational equity among the Area Municipalities as it pertains to the establishment of landfill sites under the following terms:

- 1) It is understood that the constraints of economics, transportation, land use and environmental considerations must be met if a Sanitary Landfill Site is to be selected and approved under the Environmental Assessment Act;
- 2) It is understood that the first new Regional sanitary landfill site was located in the City of Mississauga and that this site will accept waste from Brampton for a period of approximately 10 years;
- 3) Assuming that environmental approval is received, the next sanitary landfill site shall be located in the City of Brampton and brought into operation as soon as possible;
- 4) Any landfill capacity which remains at Britannia Sanitary Landfill Site after the Brampton Sanitary Landfill Site commences operations (not later than 1990) shall be reserved for Mississauga-only waste, should this use for Mississauga-only waste beyond 1990 be approved by the City of Mississauga.
- 5) Recognizing that waste from Brampton will have been directed to Britannia for a period of approximately 10 years, Mississauga waste may be directed to the Brampton Sanitary Landfill Site for a comparable period.
- 6) Upon the completion of Brampton's use of Britannia Sanitary Landfill Site before the end of 1990 and the completion of Mississauga's use of the Brampton Sanitary Landfill Site for a comparable period, the burden will be considered equalized between Brampton and Mississauga,

- 7) Subject to the Environmental Assessment Act, the Region shall obtain sufficient landfill capacity within all Area Municipalities as soon as possible so that the Region can simultaneously operate sites for Brampton-only, Caledon-only and Mississauga-only waste, respectively, from the time that the burden has been equalized (or earlier if requested by both the City of Brampton and the City of Mississauga) until the end of the 40 year period and only if approval for such landfill capacity cannot be obtained will further joint-use site(s) be considered.

As noted, this policy statement should be incorporated within the Official Plans of all four municipalities and the Solid Waste Master Plan of the Region. It would provide a focused synopsis of the prior positions of all municipalities in Peel.

Firstly, it incorporates the intent of Item 10 of the Mississauga/Peel agreement in that it seeks to designate and operate sites in Brampton and Caledon such that the burden of waste disposal is equalized and thereafter seeks to continue the equity in the future through having a site within each municipality to accept that municipality's waste. It references the same constraints on landfill selection which are present in Item 10 of the Agreement.

Secondly, it is consistent with the present Official Plans of the Area Municipalities and Regional Draft Official Plan. It establishes the long-term policy and plan required by the Mississauga O.P. to locate sites in other areas which was the prerequisite to designating further Mississauga sites and provides the mechanism to achieve locational equity. It is consistent with the Brampton O.P. and Regional Draft O.P. in that it provides the necessary long-term sharing and equity and identifies Brampton, at least for a period of time, as a joint-use site. This policy statement reflects the intent of self-sufficiency and self-reliance.

And lastly, this policy statement reflects prior Council direction on the fact that Brampton should host a joint-use site to balance the burden of joint-use at the Britannia site and that the Region should be prepared to operate multiple sites to achieve a sense of equity. The policy statement directs that the Region should obtain sites at the earliest possible date so as to be in a position to operate multiple sites as soon as the joint-use burden has been equalized or earlier if requested - but only earlier if requested by both the City of Brampton and the City of Mississauga.

IMPLEMENTING THE LOCATIONAL EQUITY PRINCIPLE

On the basis that this policy statement accurately reflects the intention of Regional Council, the remainder of this report identifies the actions which would be required for implementation.

In order to determine the site requirements in each area municipality necessary to fulfill the above policy, the requirements which the Environmental Assessment Act places upon the Master Plan process must be considered.

The Master Plan is endeavouring to lay out a 40 year strategy. Over the 40 year timeframe, Stage II of the Master Plan provides for aggressive targets for recycling (23% of waste) and Energy From Waste (37% of waste) such that landfill will provide disposal of only 40% of Regional solid waste over the next 40 years.

