CITY OF HAMILTON

PUBLIC WORKS DEPARTMENT
Capital Planning & Implementation Division

Report to: Chair and Members Committee of the Whole
Submitted by: Jim Harnum
Acting General Manager
Public Works Department

Date: July 19, 2007
Prepared by: Mike Bingham
Extension 1301

SUBJECT: Municipal Representation on Source Protection Committees
(PW07107) - (City Wide)

RECOMMENDATION:

(a) That the City of Hamilton appoint a Councillor to the Source Protection Committee for the Hamilton/Halton Source Protection Region;

(b) That the City of Hamilton appoint the Senior Project Manager of Source Protection Planning (Public Works Department) to the Source Protection Committee for the Hamilton/Halton Source Protection Region, Niagara Peninsula Source Protection Area, and the Lake Erie Source Protection Region;

(c) That the General Manager of the Public Works Department be authorized to undertake discussions with the other Municipalities to facilitate a joint membership appointment submission to the Lake Erie Source Protection Authority;

(d) That the Public Works Department be directed to distribute this report to: the Ontario Ministry of Environment, the partner Municipalities, and the three Lead Source Protection Authorities within the City of Hamilton;

(e) That the City of Hamilton appoint the Senior Director of Water & Wastewater to the Source Protection Committee for the Hamilton/Halton Source Protection Region, should an additional seat be allocated to the City of Hamilton in the future.

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EXECUTIVE SUMMARY:

The Clean Water Act, under the Ontario Ministry of Environment (MOE), was proclaimed in October 2006 and enacted on July 3, 2007, with the filing of five associated regulations. The purpose of the Clean Water Act and its regulations are to protect existing and future sources of drinking water through formation of watershed based source protection plans. These plans are to be developed for each watershed based source protection area by source protection committees. Under the regulations each committee will consist of multiple stakeholders from each watershed (or watershed group defined by the MOE). Within the City of Hamilton there are three main watershed groups which have separate source protection committees as follows:

- Hamilton-Halton Source Protection Region (Hamilton and Halton Conservation authority watersheds)
- Niagara Peninsula Source Protection Area (Niagara Peninsula Conservation authority watershed)
- Lake Erie Source Protection Region (Grand River Conservation authority and neighbouring watersheds along Lake Erie)

Further information about the three Source Protection Committees is provided in the Background Section of this report (see Table 1)

As each of the source protection areas above include multiple municipalities within their watershed, the representation on the committee should also include multiple municipal representation.

The Province of Ontario under the Source Protection Committee Regulation (O. Reg. 288/07) has set the number of representatives for each source protection committee to ensure that 1/3 membership be municipal. The remaining representation will be made up of 1/3 industrial/agricultural/commercial and 1/3 non-governmental/other.

The Source Protection Committee Regulation (O. Reg. 288/07) under the Clean Water Act requires that the Lead Source Protection Authority must notify each Municipal Council (within their area/region), through the Municipal Clerk, requesting that they appoint their municipal representatives on the committee (by way of council Resolution). The municipalities have sixty days after receiving notice from the Lead Source Protection Authority to appoint their members. As of July 4, 2007, the City has not received the official request letters, however a courtesy “heads up” letter was sent from both the Niagara Peninsula Conservation Authority and Conservation Halton in June 2007.

In consideration of the limited municipal membership available for each committee and in preparation for the release of the Regulations, most municipalities have either met with their source protection authority and/or amongst themselves to agree on how to select their representatives to most accurately reflect the interests of each watershed.

This report provides a staff recommendation for the selection of municipal membership from the City of Hamilton for each of the three source protection committees operating within the City.

BACKGROUND:

The Clean Water Act through the Source Protection Areas and Regions Regulation (O. Reg. 284/07) specifies source protection areas and regions across Ontario (Regions are
“areas” represented by more than one Source Protection Authority). The areas and regions are based on watershed limits (Area) or multiple watersheds limits (Region). For each source protection area/region one source protection committee is required to be created. The creation of the Committee is the responsibility of the Lead Source Protection Authority. A Source Protection Authority is each conservation authority while the Lead Source Protection Authority is a conservation authority selected at the discretion of the MOE for purpose of administering Source Protection Planning initiatives (see Table 1).

