SUBJECT: City of Hamilton Water and Wastewater Master Plan Policy Paper (PW05050) - (City Wide)

COMMENDATION:

(a) That Council endorse each of the policy statements and implementation strategies contained in the City of Hamilton Water and Wastewater Master Plan Policy Summary Tables dated March 1, 2005, (Appendix A).

(b) That the General Manager of Public Works be authorized and directed to adopt these statements in the development of the Water and Wastewater Master Plan, as the guiding principles to identify water and wastewater servicing alternatives for the Water and Wastewater Master Plan for the Lake Based Systems being developed under GRIDS (Growth Related Integrated Development Strategy).

(c) That the General Manager of Public Works be authorized and directed to report to Council upon completion of the Water and Wastewater Master Plan, outlining any changes to the policy statements, as contained in the City of Hamilton’s Water and Wastewater Policy Summary Tables dated March 1, 2005, (Appendix A).

Scott Stewart, C.E.T.
General Manager
Public Works
EXECUTIVE SUMMARY:

The Water and Wastewater Master Plan for the Lake Based Systems will be comprised of three documents:

- **Water and Wastewater Master Plan Policy Paper**: provide a framework for planning water and wastewater infrastructure.
- **Baseline and Optimization Report**: review of existing infrastructure and identify opportunities/constraints with respect to optimization and servicing future growth.
- **Integrated Water and Wastewater Master Plan for the Lake Based Systems**: follow the Municipal Class Environmental Assessment process and be integrated with the Transportation and Stormwater Master Plans through GRIDS (Growth Related Integrated Development Strategy).

This report is a summary of the Water and Wastewater Master Plan Policy Paper. The purpose of the Water and Wastewater Master Plan Policy Paper is to provide the guiding principles for the development of servicing alternatives to service the proposed growth scenarios identified through GRIDS. Attached to this report in Appendix “A”, is the Water and Wastewater Policies Summary Tables which identifies 30 policy statements for adoption by the City to provide direction for water and wastewater servicing in the future.

The proposed policy paper:

- harmonizes and documents water and wastewater servicing policies, providing consistent direction to all City staff.
- incorporates current regulations, legislation, and best practices.
- supports the City’s long-term vision, Vision 2020, and the nine Strategic Directions of GRIDS.

The policies have been identified by one of three categories: General, Water, and Wastewater. The attached summary tables in Appendix ‘A’ provide a listing of which category the policy pertains to, the policy statement, and commentary with respect to the best practices or criteria as justification for the policy.

BACKGROUND:

The information provided in this report has City wide implications.

City Council has supported the initiative of coordinating all aspects of the development of our community through the Building a Strong Foundation (BASF) program. One of the many integral parts of the BASF program is to ensure that all of the City’s water and wastewater infrastructure not only meets the current and future needs of our community and the environment, but is coordinated with the Transportation and Stormwater Master Plans through the Growth Related Infrastructure Development Strategy (GRIDS) program. The GRIDS program is cognisant of Vision 2020 and with the development of the new Official Plan will ensure the objectives of Building A Strong Foundation can be achieved.

As such, City staff have been proceeding with a Water and Wastewater Master Plan for the Lake Based Systems. The objectives of the Plan are:
• to identify opportunities (i.e. uncommitted capacity) and constraints (i.e. bottlenecks) within the water and wastewater infrastructure.
• to develop strategies to optimize existing infrastructure.
• to identify upgrades required to provide water and wastewater services to the City for the next 30 years.

The master planning process allows the City to take a holistic look at its existing infrastructure in order to identify opportunities to optimize current capacities and to develop the most efficient means of securing future infrastructure requirements. The master plan is being developed through the GRIDS initiative, and will reflect the infrastructure required to service the City’s preferred growth scenario.

The City has initiated the Growth Related Integrated Development Strategy (GRIDS) to identify the preferred growth scenario for the City which will be the basis of the City’s new Official Plan. The Water and Wastewater Master Plan is being developed through GRIDS with the public consultation being integrated with the Transportation and Stormwater Master Plans. The goals of the Master Plans will be to identify the infrastructure needed to service the City for the next 30 years.

