



Metropolitan Toronto Clerk's Department

SECOND FLOOR, CITY HALL  
TORONTO, CANADA M5H 2N1  
TELEPHONE 367-8011

Metro

9

George M. Foster  
METROPOLITAN  
TORONTO  
CLERK

Walter J. Lotto  
DEPUTY  
METROPOLITAN  
CLERK

*John*  
*Substituted a*  
*green paper*

*MWC*  
*15/1/74*

December 13, 1973.

RECEIVED JAN 22 1974

THE WORKS COMMITTEE.

~~John~~  
~~Walter~~

I am enclosing for your information the appended Clause No. 8 of Report No. 46 of The Metropolitan Executive Committee, headed "Green Paper on Environmental Assessment", which was adopted, as amended, by the Council of The Municipality of Metropolitan Toronto at its meeting held on December 11 and 12, 1973.

Yours truly,

Metropolitan Toronto Clerk.

GMF:jd  
Encl.

Sent to:

- Chairman, Technical Advisory Committee on Parks and Conservation.
- Minister of the Environment, Province of Ontario.
- The Works Committee.
- The Transportation Committee.
- The Parks and Recreation Committee.
- The Social Services and Housing Committee.
- The Legislation and Planning Committee.

Clause embodied in Report No. 46 of The Metropolitan Executive Committee, as adopted by the Council of The Municipality of Metropolitan Toronto at its meeting held on December 11, 1973.

8

#### GREEN PAPER ON ENVIRONMENTAL ASSESSMENT.

The Metropolitan Executive Committee recommends the adoption of the following report (November 29, 1973) from the Chairman, Technical Advisory Committee on Parks and Conservation.

"In response to a request from the Metropolitan Works Committee the Technical Advisory Committee on Parks and Conservation has considered the Ministry of the Environment's report entitled 'Green Paper on Environmental Assessment, September 1973.'

"In as much as comments on the report are to be submitted to the Minister of the Environment by January 1st, 1974 it has not been possible to prepare a report for the Works Committee's consideration and subsequent recommendation to Metropolitan Toronto Council within the time constraint. Therefore the Works Committee was advised on November 27th, 1973 that the Technical Committee on Parks and Recreation would report directly to the Metropolitan Executive Committee at its meeting on December 4th, 1973 so that the matter can be discussed by the Metropolitan Toronto Council at its meeting on December 11th, 1973.

"The Green Paper on Environmental Assessment, September 1973, has been prepared and distributed for the purposes of public discussion and the soliciting of comments on the policy issues outlined. The fifty page document describes the thinking which is currently influencing the Provincial Government's decision to establish a formal environmental assessment procedure.

"The decision has been made in response to increasing public attention being given to the need for greater consideration of environmental matters in the development of nuclear power plants, freeways, new towns and international airports and other large scale projects. This public interest in environmental protection has apparently also been in evidence in the response to such large scale planning proposals and resources studies as the Design for Development Programme and the Niagara Escarpment Task Force. The Provincial Government has now attached priority to the development of a comprehensive programme designed to augment present pollution abatement and prevention policies.

"The 'Green Paper' suggests that although these abatement oriented programmes are moving toward the achievement of their objectives, the permit or review procedures, to which most private sector projects are subjected, were established to control very particular problems. Frequently cumulative secondary and off site environmental effects have not been identified, moreover a number of . . . 'major undertakings in the public sector have been promoted with insufficient attention to the environmental and social problems which might result.'

"The document suggests that a procedure needs to be developed which allows the complex environmental effects and the social and economic consequences which might be generated by a project to be considered in its early planning stages. A vital element in these considerations will be the enunciation of alternative solutions or methods for achieving the particular purpose of the project, as well as the alternative of not proceeding with the project and their consequences. The need is stressed for a commitment to public participation in such a way as will allow a positive public contribution at the conceptual planning stages.

"The stated objectives of environmental assessment procedure being considered are:

- "To identify and evaluate all potentially significant environmental effects of proposed undertakings at a stage when alternative solutions, including remedial measures and the alternative of not proceeding, are available to decision-makers.
- "To ensure that the proponent of an undertaking and governments and agencies required to approve the undertaking give due consideration to the means of avoiding or mitigating any adverse environmental effects prior to granting any approval to proceed with an undertaking."

"Much of the document is devoted to exploring alternative means of structuring an environmental assessment system. The explorations touch on the means of identifying the kind of undertakings which require an assessment, the type of considerations to be commented on in an environmental assessment document; who should prepare the environmental assessment document; who should review the (statement contained in) the environmental assessment document and who makes the decision in an environmental assessment system. The need to involve the public at an early stage by disseminating information and analyses is a feature forcefully put forward in the 'Green Paper.'

"Four systematic processes to carry out the environmental assessment are presented for discussion in the 'Green Paper.' They have been chosen as best reflecting the basic principles which must be decided upon and are not to be considered the only possibilities.

System 'A'

- Independent Hearing Agency established
- Preparation of Assessment Document by Ministry of the Environment
- No comprehensive civil service review of Environmental Assessment Document
- Hearings held by Hearing Agency
- Decision made by Hearing Agency, subject to appeal to cabinet.

System 'B'

- Independent Environmental Assessment Commission established
- Preparation of Assessment Document by the project proponent
- Review by staff of Environmental Assessment Commission
- Public Hearings held at Discretion of Commission
- Decision made by Environmental Assessment Commission. No appeals.