According to the Source Protection Committee Regulation (O. Reg. 288/07) the source protection committee will be made up of representatives from watershed stakeholders (such as municipal, agriculture, land owners, industry, environmental non-government organizations, and members of the public at large) and would work together with municipalities, conservation authorities, and provincial agencies to create a source protection plan for each source protection area.

* Important to note that there will be a Source Protection Plan created for each Source Protection Area. If a Source Protection Committee represents a Source Protection Region (more than one area) that Committee will be creating more than one Plan (i.e. Hamilton/Halton and Lake Erie Source Protection Regions.) The City of Hamilton will therefore be included in four Source Protection Plans.

The Source Protection Committees Regulation (O. Reg. 288/07) further states that the Lead Source Protection Authority will determine groups in consultation with municipalities (in the City of Hamilton’s case this has already been discussed) and must, not later than September 3, 2007, provide a notice to the clerk of each municipality located in the source protection area or region that includes the following information:

- a summary of the functions of the source protection committee;
- the number of municipal members on the committee;
- the groups of municipalities that will select the municipal members;
- the number of municipal members that will be selected by each municipal group; and
- the date by which a joint list from each municipal group will be submitted to the source protection authority.

The municipalities have sixty days from the time the notice is given to the clerks, to provide the joint list to the source protection authority. These notices have not yet been received, this report is being presented in anticipation of the request letters so that an official response can be offered before the deadline.

The Public Works Department through their Source Protection Planning Group under the broader Environmental Planning Section represents the City internally and externally for source protection planning issues and to also ensure the City’s compliance with the Clean Water Act. This section collaborates with other sections within Public Works and other Departments within the City (such as: Planning and Economic Development, and from time to time, Corporate Services, Emergency Services, and to a lesser extent Community Services) to ensure the collective thoughts and expertise of Staff are included in recommendations to the MOE and various source protection authority meetings. As part of the City’s ongoing source protection initiatives Public Works staff have met with the MOE, other municipalities (within the same source protection areas/regions) and the corresponding source protection authorities regarding the City’s interest as members of the committee.
The City will be playing a major role in source protection through activities such as:

- developing source protection plans;
- maintaining significant infrastructure resources related to supplying drinking water to the public;
- monitoring and assessing the risk to the public;
- providing long term liability; and
- budgeting for activities that promote the protection of our drinking water resources for the future.

As such, it is critical that the City be able to provide input and express their recommendations as the primary water provider within the City and as a voting member on the three source protection committees.

City staff have discussed Municipal membership with its partner Municipalities and agreed on the representation outlined in Table 1, this table also includes Staff recommendations regarding membership appointees. The recommendations outlined in Table 1 are reflective of the Ontario Ministry of Environment’s “Guidance on Source Protection Committees under the Clean Water Act” document.
Table 1: Source Protection Committees and the recommended representatives

<table>
<thead>
<tr>
<th>Name of Source Protection Area/Region (i.e. Committee)</th>
<th>Lead Source Protection Authority</th>
<th>Participating Municipalities</th>
<th>Relevant City of Hamilton Drinking Water Source</th>
<th>Total # of Seats</th>
<th>Hamilton Seats / Municipal Seats</th>
<th>Recommended Hamilton Representatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Halton-Hamilton Source Protection Region.</td>
<td>Halton Region Conservation Authority</td>
<td>City of Hamilton, Township of Puslinch, Regional Municipality of Halton, Regional Municipality of Peel</td>
<td>1) Carlisle Well Field (5 wells) 2) Frelton Well Field (2 wells) 3) Greensville Well 4) Lake Ontario – Woodward Intakes (3 intake locations)</td>
<td>16</td>
<td>2 / 5 one additional seat has not been confirmed, and may be distributed the City of Hamilton</td>
<td>1) A Councillor – City of Hamilton 2) Senior Project Manager – Source Protection Planning (Public Works Department) 3) Senior Director of Water &amp; Wastewater - if additional seat is allocated</td>
</tr>
</tbody>
</table>