Guiding principles and policies are required in order to most effectively develop the servicing alternatives for the proposed GRIDS growth scenarios. The policies in the Water and Wastewater Master Plan Policy will provide the required framework for the development of the final servicing options. The policies will reflect the most recent regulations, legislation, and best management principles affecting the water and wastewater industry, including but not limited to the Provincial Policy Statement, Greenbelt Legislation, Hamilton Harbour Remedial Action Plan, MOE Procedure F-5-5, Safe Drinking Water Act, and Source Protection Planning Act, et cetera. The policies were developed to be consistent with the City’s long-term vision, Vision 2020, and the nine strategic directions of GRIDS. They support “smart growth” principles which promote sustainability and efficiency.

In the spring of 2004, the Water and Wastewater Division of Public Works retained the services of KMK Consultants to assist with the development of the master plan. The work plan for the development of the Water and Wastewater Master Plan for the Lake Based Systems is comprised of three major tasks:

• **Water and Wastewater Master Plan Policy Paper:** provide a framework for planning water and wastewater infrastructure.

• **Baseline and Optimization Report:** review existing infrastructure and identify opportunities/constraints with respect to optimization and servicing future growth.

• **Integrated Water and Wastewater Master Plan for the Lake Based Systems:** follow the Municipal Class Environmental Assessment process and be integrated with the Transportation and Stormwater Master Plans through GRIDS.

The Baseline and Optimization task has been initiated and has been carried out in parallel to the development of the Water and Wastewater Plan Policy Paper. The Integrated Water and Wastewater Master Plan phase of the Master Plan will be initiated once the first two phases have been completed.

In order to develop the Water and Wastewater Plan Policy Paper, an extensive consultation process was undertaken to assist in the development of these policies.
Four workshops were held to solicit input from a number of stakeholders and interest parties. Included in the consultation process were representatives from:

- City Departments – Public Works, Public Health and Community Services, Planning and Development, Economic Development, and the City Manager’s office.
- Conservation authorities.
- Ministry of the Environment.
- Water and wastewater industry technical experts.

The policies have been divided into three categories: General, Water, and Wastewater and are presented in the summary tables attached in Appendix ‘A’. The summary tables outline which category the policy pertains to, the policy statement, and commentary with respect to the best practices or criteria as justification for the policy. There are 30 policy statements in total, addressing a wide-range of high level policy issues.

**General Policies**

General policies pertain to both water and wastewater servicing and include:

- harmonizing planning and servicing policies such that planning decisions are made recognizing the infrastructure impacts.
- growth areas with full municipal servicing given priority.
- partial servicing no longer permitted.
- maximize the use of existing capacity.
- provision for sufficient reserve capacity.
- adopting city-wide standards and best practices.
- provision of open communication.
- locate services in public property or municipally-owned easements.

**Water Policies**

Policies specific to water servicing include:

- protect raw water sources.
- meet or exceed legislated water quality criteria.
- provide adequate pressure and flow.
- provision for reliability and security.
- maintain water quality throughout the system.
- promote water conservation.

**Wastewater Policies**

Policy statements which pertain to wastewater servicing include:

- provide separate sanitary and storm sewers for new growth.
- implement a sewer use bylaw with maximum permissible limits.
- endeavour to meet or exceed MOE and Hamilton Harbour Remedial Action Plan targets for combined sewer overflow control.
- meet initial Hamilton Harbour Remedial Action Plan targets and work towards final targets.
- meet or exceed Certificate of Approval and legislated effluent criteria.
The policy statements were developed with considerable consultation with staff, industry experts, and regulatory agencies.

**ANALYSIS OF ALTERNATIVES:**

The alternatives to approving the City of Hamilton Water and Wastewater Master Plan Policy Paper are as follows;

**Alternative 1 - Approve the City of Hamilton Water and Wastewater Master Plan Policy Paper**

Under this alternative, the City of Hamilton’s Water and Wastewater Master Plan Policy Summary Tables to be approved as outlined in Appendix A to this report and become the governing document with respect to future development of water and wastewater infrastructure planning. This will provide clear direction to staff for the development of servicing scenarios for future growth that is both efficient and sustainable.