Despite these aggressive targets, the Ministry of the Environment strongly recommends that the Master Plan provide for a "worst case" scenario for the period which will accommodate the forecast waste volumes without any non-landfill waste disposal. In other words, the Master Plan should address the landfill facilities required to dispose of 100% of the solid waste over the period as a "worst case". The Master Plan, therefore, is providing landfill capacities for the "fall back" position - if no improvements in recycling and no disposal through EFW materialize. To the extent that recycling and/or EFW volumes do meet the target, the identified landfill capacities will be more than sufficient for the 40 year period resulting in a smaller than expected acreage utilization or an opportunity to use the site or sites for more than 40 years.

When these 40 year requirements are combined with Council's previously established principles, the following acreage requirements are generated for facilities within each area municipality.

ACREAGE REQUIREMENTS WITH NO REDUCTION: "WORST CASE"

As Council is aware, the Britannia Sanitary Landfill Site presently has a capacity to accept waste beyond 1990. If Brampton's waste is directed away from Britannia after 1990, Britannia can accommodate Mississauga-only waste for a further four years until mid-1994. Given that this would complete Britannia to its design contours and given that it entails a lower transportation cost for Mississauga ratepayers, it might be the disposal site for Mississauga-only waste between 1990 and 1994. This will delay, until 1995, the period during which a facility in Brampton is to receive Brampton and Mississauga waste.

This approach is incorporated within the following calculations of estimated required capacities, based on present generation and compaction rates.

- 1) Brampton
1990-1994
 - Disposal facility must accommodate Brampton-only waste, as Mississauga waste will be completing Britannia to design contours. This entails approximately 1.0 million tonnes and requires 36 acres

- 1) Brampton cont'd.
1995-2004 - Facility must accommodate solid waste from Brampton and Mississauga. Over a period of approximately 10 years, this would entail approximately 8.5 million tonnes and require 319 acres
- 2005-2026 - Facility must accommodate Brampton-only waste which entails approximately 6.7 million tonnes and requires a further 273 acres
- 2) Mississauga
1990-1994 - Mississauga-only waste completes Britannia to design contours.
- 1995-2004 - Provided the economic, land use, transportation and environmental conditions are met, waste would be disposed of in Brampton.
- 2005-2026 - Facility must accommodate Mississauga-only waste which entails approximately 16.9 million tonnes and requires 565 acres

Under this case, the next landfill site, in Brampton, should comprise 355 acres to provide for Brampton-only waste until Britannia is full and Brampton and Mississauga waste for the subsequent 10 years. Subsequent sites of 273 acres and 565 acres would be required for Brampton and Mississauga waste, respectively, if no success in recycling or EFW were achieved.

ACREAGE REQUIREMENTS WITH 60% REDUCTION (RECYCLING AND EFW):

"BEST CASE"

If the 60% reduction target is achieved, the size of landfill sites required after 2004 will be significantly reduced.

Firstly, with Britannia receiving only Mississauga waste, it would provide capacity until the end of 1998. The joint-use period of the new Brampton site would therefore be the 10 years between 1999 and 2008.

Secondly, the 355 acre site in Brampton would not be filled at the end of the joint-use period by Brampton and Mississauga. In fact, capacity would exist to accommodate Brampton-only garbage for the remainder of the 40 year period thereby avoiding the need for the additional 273 acres.

Thirdly, the acreage required in Mississauga for Mississauga waste beyond 2008 (approx.) would be reduced by slightly more than 50%. The volume to be landfilled would be reduced to approximately 5.7 million tonnes which would require only 242 acres instead of 565 acres.

3) Caledon

Under the policy enunciated above, the Region would need to locate a facility in Caledon to provide for Caledon-only waste from now until 2026. With no expansion to present sites in Caledon, capacity exists to handle Caledon-only waste until approximately 1991. Assuming no success in reduction, approximately 1.3 million tonnes would be generated in Caledon between 1992-2026 which would require 93 acres. If the 60% reduction target were achieved, the tonnages would drop to approximately .6 million tonnes, which would utilize the capacity of the Caledon sites plus an additional 53 acres by 2026. The program should, therefore, seek a further 93 acres in Caledon, which would provide for disposal until 2026 with no change in reduction percentages but would last considerably beyond 2026 if the 60% targets were achieved.

