

A CASE STUDY OF A COMMUNITY ACTION GROUP  
USING GREENSVILLE AGAINST  
SERIOUS POLLUTIONS INC. AS A LOCAL EXAMPLE

BY

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## ABSTRACT

The purpose of this research paper is to shed some light on the relatively unexplored issue of community opposition to proposed Municipal landfill sites. The first objective is to identify the issues and concerns of citizens directly affected by the proposal. The second objective is to identify the key concerns of the community action group. The third objective is to evaluate the success of the community action group in achieving its strategic goals. Key informant interviews, local newspaper articles, relevant reports, and Public Liaison meeting minutes provide the data source base. The results show that although the concerns of local residents vary slightly from the concerns of the community action group, the action group is a key voice in the government's site selection approval process.

## ACKNOWLEDGEMENTS

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## CHAPTER 1

### THE PROBLEM AND ITS SETTING

#### 1.1 The Statement of the Problem

This research proposes to identify and evaluate the interests and concerns of neighbourhood individuals and the community as a whole arising out of a proposed Municipal landfill site selection and to examine the use of this information to aid and expedite the site selection process.

1. The first objective is to identify the issues most frequently raised by the individual citizens in the community.

2. The second objective is to analyze and to interpret the data to determine and compare the key issues raised by the organized interest group.

3. The third objective is to evaluate the influence of organized citizen groups on the decisions of government officials.

#### 1.2 The Practical Importance of the Problem

The approval process of proposed municipal landfill sites is little known in Canadian society. In Southern Ontario, many of its approved municipal landfills are at or near capacity, while the level of urban garbage increases annually. In addition, the examination of citizen interests would potentially bring the concerns of the community to the attention of everyone involved in the site selection process, allowing these issues to be considered before the lengthy and expensive approval process occurs. Due to its contemporary

nature, relatively little academic research has been conducted on this issue. Consequently, such a study would build a base for future municipal landfill locational analysis research.

### 1.3 An Historical Overview

Steetley Quarry Products Inc. is an international group quarrying raw materials with an annual turnover in excess of \$1 billion. It's local division, known as Lime and Aggregates became established in Southern Ontario in 1951 by taking control of the dolomitic limestone quarry situated on the brow of the Southern Ontario escarpment in Dundas Ontario (Steetley, Lime and Aggregates, pg.1). In 1978, Steetley received a Certificate of Approval to operate a landfill site in a worked-out quarry in the Town of Flamborough servicing Hamilton-Wentworth and its adjoining Regional Municipalities. In the fall of 1988, having only approximately two years capacity remaining, Steetley proposed a new 200 acre landfill site for municipal, commercial and industrial waste to serve all of Ontario situated north of Highway No. 5 in the Town of Flamborough (Appendix 1). Nearby residents have formed a citizen group called Greensville Against Serious Pollutions (G.A.S.P) to deal with public concerns related to Steetley's proposal. Steetley would like to have the new site in operation by 1991. G.A.S.P's concerns range from local environmental, (eg. leachate pollutants into the ground and surface water), economic (eg. reduced neighbourhood property

values), and social issues.

The questions arising for this study from the history of the Steetley issue and the involvement of G.A.S.P. are:

1. What factors led to the emergence and establishment of G.A.S.P.?
2. What community issues and concerns are addressed by G.A.S.P.?
3. What strategy has G.A.S.P. employed to have its concerns addressed?

#### 1.4 The Data and its Analysis

Two kinds of data will be used for this research: primary data and secondary data.

Primary data sources consist of key informant interviews with Provincial government officials and with G.A.S.P. representatives, and analysis of local newspaper articles from the Hamilton Spectator, The Flamborough Review, The Dundas Star Journal, and the G.A.S.P. and Steetley Community Update newsletters.

Secondary data sources consist of published books regarding previous studies on Not-In-My-Backyard (N.I.M.B.Y.) opposition, Public Liaison Committee Meeting Minutes, the Public Consultation Report (P.L.C.) 1990, and the Social Impact Assessment Report (S.I.A.) 1990.

Content analysis will be employed in the study to identify the predominant issues and community reaction to the



proposed municipal landfill.

### 1.5 Organization of the Thesis

A general outline of the proposed study is required to provide an arrangement for the forthcoming report. As described, Chapter One contains a presentation of the problem and its setting, followed by a statement of the problem, the subproblem, and an explanation of the study's importance.