**Alternative 2 - Do Not Approve the City of Hamilton Water and Wastewater Master Plan Policy Paper**

This alternative provides no direction or framework for the development of future servicing and maintains the status quo. Consistent guidelines will not be utilized for the development of water and wastewater infrastructure alternatives within the master plan and could result in:

- more time required to develop servicing options without a guiding framework.
- proposed servicing alternatives not being developed in accordance with current guidelines and regulations.
- being unable to obtain regulatory review agency approvals in a timely manner.

This alternative is not recommended.

**Alternative 3 - Approve portions of the City of Hamilton Water and Wastewater Master Plan Policy Paper**

This alternative allows for certain portions of the City of Hamilton Water and Wastewater Master Plan Policy Summary Tables to be adopted now while others will be removed from the policy or reviewed and revised as required before being incorporated.

As the bases of the policies are derived from regulations, legislation, or best practises, there are synergies between various policy statements that would make it challenging to segregate specific policies. This option may be undertaken; however, it must be noted that pursuing this option will add additional staff effort, additional costs to the Master Planning process, and delays in implementing the Building a Strong Foundation program. Therefore, this alternative is not recommended.

**FINANCIAL/STAFFING/LEGAL IMPLICATIONS:**

**Financial Implications:**

Having an approved policy would streamline the identification of infrastructure for development and growth, resulting in maximizing our existing infrastructure return on investment and staffing resources.
Staffing Implications:
N/A

Legal Implications:
There is a potential that a succinct water and wastewater policy paper could reduce legal involvement with future servicing issues as the water and wastewater system will be developed in a controlled and approved manner using the guiding principles established by this policy document.

POLICIES AFFECTING PROPOSAL:
A number of regulations and statutes have been incorporated into this document, including but not limited to:

- Provincial Policy Statement
- Greenbelt Protection Act
- Source Protection Planning Act
- Safe Drinking Water Act
- Places to Grow Act
- Hamilton Harbour Remedial Action Plan
- MOE Procedure F-5-5

CONSULTATION WITH RELEVANT DEPARTMENTS/AGENCIES:
An extensive consultation process was undertaken during the development of the City of Hamilton Water and Wastewater Master Plan Policy Paper. A number of workshops were held with:

1) City staff from the Water and Wastewater Division as well as industry experts in the field of wet weather flow control and interpretation of regulatory requirements pertaining to combined sewer overflow control.
2) City staff from Public Health and Community Services, Planning and Development, Public Works (CP and I), Economic Development, and the City Manager’s office;
3) GRIDS Technical Steering Committee including internal staff and the conservation authorities;
4) Ministry of the Environment.

Comments received at the various workshops and through circulation have been incorporated into the document.

CITY STRATEGIC COMMITMENT:
The City of Hamilton Water and Wastewater Master Plan Policy Summary Tables support the goals of Vision 2020 by providing sustainable infrastructure through optimizing existing infrastructure and supporting urban intensification as well as directing growth to areas with full municipal servicing.
# Table 2-1 General Water and Wastewater Policies Summary Table