SUMMARY

In summary, the worst and best cases would require the following acreages over time.

<u>Acreages Within</u>	<u>To End of Joint-Use</u>	<u>Acres Required</u>	
		<u>For Balance of Period</u> <u>With No</u> <u>Reduction</u>	<u>With 60%</u> <u>Reduction</u>
Brampton	355	273	0
Mississauga	0	565	242
Caledon	←————— 93 —————→		

A minimum of 355 acres is therefore required in Brampton. A further 273 acres could be required at the end of the joint-use but will not be necessary should the 60% reduction target be achieved.

A minimum of 242 acres will be required in Mississauga for the second half of the planning period but 565 acres will be necessary if the reduction target is not achieved.

Caledon requires 93 acres additional capacity, which will last for the planning period or well beyond it if the reduction targets are achieved.

Other scenarios are possible. Britannia could be closed in 1990, notwithstanding that additional capacity would exist for Mississauga-only waste. However, given that landfill capacity is such a valuable resource, one must hope that the site will be utilized to the approved contours.

The above analysis provides the widest-possible range of acreage requirements. The "worst case" is extremely unlikely and the "best case" extremely aggressive. Actual experience which falls between the two extremes will generate acreage requirements within the above-noted range.

RESULTS FROM LOCATIONAL EQUITY POLICY REVIEW

The purpose of this review of the tonnages to be generated and the acreages required is to isolate those results which emerge from the application of the principle of locational equity.

Firstly, there is confirmation of the appropriateness of searching for a Brampton sanitary landfill site of approximately 400 acres.

Secondly, it is clear that both Mississauga and Caledon require further sites to achieve the objectives of this approach. There is no doubt that they are necessary - all that remains is the question of when the additional acreage should be sought. As well, it is possible that further future capacity could be required in Brampton.

The third is that Brampton retains for Brampton-only waste any capacity which remains after the joint-use commitment has been honoured. This capacity could exist due to improved compaction methods over time or due to improved performance in recycling and utilization of EFW. The use of the Brampton site for Mississauga waste must be limited as is Brampton's use of Britannia, with any capacity remaining for Brampton-only waste.

The fourth element is that no Brampton garbage is disposed of in Mississauga after 1990. This allows that any existing capacity may be used for Mississauga-only waste.

Let us look specifically at the third and fourth element. To date circumstances have not allowed actions to be guaranteed which would ensure that these conditions will in fact be met.

As we are all now aware, the search for a sanitary landfill site under the Environment Assessment Act is an extremely time-consuming process. A Brampton site has not yet been selected and approved for use under the Act and such final approval is expected to be 12-18 months away. As experience in other jurisdictions indicates, there is no guarantee that approval will be received in which case the process would have to be begun anew. There is today, therefore, no guarantee that a Brampton site will be operational by 1990 and, therefore, Regional Council is not able to guarantee that Brampton waste will not require use of Britannia after 1990.

It is, I believe, this lack of a guarantee which has led Council to defer matters dealing with the future use of Britannia and the search for further capacity in Mississauga until after a Brampton site has been secured.

Because Council has not dealt with the future of Britannia or the search for further Mississauga capacity, due to this lack of certainty, doubts have been created with respect to our ability to guarantee the reverse - that Mississauga waste will go to the new Brampton site for only a limited period after which time a new Mississauga site will be available.

These doubts arise from the time-consuming and complex nature of a landfill search and the fact that the growth in Peel can be expected to make a successful search even more difficult in the future than it is today. In short, Regional Council cannot guarantee that further landfill capacity in Mississauga can be found and the fear exists as it would be expected to be increasingly more difficult to find further capacity as time passes. It has been this doubt which, I believe, has generated the recent City of Brampton resolution that the site in Brampton be limited to the smallest size which will fulfill the commitment to accept Mississauga waste. The fear is that to select a larger site may generate a situation where the Brampton site is called upon to receive Brampton and Mississauga waste on an emergency basis well into the future.