| Lake Erie Source Protection Region* | Grand River Conservation Authority | City of Hamilton, County of Brant, City of Brantford, Township of Amaranth, Township of East Garafraxa, Township of East Luther Grand Valley, Township of Melancthon, Township of Southgate, Haldimand County, Norfolk County, County of Oxford, Municipality of North Perth, Township of Perth East, City of Guelph, Town of Erin, Township of Centre Wellington, Township of Guelph/Eramosa, Township of Mapleton, Township of Puslinch, Township of Wellington North, Regional Municipality of Halton, Regional Municipality of Waterloo, Municipality of Bayham, Township of Malahide, City of St. Thomas, Municipality of Central Elgin, Town of Aylmer, Township of Southwold, City of London, Municipality of Thames Centre, Municipality of Middlesex Centre | 1) Lynden Well | 22 | Part of 1 / 7 Hamilton’s seat will be Shared with neighbouring municipalities | 1) Senior Project Manager – Source Protection Planning (Public Works Department) |

| Niagara Peninsula Source Protection Area | Niagara Peninsula Conservation Authority | City of Hamilton, Haldimand County, Regional Municipality of Niagara | None | 10 | 1 / 3 | 1) Senior Project Manager – Source Protection Planning (Public Works Department) |

* It is important to point out that the City’s representation in comparison to other municipalities is smaller in the Lake Erie Source Protection Region since our magnitude of municipal infrastructure and wellheads is also smaller in comparison to other stakeholders within the Lake Erie Source Protection Region. For instance, the Region of Waterloo, City of Guelph and Wellington County have several hundred thousand people on groundwater supply and hundreds of municipal wells in comparison to our one "Lake Erie Region" well system in Lynden.
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As per the Source Protection Committee Regulation (O. Reg. 288/07) the municipality must provide their recommended membership selection (endorsed by their respective Council) to the Lead Source Protection Authority directly or through a joint submission with the other applicable municipalities to the Lead Source Protection Authority within sixty days after the municipal Clerk receives the written request. The Public Works Department will forward the Council Resolved representation to the other applicable Municipalities and ensure a coordinated joint submission is received by the Lead Source Protection Authority within the prescribed time limits.

Other Municipalities

The Regional Municipality of Halton have tentatively recommended filling municipal seats on the Halton/Hamilton source protection committee from one senior staff and one councillor from the Town of Milton. In the Lake Erie and CTC source protection areas the staff versus political representation has yet to be confirmed.

The City of Ottawa is a single tier municipality within two source protection regions. The City has not built capacity in terms of staff dedicated to the administration of Source Protection Planning requirements. The City has tentatively recommended to Council that membership on the committees be filled by members of Council. The City of Ottawa Staff added that if there was dedicated source protection staff that those person(s) would be recommended for appointment to the committees.

ANALYSIS/RATIONALE:

The Ontario government passed the Clean Water Act to help protect drinking water at the source, as part of an overall commitment to safeguard human health and the environment. The legislation sets prevention as its fundamental principle. Keeping the sources of our drinking water free of contamination is smarter, safer and more effective than cleaning up problems after the fact. A key focus of the legislation is the production of locally developed, science-based drinking water source protection assessment reports and source protection plans. These plans will be developed by the Source Protection Committee. The Source Protection Plans could have significant implications for the Municipality in terms of long term liability, fiscal responsibility, land-use planning, operation and regulatory enforcement. The Municipality should therefore have a significant role in the development of the Plans, and has the opportunity to do so through their representation on the Source Protection Committees. The recommendations put forth by the City’s Public Works Department have considered members required knowledge as well as discussions with other Municipalities.

Hamilton City Council can pass a resolution to appoint members of their choice to the committee within sixty days of receiving notice from the Lead Source Protection Authorities as per the Source Protection Committee Regulation (O. Reg. 288/07). Otherwise, if the Municipality does not submit their membership appointees, the Lead Source Protection Authority will appoint members on behalf of the Municipality in accordance with Ontario Regulation 288/07. The later is a circumstance that is not necessarily in the City’s best interest as it does not consider City Staff recommendations which are based on internal discussions and consensus with other municipalities and regulatory agencies concerning the City’s representation. Likewise, if a group of municipalities list contains more or fewer names than they were told to
provide, the Lead Source Protection Authority would pick from the list of names provided or select additional members, respectively.