|------------|-------------|-----------------|-------------------------------|
| G.01       | General     | “The City of Hamilton shall harmonize planning and servicing policies and processes within the City of Hamilton Planning and Public Works Departments” | ♦ The City will comply with the development and servicing requirements of the Greenbelt Protection Act and the Places to Grow Act.  
♦ Planning decisions should be made with recognition of the infrastructure requirements. |
| G.02       | General     | “The City of Hamilton shall harmonize planning and servicing policies and strategies with provincial and regional policies and strategies” | ♦ The City should evaluate servicing strategies and requirements of neighbouring municipalities to determine potential impact to the City’s servicing strategies  
♦ Where applicable, the City should consider harmonizing servicing strategies  
♦ Water and wastewater servicing strategies and needs in neighbouring municipalities could impact timing of the City’s implementation program |
| G.03       | General     | “The City of Hamilton shall not permit partial servicing for new development” | ♦ Consider guidelines established by MOE and MMAH  
♦ Municipal water and wastewater services best support sustainability and management of land uses |
| G.04       | General     | “Provision of municipal water and wastewater servicing shall be considered a priority for growth areas within the City of Hamilton” | ♦ Consider economic and technical servicing viability of supporting growth with local rural supply or with extension of lake-based supply.  
♦ Phasing of the extension of municipal services shall be |
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<td>evaluated in conjunction with phasing of growth as identified in the Official Plan</td>
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<td>♦ Support urban intensification.</td>
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<td>♦ Avoid potential issues related to breakdown of private systems.</td>
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<td>♦ Servicing with new well-based supply will require evaluation of hydrogeological conditions to ensure long term viability of source.</td>
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<tr>
<td>G.05</td>
<td>General</td>
<td>“The City of Hamilton shall ensure that the design of water and wastewater infrastructure recognizes the potential for growth beyond the time horizon of the Official Plan”</td>
<td>♦ Recognize that the service life of infrastructure may be 60 years or more.</td>
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<td>♦ Minimize disruption to residents.</td>
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<td>♦ Evaluate the value of oversizing versus future twinning of services.</td>
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<td>♦ Consider:</td>
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<td>- potential ultimate site requirements</td>
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<td>- potential for phasing implementation and construction</td>
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<td>- potential need for infrastructure oversizing</td>
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<tr>
<td>G.06</td>
<td>General</td>
<td>“The City of Hamilton shall maximize the use of existing capacity, prior to the upgrading or expansion of infrastructure”</td>
<td>♦ Planning and design of servicing strategies should utilize capacity of existing infrastructure where available.</td>
</tr>
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</table>
### Table 2-1 General Water and Wastewater Policies Summary Table

|------------|-------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------|
| G.07       | General     | “The City of Hamilton shall maintain sufficient reserve capacity in its water and wastewater infrastructure and facilities to provide operational flexibility and meet potential changes in servicing conditions” | ♦ Recognize the time frame required to implement expansion of the infrastructure and facilities and initiate planning, the EA process, design and construction for expansion with consideration of the in-service date.  
♦ Consider timing expansions to withstand impacts from:  
  - Extreme conditions (such as power failures);  
  - Equipment shutdowns (planned or unplanned);  
  - Fluctuation in growth rates;  
  - Fluctuating demand criteria; and,  
  - Decreasing system and equipment performance |
| G.08       | General     | “The City of Hamilton shall adopt city-wide development standards, design standards, and by-laws”                                                                                                               | ♦ Ensure consistency with Best Practices.  
♦ Ensure consistency of processes and equipment within facilities.  
♦ Incorporate feedback from Operations and Maintenance. |
| G.09       | General     | “The City of Hamilton shall implement best practices and standards to ensure system efficiency and optimization through infrastructure planning, design, operation, and maintenance” | ♦ All aspects of planning, design, operation and maintenance should consider efficiency and optimization.  
♦ Where applicable, implementation of energy-efficient components and/or practices and their impact on the full life-cycle costing should be evaluated.  
♦ Maintenance management systems should be developed to ensure that equipment is properly maintained and operating efficiently. |
### Table 2-1 General Water and Wastewater Policies Summary Table