In summary, the same one fear - that locational equity won't be achieved (because one site may be called upon to serve in an emergency situation) - exists for both municipalities. It is generating a situation whereby decisions may be made which reduce the chance of implementing equity within a viable 40 year plan.

Recognizing that there are no guarantees with respect to the 1990 timeframe, staff investigated the possibility of arranging an emergency contingency agreement with respect to the Keele Valley Landfill Site. Staff had exploratory discussions with senior staff at York, Vaughan and Metro with respect to utilizing K.V.S.L.S. for Brampton waste from 1990-93 if the present Brampton landfill search was unsuccessful. This time period was thought to be appropriately short yet allow a restarted Brampton landfill

search in the event that one was required through the Environment Assessment process. It was hoped that this alternative, while not providing a guarantee, could provide a greatly increased level of certainty.

Staff discussions have not generated positive results. York has indicated that their currently-approved capacity will last only until the late 1990's and they have received several external requests for access. To this very significant fear of depleting their own capacity, must be added the considerable traffic concerns staff would have.

While Regional staff were prepared to consider conditions dealing with transportation routes, reciprocal use of Peel capacity, the possibility of a future request by York for such an agreement and York's anticipated requirement that we act now to avoid using the agreement, it appears that there is virtually no chance of success in this approach. In essence, given the number of requests from others, their position is not unlike that of Peel in that they believe each Region should address its own responsibility to host waste facilities. Further pursuit of this contingency arrangement is not recommended.

Similarly, investigations regarding the export of waste to Occidental in New York State indicate virtually no chance of long-term success. The Company no longer is actively seeking new garbage suppliers, volume increases are becoming more difficult to negotiate and significant price increases are therefore apparent. Agreements to date have not been long-term but are limited to the next 2 to 3 years and concerns are beginning to surface regarding the likelihood of the border being closed to waste exports.

To this already complex issue has now been added a time pressure. Prior Council decisions indicated that the future use of Britannia would be considered when a Brampton site was secured. The recent Fitzwood OMB decision, however, will limit Council's alternatives with respect to the future use of Britannia if it is not considered well before December 1, 1986. Within present Council direction this will not be possible as there is no chance that a Brampton site will be secured well before December 1, 1986.

As members of Council are aware, the history of this issue led to a C.A.O. recommendation that lands adjacent to Britannia (north and east) be studied. Just as the present Brampton search is being pursued with urgency, the search for additional landfill capacity in Mississauga should also be pursued now, given the recent OMB decision. Just as there are no guarantees with respect to a Brampton sanitary landfill site, there are no guarantees that additional landfill capacity can be acquired within the City of Mississauga. To delay the search for the necessary capacity and allow future growth and/or the recent OMB decision to restrict the chances of success would be equally detrimental to the chance of obtaining long-term locational equity.

Guaranteeing "equity" requires guarantees of successful landfill capacity searches in all three area municipalities and no such guarantees are possible. Existing policy statements recognize the absence of guarantees as they speak to "searching" for alternate sites and "the exigencies of economics, environmental considerations and general impact on the area municipalities". All that is certain is that the kind of growth experienced in both Brampton and Mississauga reduces the likelihood of finding suitable landfill sites in the future. The best opportunity for achieving long-term equity exists by undertaking the following actions now as a package.

1. Continue the search for a Brampton sanitary landfill site of approximately 400 acres - staff anticipate identifying the preferred site later this year.
2. Conduct a search for further landfill capacity in Mississauga without limitations, for Mississauga waste.
3. Pursue the expansion of the Albion Sanitary Landfill Site and conduct a search for additional landfill capacity in Caledon without limitations, for Caledon waste.

Undertaking these actions now, as a package, would provide the highest degree of certainty available that long-term equity in solid waste disposal can be achieved in the Region of Peel.