Chapter Two contains a review of related literature. Firstly, the issue of environment and human health is evaluated. Secondly, the emergence and development of N.I.M.B.Y. opposition groups is presented. Thirdly, a review of the specific Steetley South Quarry vs. G.A.S.P. case study material is conducted.

Chapter Three explains the study design and methodology. The design involves a case study approach followed by a data sources explanation. The methodology examines the content analysis technique and key informant interview procedures.

Chapter Four presents the study results and findings. Firstly, findings regarding the history of G.A.S.P. are revealed. Secondly, community citizen issues have been determined and examined. Thirdly, G.A.S.P.'s concerns and strategies are documented. Fourthly, an evaluation of the success of G.A.S.P. in achieving its goals is presented.

Finally, Chapter Five contains a thesis summary, conclusion, and researcher recommendations, followed by a

bibliography and appendixes.

TIMELINE

|                                 |   |
|---------------------------------|---|
| October 15, 1990                | -Formal proposal submitted                            |
| October 22,29, November 5, 1990 | -Proposal presentations                               |
| November 26, 1990               | -Literature review submitted                          |
| January 4, 1991                 | -Report on data methods and interim results submitted |
| January 7,14,21, 1991           | -Data, methods, and interim results presentations     |
| February 18, 1991               | -Draft data analysis and resultssubmitted             |
| April 10, 1991                  | -Research paper submitted                             |

## CHAPTER 2

## REVIEW OF RELATED LITERATURE

2.1 Introduction

Opposition to proposed landfill sites maintains an abundance of reference sources. On this basis, the focus of research must be limited to relatively recent publications, specifically those published from 1980 onwards, focusing on Southern Ontario and the North Eastern United States. This chapter consists of a critical appraisal of the research literature as addressed under three major headings, Environment and Health, N.I.M.B.Y Opposition, and Steetley Quarry Products Inc. Flamborough.

First, an outline of Ontario Environmental legislation is required (Environmental Protection Act, 1989; Environmental Assessment Act, 1985; Public Inquiries Act), which gives rise to relevant published reports. Subsequent contemporary reports are based on physical (Hertzman et al. 1987; Goss, Gillroy and Associates, 1987) and psychological health (Creen, 1983; Creen 1984; Madisso, 1985) perspectives.

Second, theoretical models examined (Dear and Taylor, 1982). An overview of recent studies measuring individual perceived community hazards is conducted (Hamilton, 1985; Coughlin et al. 1973) followed by an analysis of possible sources stimulating N.I.M.B.Y opposition (Souchman et al. 1987) as well as potentially extreme outcomes (Sandman 1987,

Schwartz, 1985).

Third, a Southern Ontario landfill proponent vs. public interest confrontation is evaluated. Through public documents, the researcher is able to identify individual neighbourhood concerns (Social Impact Assessment, 1989) in addition to G.A.S.P.'s issues of interest (Public Liaison Committee Minutes, Report on Public Consultation, 1989).