|------------|-------------|------------------|-----------------------------|
| G.10       | General     | “The City of Hamilton shall ensure open communications between the public, review agencies, and City Departments,” | ♦ Standard Operating Procedures and Reporting Protocols must be formed, possibly including:  
- Points of public contact;  
- Points of contact with regulatory agencies; or,  
- Points of contact with internal staff and other departments. |
| G.11       | General     | “The City of Hamilton shall locate all of its services and facilities on public property or on municipally-owned easements” | ♦ The City should ensure that any new and existing infrastructure be located within road right-of-ways, or on City-owned property (including designated lots and easements).  
♦ Adequate property size should be maintained to facilitate all day-to-day activities and emergency response. |
| G.12       | General     | “The City of Hamilton shall continue to monitor water and wastewater system conditions and water production/wastewater collection flow information” | ♦ Monitor water production, water consumption, pumping station and reservoir data, billing records and data for residential and non-residential land uses.  
♦ Monitor wastewater flows to the plant, pumping station data, infiltration, and data for residential and non-residential land uses.  
♦ Use the data to gauge changes in trends in water use that might impact capital programs or billings. |
|-----------|-----------------------------------|-------------------------------------------------------|---------------------------------------------------------------------------------------------|
| W.01      | Raw Water Quality                 | “The City of Hamilton shall endeavour to protect its raw water sources” | ♦ Applies to both lake-based and groundwater-based supplies.  
♦ Discharge a high quality effluent from Hamilton’s wastewater treatment plants and comply with Hamilton Harbour RAP, Niagara River RAP, Welland River Watershed Strategy and F-5-5 targets, and/or new regulations as applicable.  
♦ Interact with the stormwater and water resources policies.  
♦ Monitor water quality of the lake and if necessary, evaluate and optimize the water treatment plant intake location.  
♦ Continue participation in the International Joint Commission on the Great Lakes and address water quality issues for Lake Ontario.  
♦ Continue coordination with Source Protection Act. |
| W.02      | Water Treatment and Distribution  | “The City of Hamilton shall meet or exceed legislated water quality criteria” | ♦ Water quality should meet or exceed all legislated criteria  
♦ Water quality objectives should meet or exceed historical performance.  
♦ Maximize the potential capacity and performance of the facilities and equipment to achieve the best water quality on an on-going basis.  
♦ Review the economics, reliability and water quality impacts of implementing new technology.  
♦ Implement best practices to ensure sustainability of Operations and Maintenance, Maintenance Management |
## Table 3-1 Water Policies Summary Table

|-----------|-----------------------------|----------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|
| W.03      | Water Treatment and Distribution | “The City of Hamilton shall provide potable water at adequate pressure and flow to its customers” | ♦ Provide pressures and flows which meet current design criteria and standards.  
♦ MOE Guidelines identify a typical recommended operating range of 275-700 kPa (40-100 psi).  
♦ Evaluate impacts of tightening operating pressure range. |
| W.04      | Water Treatment and Distribution | “The City of Hamilton shall provide reliability and security throughout the water distribution system” | ♦ Objectives can be achieved through implementing best practices including the following:  
- multiple supply points to service areas and pressure districts;  
- twinning major feeder mains;  
- looping of water mains;  
- providing stand-by power;  
- providing sufficient valves to ensure that critical water mains can be isolated for maintenance or repair;  
- regular maintenance;  
- repair and replacement programs; and,  
- staff training. |
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<tr>
<th>W.05</th>
<th>Water Treatment and Distribution</th>
<th>“The City of Hamilton shall ensure that acceptable water quality is maintained throughout the distribution system”</th>
<th>♦ Objectives can be achieved through implementing best practices including the following:</th>
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</table>
| W.06      | Water Treatment and Distribution | “The City of Hamilton shall consider the Ministry of the Environment Guidelines and the Insurance Underwriters Guidelines for establishing the acceptable level of fire flow” | ♦ Provide pressures and flows which meet current design criteria and standards.  
♦ Consider establishing separate minimum criteria and standards for both urban and rural servicing.  
♦ Dialogue with fire department, industry leaders and insurance industry. |
| W.07      | Water Treatment and Distribution | “The City of Hamilton shall adopt the Ministry of the Environment Guidelines as the minimum acceptable level of water storage” | ♦ Provide adequate level of storage which meets current design criteria and standards.  
♦ Consider establishing separate minimum criteria and standards for both urban and rural servicing.  
♦ Consider level of storage required under floating versus... |
### Table 3-1 Water Policies Summary Table

|-----------|------------------------------|----------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|
| W.08      | Emergency Conditions         | “The City of Hamilton shall have an adequate combination of reservoir capacity, pumping capacity, and standby power to meet the desired level of service under emergency conditions” | ♦ Determine the level of service to be provided under emergency conditions including the following criteria:  
  - water demand conditions to be met (i.e. average day vs. max day);  
  - acceptable pressures and flows; and  
  - duration to be met. |
| W.09      | Water Conservation           | “The City of Hamilton shall encourage and promote water conservation”             | ♦ Consider the impact to the design criteria.  
  ♦ Consider the impact to scheduling future infrastructure.  
  ♦ Objectives can be achieved through implementing best practices including the following:  
    - restricted lawn watering by-law;  
    - public education;  
    - plumbing code requirements for new construction including low-flow aerators, shower heads and toilets;  
    - use of rain barrels;  
    - encouraging low-maintenance landscaping and native species; and,  
    - implementing an increasing block water rate structure. |
| W.10      | Design and Costing Criteria  | “The City of Hamilton shall utilize reasonable design and costing criteria for establishing and evaluating servicing” | ♦ Criteria should be based on:  
  - historical records and projections thereof; and, |
|           |                              | pumped conditions.                                                               |                                              |
## Table 3-1 Water Policies Summary Table