IT IS THEREFORE RECOMMENDED THAT the following policy of locational equity in the sharing of sanitary landfill responsibility be approved and incorporated in the Regional Draft Official Plan and Solid Waste Master Plan;

POLICY ON LOCATIONAL EQUITY IN SHARING OF SANITARY LANDFILL RESPONSIBILITY

The Region of Peel shall seek locational equity among the Area Municipalities as it pertains to the establishment of landfill sites under the following terms:

- 1) It is understood that the constraints of economics, transportation, land use and environmental considerations must be met if a Sanitary Landfill Site is to be selected and approved under the Environmental Assessment Act;
- 2) It is understood that the first new Regional sanitary landfill site was located in the City of Mississauga and that this site will accept waste from Brampton for a period of approximately 10 years;

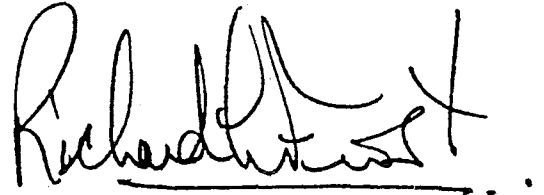
- 3) Assuming that environmental approval is received, the next sanitary landfill site shall be located in the City of Brampton and brought into operation as soon as possible;
- 4) Any landfill capacity which remains at Britannia Sanitary Landfill Site after the Brampton Sanitary Landfill Site commences operations (not later than 1990) shall be reserved for Mississauga-only waste, should this use for Mississauga-only waste beyond 1990 be approved by the City of Mississauga.
- 5) Recognizing that waste from Brampton will have been directed to Britannia for a period of approximately 10 years, Mississauga waste may be directed to the Brampton Sanitary Landfill Site for a comparable period.
- 6) Upon the completion of Brampton's use of Britannia Sanitary Landfill Site before the end of 1990 and the completion of Mississauga's use of the Brampton Sanitary Landfill Site for a comparable period, the burden will be considered equalized between Brampton and Mississauga,
- 7) Subject to the Environmental Assessment Act, the Region shall obtain sufficient landfill capacity within all Area Municipalities as soon as possible so that the Region can simultaneously operate sites for Brampton-only, Caledon-only and Mississauga-only waste, respectively, from the time that the burden has been equalized (or earlier if requested by both the City of Brampton and the City of Mississauga) until the end of the 40 year period and only if approval for such landfill capacity cannot be obtained will further joint-use site(s) be considered.

AND FURTHER THAT the above policy be referred to the Area Municipalities for their immediate approval of it as a policy statement and for their inclusion of it within their Official Plans as an amendment as soon as possible.

AND FURTHER THAT the following three point action plan be approved, as a package, to implement the Policy on Locational Equity in Sharing of Sanitary Landfill Responsibility.

1. That the Region continue with urgency the present search for a Brampton Sanitary Landfill Site of approximately 400 acres;
2. That the Region immediately commence a search for further landfill capacity in Mississauga without limitations, for Mississauga-only waste; and

3. That the Region continue with urgency the evaluation of the expansion of the Albion Sanitary Landfill Site and conduct a search for further landfill capacity in Caledon without limitations, for use for Caledon-only waste.

A handwritten signature in black ink, appearing to read "Richard L. Frost", with a horizontal line drawn underneath it.

Richard L. Frost,
Chief Administrative Officer.

DETAILED REVIEW OF RESOLUTIONS

a) Determination of the Planning Period

That the following recommendations of the Waste Management Task Force as amended be approved:

2. That the normal 20 year projections in the Waste Management Master Plan be augmented by 40 year projections.

part of 84-252

This recommendation was amended to read:

"LS 7:

That the following issues be included in the detailed social impact studies for the Brampton Landfill Search:

- (a) the equity of one or more new 40 year landfill sites.
- (b) the effect of a landfill site on Brampton's Official Plan.
- (c) the effect of a landfill site on agricultural land."

carried 86-281-20

- b) Existing Official Plan Positions of the Region and the three Area Municipalities.