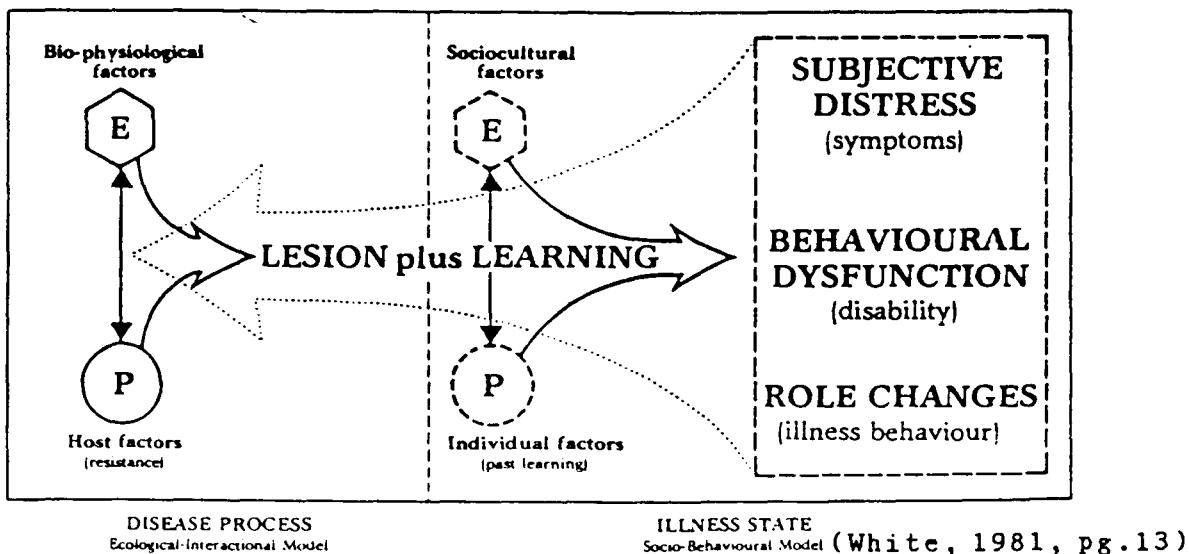
## 2.2 Environment and Health

Proposals for developments that affect the environment tend to create controversy. Industry, government, conservationists and private citizens often have widely differing priorities. Consequently, the Ontario Government, through the Ministry of the Environment, has an elaborate array of Acts and procedures which regulate the environmental and health effects of a proposed landfill site. The Environmental Assessment Board has been developed to act as a public forum to balance environmental considerations with social, developmental and economic needs. The Environmental Assessment Act is designed to consider environmental effects on all the people of Ontario, especially those directly affected by the proposal. Under such legislation, concerned interest groups can request a public hearing (Environmental Assessment Act, 1985). The Director can request the Board to conduct a public hearing (Environmental Protection Act, 1989), while the Cabinet can appoint a commission to hold a public

inquiry on public health and environmental concerns (Public Inquiries Act). Moreover, advance funding to relieve costs to organized interest groups who wish to intervene and oppose or modify a proposed undertaking is available through an Order of Council issued by Cabinet.

An extensive collection of literature has been compiled attempting to determine actual health hazards, both physical and mental, to neighbours of a public landfill. Theoretical models have been developed to provide an etiological health study framework. White, 1981 provides a conclusive socio-ecological model for ill-health as shown in Figure 2.1 below:

Figure 2.1- A Socio-Ecological Model for Ill-Health



Physical effects to nearby residents have been recently studied. For instance, a local Upper Ottawa Street Landfill Site Health Study reports on the health of previous workers at the site and residents living adjacent to the landfill

(Hertzman et al. 1987). In general, Hertzman et al. found that there was a "strong statistical association between residents adjacent to the landfill and the negative health impacts on five of six organ-system groups"(Hertzman et al., 1987: 186). A conflicting conclusion is determined in the Whitchurch-Stouffville, Ontario Landfill Site Health Study which was carried out in 1985. The health of residents adjacent to the landfill was reviewed in comparison to two control groups. In general, the survey concluded that

"little or no evidence [exists] that residents of Whitchurch-Stouffville were experiencing any serious adverse health outcomes attributable to their residences being close to the (now inoperational) landfill site, and a possible exposure to chemical contamination of their drinking water."

(Goss, Gillroy and Associates, 1987: 117)

A close examination of such studies is required to isolate possible reasons for such discrepancies, thereby identifying the most accurate cause-effect study.

Psychosocial studies have also contributed to identifying resident concerns. Unlike physical ailment literature, many of these studies have identified definite exposure-impact relationships. Again, regarding Whitchurch-Stouffville, Ontario, Creen (1983, 1984) wrote that the proposal "will have lasting effects upon the wider community, effects of a negative nature such as division, animosity, distrust, cynicism, and despair (Creen, 1983, pg. 58). Madisso (1985) identified additional social and psychological effects such as

anxiety, depression, demoralization, and helplessness in residents of similar situations.

Actual environment and health hazards to nearby residents of municipal landfill sites can be determined by reviewing the above-mentioned literature. Therefore, by comparing such results to citizen opposition issues, the researcher can determine the validity of resident fears and concerns.

### 2.3 Not-In-My-Backyard Opposition

The "Not-in-My-Backyard" (N.I.M.B.Y) syndrome has attracted an abundance of scholarly attention throughout the 1980s. In-depth studies have examined various neighbourhood external and property value effects to proposed controversial facilities (Dear and Taylor, 1982). Profiles of accepting and rejecting neighbourhoods have also been established (Dear and Taylor, 1982).

In the area of environmental contaminants, a distinction must be made between 'perceived vs. actual' exposure (Anderson, 1987). Several studies have been undertaken to measure community perceived hazards near a public land-fill site. For instance, Hamilton, 1985, found that concern about toxic wastes was highest among young respondents and women, particularly women with children younger than 18 years, based on a study of Long Island, New York residents. Coughlin et al. 1973, through a questionnaire survey, measured the resident knowledge of a nearby landfill operation, attitudes towards

landfills, and the perceptions of effects of landfills for the United States Environmental Protection Agency, focusing on the Philadelphia area. Findings generally include the conclusion that:

"landfills are recognized as having a negative influence, but do not appear to be perceived as having extremely deleterious effects on neighbourhoods or on individual property."