System 'C'

- Assessment Document prepared by Project proponent
- Review Co-ordinated by Ministry of the Environment
- Hearings held by Environmental Review Board at discretion of Minister of the Environment
- Approvals by Minister of the Environment with consultation where appropriate
- Refusals by Cabinet

System 'D'

- Commissions of Inquiry established for major projects on ad hoc basis
- Assessment by consultants retained by Commission of Inquiry
- No comprehensive civil service review of assessments
- Hearings held by Commission
- Decision made by Cabinet

"Comments: A recognition that the state of the art of environmental assessment is not yet mature is admitted in the statement that the Ontario Government favours applying the assessment procedure

initially to projects of its ministries and agencies, extension to the private sector being affected when procedures have been streamlined and no unnecessary delays are likely to occur. However it is acknowledged in the Green Paper that an environmental assessment should be required for any private sector project which appears to offer a significant potential danger to the environment. In this regard a phased introduction of environmental procedures appears to be favoured by the Ontario Government utilizing regulations (presumably prepared at the Provincial level) specifying classes of undertakings requiring environmental assessment, with an extension of those classes being undertaken as experience in the assessment art develops.

"We are concerned that the 'Green Paper' is project oriented rather than programme oriented. To suitably serve and develop its urban form while maintaining an attractive and healthy environment the Municipality of Metropolitan Toronto has undertaken major works programmes covering roads, refuse disposal, parks and water pollution control systems. Although we endorse the principle of environmental assessment as put forward in the Green Paper we are convinced that the procedure particularly that part relating to public hearings, should apply to the planned programme rather than the project or component development stage. It is in the initial programming of major public services that alternative approaches and methods can be intelligently considered in the light of assessed public needs, environmental impact, the state of appropriate technology and the specific locations of the principal physical components. Unless there is a major change from the approved programme or techniques of operations, a review at the component development stage should confine itself to the performance standards applicable to the project thus eliminating the need for a further full scale examination. Environmental assessment considerations applicable to municipal programmes, should be undertaken as part of the supporting studies in the preparation of an official plan. This is the document that should enunciate development objectives, major development policies and their supporting programmes. The environmental impact of urbanization strongly influences these official plan policies and programmes and the assessment system discussed in the Green Paper will, when properly developed, be a sharper tool for input to the normal municipal planning process, it should not be considered a substitute for that process. Essentially the 'Green Paper' addresses itself to the need for improving the state of the art of predicting environmental impact to allow choices of action to be more clearly evident and available.

"We believe that the suggestion of the provincial government that initially, and for a trial period the environment assessment procedure should apply to the projects of its ministries and to major private projects incorporates a sound principle which should also be applied to the policies governing the programmes of the Provincial Government. Further, as programmes and projects of the Federal Government can have a major impact on an area and do not always get provincial or municipal review the Federal Government should also be requested to participate in the environmental assessment exercise. After a trial period for environmental assessment at the provincial level and before the procedures become rigid a further dialogue between the appropriate provincial government agency and the municipalities should take place to review experiences and decide on the adoption of appropriate procedures.

"The Metropolitan Plan which guides the growth and development of the Municipality of Metropolitan Toronto is currently undergoing a comprehensive review. Input for this review should emphasize the environmental impact aspects of the plan's various programmes and components in keeping with the spirit of the 'Green Paper.'

"Conclusions

1. The Municipality of Metropolitan Toronto should undertake an environmental assessment of its programmes, within the spirit of the 'Green Paper', for input to the current review of the Metropolitan Toronto Plan.
2. The environmental assessment procedure as suggested in the 'Green Paper on Environmental Assessment, September 1973' should apply to programmes in the planning stage rather than to individual physical components or projects in the development stage.
3. The assessment procedure should be developed over a trial period during which time it should apply to Federal and Provincial programmes, to planned programmes of major municipalities and to private projects likely to have a significant environmental impact.
4. At the end of the trial period the Provincial Government should hold dialogue with the municipalities to review the merits of the assessment procedures developed and decide on the appropriate content and scope of an environmental assessment document, and the procedures which should be adopted.
5. At the municipal level environmental assessment considerations applicable to the municipal programmes should be undertaken as part of the supporting studies in the preparation of an official plan or official plan amendment. The process for carrying out the assessment review should then be similar to System "C" outlined in the 'Green Paper' but with the review being co-ordinated by the Minister responsible for approving officials plans.
6. In the Municipality of Metropolitan Toronto the environmental assessment of municipal programmes and projects should be reviewed by the Planning Department and the Technical Advisory Committee on Parks and Conservation. A report on the review should then be made to the Metropolitan Council via the Planning Board and the appropriate standing committee.

"Recommendations

1. That this report be submitted to the Minister of the Environment for his information.
2. That this report be submitted to all standing committees of the Metropolitan Council."

(The Metropolitan Council on December 11, 1973, amended the foregoing Clause by adding to the recommendation of The Metropolitan Executive Committee the following:

"subject to deleting recommendation 1. embodied in such report, and adding thereto the following:

- '(a) The Province on Ontario be requested to extend the date for the submission of comments by The Municipality of Metropolitan Toronto;
- (b) Submission of comments on the aforementioned report by The Municipality of Metropolitan Toronto be prepared only after the comments of the Standing Committees have been considered.' " )

✓ DW → GB

I'm not clear what this actually says,

but they seem to be saying that they fear environmental impact assessments will get in the way of municipal projects (landfill, expressways).

They want to combine anything to the official plan, which, I suspect, is not a very strong control mechanism.

GB

- Make sure Joe Costello, ECA, sees this.

Pete

Joe Is this useful to you? No need to return

Bryony Bryce, Probe  
-6476