Mississauga Official Plan

reference to Britannia Sanitary Landfill Site

"....operations on the site will be limited to a maximum of 12 years."

- 4.9.7.1(e) - "no other sites for sanitary landfill purposes will be designated in Mississauga until the Region, in consultation with the City, has prepared satisfactory long-term plans, policies and programs for waste management facilities which will determine, among other things, available specific sites in areas within the Region of Peel other than Mississauga."

Caledon Official Plan

- 2.5.9.3 The three sanitary landfill sites presently in operation and licenced by the Ministry of the Environment are outlined on Schedule A as Waste Management Areas. The use of these landfill sites for the disposal of putrescible solid wastes shall be terminated at the earliest possible date following the opening of the new Regional Municipality of Peel landfill site. However, these sites may continue for the disposal of non-putrescible solid waste originating within the Town.
- 2.5.9.9 Close liaison shall be maintained with the Regional Municipality of Peel and the Ontario Ministry of the Environment with regards to the operation and future planning of a solid waste management programme.

Brampton Official Plan

- 5.7.18 Council endorses the principle that new Sanitary Landfill Sites should be selected on the basis that each area municipality will, in the long-term, provide a share of the total land requirements for Sanitary Landfill Sites for the Region of Peel, commensurate with the exigencies of economics, environmental considerations and the general impact on the area municipalities.
- 5.7.1.9 In accordance with policy 5.7.1.8. in locating the next Sanitary Landfill Site, preference shall be given to the City of Brampton subject to the locational constraints outlined in policy 5.7.1.7, recognizing the requirements of financial, transportation, land use and environmental considerations, together with the general impact on the area municipalities.

Regional Draft Official Plan

- 4.5.3.13 The selection of new Sanitary Landfill Sites shall ensure that each area municipality will, in the long-term, provide a share of the total land requirements for Sanitary Landfill Sites for the Region of Peel, commensurate with the exigencies of economics, environmental considerations and the general impact on the area municipalities.
- 4.5.3.14 Notwithstanding paragraph 4.5.3.13 in locating the next Sanitary Landfill Site, preference shall be given to the City of Brampton subject to the locational constraints outlined in paragraph 4.5.3.1, recognizing the requirements of financial, transportation, land use and environmental considerations, together with the general impact on the area municipalities.

c) Brampton as the Preferred Location for the Next Site

That the Region of Peel approve of the inclusion in the Brampton Official Plan of that part of the waste management policy areas map located within the boundaries of the City of Brampton (Schedule "A" to the report of the Commissioners of Public Works and Planning on Waste Management Policies dated January 16, 1979) with an Official Plan Amendment being required on the specific site or sites.

79-77-24

That the finding of a sanitary landfill site in Brampton be given top priority in the Solid Waste Management Study and the consultants not zero in on the Town of Caledon and the City of Mississauga;

And further, that this investigation be concurrent to the study of the alternatives on solid waste disposal;

82-350-5

That the Ministry of Municipal Affairs and Housing be advised that the Region of Peel supports Brampton's request for a Minister's Modification to the Plan as approved by the City of Brampton Council on August 16, 1982 to:

- i) include the following two new policies to Solid and Liquid Waste Management, Section 5.7 of the Plan:

"5.7.1.8 Council endorses the principle that new Sanitary Landfill Sites should be selected on the basis that each Area Municipality will in the long term, provide a share of the total land requirement for sanitary landfill sites for the Region of Peel, commensurate with the exigencies of economics, environmental consideration and general impact on the Area Municipalities.

"5.7.1.9 In accordance with policy 5.7.1.8 in locating the next Sanitary Landfill Site, preference shall be given to the City of Brampton, subject to the locational constraints outlined in policy 5.7.1.7, recognizing the requirements of financial, transportation, land use and environmental considerations together with the general impact on the Area Municipalities."