(Coughlin et al. 1973, pg. 49)

One potential contributor to the fear of perceived environmental hazards by neighbouring residents could be a result of local media attention, and its presentation of the issue (Sachsman, et al. 1987). These conclusions have sparked subsequent literature on environmental stress and coping (Lazarus and Folkman, 1984; Evans and Cohen, 1987). If public concerns are not addressed, whether real or perceived, public outrage may develop (Sandman, 1987), or result in hysteria (Schwartz, 1985).

Profiles of citizen groups which emerge with respect to hazardous waste sites have also been conducted. General characteristics of emergent citizen groups (ECG) oriented to hazardous waste have been established regarding composition, structure, and strategic activities (Quarantelli, 1985). "Many ECG's have nonmember participants such as public officials, technical professionals, or mass medial reporters who provide information, knowledge, advice or other resources to the group because of their sympathy with the group, but who are not



formal members of the group" (Quarantelli, 1985, pg. 181). "Predisaster groups are concerned mostly with raising community awareness of a possible threat or disaster from a hazardous waste site." (Quarantelli, 1985, pg. 182). Major activities of ECGs include attempts to organize the group, mobilize resources, and to bring about decisions or policies that are favourable to the group (Quarantelli, 1985, pg. 185).

Thus, the above mentioned sources provide a point of initial theoretical departure to documenting the emergence/establishment, issues/concerns (both perceived and actual), and strategies of formal advocacy groups.

#### 2.4 Steetley Quarry Products Inc., Flamborough

To complete any analytical study, the conceptual models and theories must be applied to real world situations of proponent vs. public confrontation. For the purpose of this research, a recent landfill extension proposal by Steetley Quarry Products Inc. will be used as a local example. Steetley has proposed to rehabilitate the central 200 acre quarry section, known as the South Quarry between Highway #5 and the 4th Concession through the landfilling of non-hazardous solid waste. Nearby residents have formed a citizen group called Greensville Against Serious Pollutions (G.A.S.P) to voice public concerns. Factors leading to the emergence and establishment of G.A.S.P can be identified through personal interviews with a founding co-chairman; either Mr. Ken Goldman

or Mr. Mark Osborne.

Several sources exist to identify the nature and degree of Flamborough resident's concerns, both actual and perceived, regarding the proposed landfill. In 1989, a social impact assessment survey was conducted for Steetley by Armour Environmental Consultants Inc. Areas of focus include an overview of results of the Environmental Assessment Consultants' Reports (for example, potential hydrogeologic, nuisance, truck traffic, visual, land use, and economic effects), a close analysis of the impacts on residents (including a social profile of residents, the nature and degree of residents concerns, and potential social impacts), the impacts on services and facilities, and the impacts on the community. Based on questionnaires, resident concerns regarding the proposed landfill include water quality, property values, traffic levels, and landfill content (S.I.A., 1990, pg.52). In addition to the social impact assessment, local media sources such as the Hamilton Spectator and the Flamborough Review document sources of citizen concern. These sources offer a detailed record of the actual interests and concerns of Greensville and neighbouring residents. An analysis of individual concerns must be cross-examined with other data sources to determine the key issues raised by the interest group (Gasp News; Report on Public Consultation, 1989; Public Liaison Committee Minutes). Content analysis of

government documents (Draft Environmental Assessment, 1989) and through contact with Ministry of the Environment officials will reveal whether G.A.S.P. has been successful in bringing the concerns of individual residents to the attention of government decision-makers.

As discussed earlier, an abundance of evidence exists and is readily available, both in quantitative and qualitative form. The quantitative data (Hertzman et al. 1987; Goss, Gillroy and Associates, 1987; Hamilton, 1985; Coughlin et al., 1973) is advantageous because it provides accurate statistical information, it provides a wide variety of information, and it is relatively recently published. Disadvantages include the fact that it can become outdated relatively quickly, that generalizations must be made to other survey areas, and that it may be somewhat unreliable (due to research procedures, questionnaire biases, etc.). The qualitative data (Hamilton Spectator, Report on Public Consultation, 1989) provides contemporary and often daily or weekly publications, while covering a wide variety of interests. Disadvantages include reporter and sponsor group biases.

## 2.5 Summary

By dividing the literature review into three distinct sections, a complete thesis introduction has been achieved. Despite the few disadvantages, the above mentioned sources provide excellent references for studying this issue.