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- MOE guidelines.
- Consider separate criteria for urban and rural areas
- Consider differentiating criteria for land uses
|-----------|-----------------------------------|----------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------|
| WW.01     | Wastewater Collection and Pumping | “Provision of separate sanitary and storm sewer systems shall be considered a priority for all new growth areas” | ♦ Infilling within existing combined sewer service areas could proceed without having to provide separated sewers.  
♦ Significant redevelopment may provide opportunities for sewer separation. |
| WW.02     | Sewer Use By-Law                  | “The City of Hamilton shall implement a sewer use bylaw that will set the maximum permissible limits on the criteria for discharge into municipal sewers” | ♦ The City should adopt a monitoring programme to detect sources of high strength or hazardous wastes.  
♦ Where applicable, the City should stipulate pre-treatment to acceptable standards for discharge into municipal sewers based on the bylaw. |
| WW.03     | Wastewater Collection and Pumping | “The City of Hamilton shall provide adequate reliability and security in wastewater pumping systems” | ♦ Forcemain twinning should be examined to provide adequate velocities during different phases of development and also to provide security in operation.  
♦ The City should have adequate security in the pumping systems and have standby power.  
♦ Adequate retention capacity should be provided in the sewer system. |
<table>
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<tr>
<th>WW.04</th>
<th>Wastewater Collection and Pumping</th>
<th>“The City of Hamilton shall endeavour to meet or exceed the Ministry of Environment Procedure F-5-5 and HH-RAP for CSO control”</th>
<th>♦ Best practices and criteria were developed through Wet Weather Control Policy Workshops.</th>
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<tr>
<td>WW.05</td>
<td>Wastewater Treatment</td>
<td>“The City of Hamilton shall meet the Hamilton Harbour Remedial Action Plan (RAP) initial loading objectives and work towards the refinement and achievement of the final stage loading objectives”</td>
<td>♦ Best practices and criteria were developed through Wet Weather Control Policy Workshops.</td>
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<td>WW.06</td>
<td>Wastewater Treatment</td>
<td>“The City of Hamilton shall meet or exceed the requirements of the C of A and the appropriate legislated treatment criteria”</td>
<td>♦ The City should evaluate how the HH-RAP loading objectives impact the rated capacity of the plant and ascertain the need for technology upgrades.</td>
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</table>
| WW.07     | Design and Costing Criteria     | “The City of Hamilton shall utilize reasonable design and costing criteria for establishing and evaluating servicing scenarios”                                                                                       | ♦ Criteria should be based on:                                                                                       
<p>|           |                                 | - historical records and projections thereof; and,                                                                                                                                                    | ♦ Consider separate criteria for urban and rural service areas.                                                   |</p>
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<th>- MOE guidelines.</th>
<th>♦ Consider differentiating criteria for land uses.</th>
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</table>
| WW.08     | Biosolids Management  | “The City of Hamilton shall ensure that there is a Biosolids Management Plan that addresses the needs of all residents within the City boundary” | ♦ The City should ensure that there is sufficient biosolids management capacity to address the lake-based system needs, as well as the private system needs for all residents within the development boundary.  
♦ Servicing, treatment, and disposal options should be evaluated within the Biosolids Master Plan.  
♦ The Biosolids Master Plan should be undertaken in conjunction with the Servicing Master Plan and in conjunction with a review of wastewater treatment technologies.  
♦ The Biosolids Master Plan should harmonize with needs of neighbouring regional municipalities.  
♦ The Biosolids Master Plan should include consideration of possible future synergies with the Solid Waster Management Master Plan. |