- ii) re-numbering existing policies 5.7.1.8 to 5.7.1.14 as policies 5.7.1.10 to 5.7.1.16;

And further, that a copy of the Regional Commissioner of Planning's report dated August 19, 1982 be forwarded to the Ministry of Municipal Affairs and Housing and the City of Brampton for their information.

82-504-15

c) Cont'd.

That the following recommendations of the Waste Management Task Force as amended be approved:

9. That the existing 200 acres at the Britannia Sanitary Landfill Site be utilized to maximum capacity.
10. That the Region be prepared to develop and operate two landfill sites simultaneously so that Brampton/Caledon waste is diverted from the Britannia Sanitary Landfill Site and its capacity is retained for the City of Mississauga as long as possible.

part of 84-252

That Council defer Recommendation 6 as contained in the report of the Chief Administrative Officer and discuss future use of Britannia Landfill Site after the Region of Peel has selected and gained approval for a landfill site within Brampton's borders.

85-150-23

THEREFORE be it resolved that CAO 5. be amended with the following:

"that any application to the Environmental Board of the Ontario Municipal Board for any potential sites in Mississauga be made only after the approval of a Brampton site by the Provincial approval agencies, in line with the Mississauga Peel agreement By-law Number 601-77.

86-369

That no action be taken regarding CAO 5 until concrete answers on the development of the Brampton landfill site are brought forward.

86-371

In light of Resolution 86-371 it was considered that no action should be taken with respect to 86-369 being a motion to amend CAO 5.

d) Requirement for Landfill Capacity in Each Area Municipality

That the decision to expand landfill Site 4 to Parts 2 and/or 3 not be made at this time, but be delayed until further confirmation of the impact of resource recovery programs is established, with the delay time not to exceed 1980;

And further, that the Region make a formal request to the Ministry of the Environment to expand its terms of resource recovery subsidies to include waste processes other than those already included in its program;

And further, that the City of Mississauga, the City of Brampton and the Town of Caledon be requested to make revisions in their Official Plans for the establishment of environmentally suitable landfill sites, with a minimum of 200 acres per site and a minimum of 2 sites per municipality.

76-260-14

That the "Hydrogeological Study Report, Mississauga Landfill Site "B" be received and that Site B (400 acres) be identified as acceptable for landfill purposes subject to environmental approvals;

And further, that the City of Mississauga be requested to protect Site 4 part 1 (200 acres) and Site B (400 acres) for landfilling purposes by the planning process;

And further, that the City of Brampton and the Town of Caledon be requested to protect potential landfill areas by the Planning process and that the Region proceed with an analysis of sites so designated.

77-252-22

That the Waste Management Policy Areas and Waste Management Policies, attached to the joint report of the Commissioners of Planning and Public Works dated April 25, 1978, as amended, be adopted in principle as the Regional Waste Management Policy Statement and referred to the Area Municipalities for a response within 90 days;

And further, that the Regional Waste Management Policy Statement, once approved by the Ministry of Housing, be forwarded to the City of Mississauga, the City of Brampton and the Town of Caledon for inclusion, with appropriate modifications, in their respective Official Plans;

And further, that the Region of Peel, in conjunction with the Area Municipalities undertake, where appropriate, detailed studies within the Waste Management Policy Areas to locate suitable landfill sites for future use;

And further, that Resolution 76-260-14 be amended by the deletion of the third paragraph regarding revisions to the Official Plans of the Area Municipalities for the establishment of landfill sites, and in its place, the Region of Peel request each Area Municipality to conform to the Waste Management Policies attached to the joint report of the Commissioner of Planning and Commissioner of Public Works dated April 25, 1978;

And further, that the Region of Peel request the Province of Ontario to amend existing legislation to consolidate requisite public hearings in order to avoid duplication, excessive delays and unnecessary public costs with respect to approvals of essential public works.