**ALTERNATIVES FOR CONSIDERATION:**

1. Do nothing; as per the Clean Water Act Regulations, if the Municipality does not appoint member(s) within the prescribed time limits the source protection authority will appoint members on their behalf. This is not a recommended alternative as it leaves membership and resulting decision making powers/representation to an individual that may not be suitable from the City of Hamilton's perspective. Likewise information flow and communication must be transparent and effective. The choice of staff and political representation, as recommended, will ensure an effective channel of communication from the Source Protection Committees to applicable staff and Council.

2. Select member(s) different than the political/staff cross section recommended herein. This alternative may include all Staff representation or all Political Representation. This alternative still ensures the City is represented by its chosen members. However, it does not allow for the broad input of technical information available or draw on the background and experiences of staff if all the appointed representatives are political. Or, on the contrary, where all staff is selected it would not allow for the valuable political input adept to dealing with the creation of policies and plans that could broadly and significantly impact the public.

**FINANCIAL/STAFFING/LEGAL IMPLICATIONS:**

The appointment of members as recommended can be effectively implemented with the existing staff compliment. Members' time to attend meetings are projected to range from weekly to monthly. This time commitment will be different for each source protection area and will be dependant on threats to water supplies, land use, and municipal infrastructure related to water users in each area. It is expected that the time commitment will be greatest during the initial stages of the source protection planning and development of the terms of reference for the source protection area. Thereafter the time commitment will vary dependant on:

- the scheduling of working groups providing information to the committee (Municipalities, Conservation Authorities, Industry, Consultants, etc);
- need for emergency action; or
- sensitivity of approaching deadlines.

**POLICIES AFFECTING PROPOSAL:**

These recommendations do not conflict with any existing municipal policies. The Source Protection Plans may have significant implications on future land use and/or water use policies.

**RELEVANT CONSULTATION:**

Ontario Ministry of Environment
City of Hamilton Public Health
City of Hamilton Public Works
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City of Hamilton Planning and Economic Development
Niagara Peninsula Source Protection Authority
Lake Erie Source Protection Authority
Hamilton-Halton Source Protection Authority
Regional Municipality of Halton
Various Municipalities within Lake Erie Source Protection Authority
Regional Municipality of Niagara

CITY STRATEGIC COMMITMENT:

By evaluating the "Triple Bottom Line", (community, environment, economic implications) we can make choices that create value across all three bottom lines, moving us closer to our vision for a sustainable community, and Provincial interests.

Community Well-Being is enhanced. ☐ Yes ☐ No
Community Well-Being is dependant on the community’s availability of safe and sustainable drinking water supplies. The deliverables of the Source Protection Committees, whose Municipal representatives are suggested in this report, will provide the long term multi-barrier approach the Province of Ontario has committed to for the protection of safe sustainable drinking water.

Environmental Well-Being is enhanced. ☐ Yes ☐ No
The deliverables of the Source Protection Committees, whose Municipal representatives are suggested in this report, will provide the long term multi-barrier approach the Province of Ontario has committed to for the protection of safe sustainable drinking water. The technical understanding and capacity that results from Source Protection Planning proliferates environmental awareness.

Economic Well-Being is enhanced. ☐ Yes ☐ No
The protection of long term drinking water supplies, reduces treatment costs in future and ensures a platform for source drinking water considerate economic development.

Does the option you are recommending create value across all three bottom lines? ☐ Yes ☐ No
The recommendation brought forth herein ensures Municipal representation that allows the City of Hamilton to communicate and discuss issues pertaining to Source Protection Plans across all three bottom lines.

Do the options you are recommending make Hamilton a City of choice for high performance public servants? ☐ Yes ☐ No
This recommendation highlights the City’s aspirations of trusting and transparent working relationships between Staff and Council, a quality often sought by high performance public servants.