78-179-24

That the Ministry of Municipal Affairs and Housing be advised that the Region of Peel supports Brampton's request for a Minister's Modification to the Plan as approved by the City of Brampton Council on August 16, 1982 to:

- i) include the following two new policies to Solid and Liquid Waste Management, Section 5.7 of the Plan:

"5.7.1.8 Council endorses the principle that new Sanitary Landfill Sites should be selected on the basis that each Area Municipality will in the long term, provide a share of the total land requirement for sanitary landfill sites for the Region of Peel, commensurate with the exigencies of economics, environmental consideration and general impact on the Area Municipalities.

"5.7.1.9 In accordance with policy 5.7.1.8 in locating the next Sanitary Landfill Site, preference shall be given to the City of Brampton, subject to the locational constraints outlined in policy 5.7.1.7, recognizing the requirements of financial, transportation, land use and environmental considerations together with the general impact on the Area Municipalities."

- ii) re-numbering existing policies 5.7.1.8 to 5.7.1.14 as policies 5.7.1.10 to 5.7.1.16;

And further, that a copy of the Regional Commissioner of Planning's report dated August 19, 1982 be forwarded to the Ministry of Municipal Affairs and Housing and the City of Brampton for their information.

82-504-15

That the report entitled "Solid Waste Management Study: Progress Report" dated November 7, 1983, by the Commissioner of Public Works be received;

And further, that the Planning Departments of the Region and the Area Municipalities be requested to review the incorporation of a Landfill Policy Area Map in their respective Official Plans and prepare a statement in this respect by February 1, 1984;

And further, that a report be prepared regarding compensation to property owners in the vicinity of landfill sites including past practices and events in Peel and the policies of other municipalities;

And further, that the consultant (MacLaren Plansearch) be requested to provide a work requirement and cost estimate for the review of past reports regarding the siting of landfill sites in Peel covering Mississauga and Caledon to support the current landfill study in Brampton;

And further, that the consultant (MacLaren Plansearch) report on the detailed hydrogeological testing and the preparation of the landfill design and operating report and their incorporation in Stage II;

And further, that the Region's Property Manager be authorized to negotiate Permission to Enter agreements on properties in Area "B" to perform environmental investigations including hydrogeological tests.

83-554-3

This recommendation was amended to read:

"MP 2:

That landfilling in the Region should be minimized to take no more than 40 percent of the Region's wastes over the 40 year study period recognizing this will require a new site or sites totalling 162 hectares (400 acres), or the equivalent in smaller sites, assuming the use of the existing Britannia site in accordance with the agreement between the Regional Municipality of Peel and the City of Mississauga."

86-281-36

e) Potential for Landfill in Several Locations after Brampton Site Located

That the following recommendations of the Waste Management Task Force as amended be approved:

9. That the existing 200 acres at the Britannia Sanitary Landfill Site be utilized to maximum capacity.
10. That the Region be prepared to develop and operate two landfill sites simultaneously so that Brampton/Caledon waste is diverted from the Britannia Sanitary Landfill Site and its capacity is retained for the City of Mississauga as long as possible.

part of 84-252

That Regional Council request the Waste Management Task Force to study the appropriateness of expanding the limits of the Britannia Sanitary Landfill Site for solid waste generated by Mississauga only either to the north or east, or in both directions, and report back to Regional Council as soon as possible;

part of 84-397-10

That Areas I - VII as identified by the Technical Steering Committee in their September, 1984 report be fully evaluated and documented on a comparative basis and that this analysis be presented to Regional Council;

And further, that five additional criteria be added to the methodology of the evaluation:

- a) the new hydrogeological details of North West Brampton be integrated into all future reports;
- b) the impact on neighbouring municipalities;
- c) the transportation costs to multiple or one site scenarios;
- d) the financial impact on adjacent land uses;
- e) the total impact on neighbouring municipalities.

85-150-7

That Council defer Recommendation 6 as contained in the report of the Chief Administrative Officer and discuss future use of Britannia Landfill Site after the Region of Peel has selected and gained approval for a landfill site within Brampton's borders.

85-150-23

APPENDIX

That the Master Plan and Landfill Studies, Public Participation Program be deferred until the issue of a time limit on a proposed Brampton Landfill Site is resolved.

86-51