## CHAPTER 3

## DESIGN AND METHODOLOGY

3.1 Introduction

In order to fully understand the results, an explanation of the study design and methodology is required. Firstly, the case study approach is presented followed by a data source explanation. Secondly, the content analysis methodology is explained for each data source, followed by the key interviews methodology.

3.2 Case Study Approach

A case study approach was used to research this topic. The case study is based on a research unit of one, that is, it is based on a single case. It seeks to achieve a detailed understanding and description of the specific example situation.

Several advantages exist which favour a case study approach. Firstly, the basic case study allows the study of processes and interaction which cannot be studied except as they interact and operate within the social context (Fox, 1969, pg. 427). Secondly, the probability exists that if we learn how these processes interact in some few cases, we shall also learn about the processes in the abstract, and ultimately learn all there is to know about them (Fox, 1969, pg. 427). Thirdly, by using this research technique, contemporary issues can be studied as they are occurring, resulting in updated data accumulation.

Several disadvantages also exist when using the case study survey. Firstly, the researcher may not be sufficiently expert in the area under study to be able to collect the wide variety of data needed for the case study (Fox, 1969, pg. 428). This may result in information gaps which may jeopardize accurate research results. Secondly, the researcher must be expert enough in the field under study to be able to recognize relationships, and particularly to know when the relationships being revealed are consistent with existing theory and research and when they contradict it (Fox, 1969, pg.428). Thirdly, the results are often not generalizable to other situations, making the data only case specific.

Despite the disadvantages, the relatively strong advantages justify the use of using a case study survey to research this particular issue. While most of the disadvantages can be controlled through proper research training, the overall contribution to environmental geography knowledge supports this research approach.

### 3.3 Data Sources

#### 3.3.1 Reports

Two study reports are specifically relevant to this issue; the Public Consultation Report, October 1990 (P.C.R.) and the Social Impact Assessment, August 1990 (S.I.A.). The P.C.R. listed as Schedule 9 of a series of 11 reports submitted as supporting documentation in application of Environmental Assessment Act approval for the construction and

operation of the South Quarry Landfill (EAA, Sec. 5(1), 1980). To ensure sufficient public participation in the planning process, and after being strongly suggested by former Ontario Minister of the Environment Jim Bradley, a Public Consultation Program was initiated. This report documents the public consultation program developed for the Steetley Landfill Proposal and addresses the concerns raised by the residents, public groups, and government agencies. The Public Liaison Committee (P.L.C.) first met in May 1989 and held 12 public meetings up to the end of April 1990. P.L.C. members were chosen by the Mayors of Dundas and Flamborough, and a Steetley representative (see Appendix 2). From this report, it is generally concluded that the public indicated a strong opposition to the landfill proposal, in any form. The residents are particularly concerned about four potential problems: water quality and quantity, control and monitoring of waste entering the site, property value impacts, and landfill traffic (P.L.C. 1990, pg. 15).

Steetley also retained a private consultant firm to conduct a Social Impact Assessment. This document is listed as Schedule 7 in the supporting documentation to the Environmental Assessment Report prepared for the South Quarry Landfill proposal in accordance with the Ontario Environmental Assessment Act, Section 5(1). The study had three aims: to determine the kinds of social impacts that may occur in people's way of life and their community, to assess the

significance and relative importance of such changes taking into account the views of those affected, and to propose measures to minimize negative effects (S.I.A. 1990, pg.2). Detailed quantitative data is provided with reference to potential social impacts on neighbouring residents. For the purpose of this study, focus will be on the nature and degree of resident concerns regarding the proposed landfill.

### 3.3.2 Newspaper Clippings

Newspaper clippings are necessary to successfully complete this study. This source allows the researcher to identify and critically evaluate G.A.S.P.'s public concerns and strategies, while measuring the relative success of G.A.S.P. in achieving its short-term strategic goals. For instance, an overall distribution of G.A.S.P. issues/concerns and strategies by source and article can be determined. For purposes of this study, only articles from the years 1988 to 1990 will be evaluated for reasons to be described in the following methodology (see Appendix 3).

The Hamilton Spectator provides an extensive source of information on this topic. Numerous reports by Spectator journalists Beth Marlin and to a lesser degree John Mentek, Michael-Allan Marion, and Tony Grano offer brief (one to two thousand word) articles from October 1988 to September 1990.

The Dundas Star Journal, as in the Hamilton Spectator, provides an essential local journalistic perspective regarding G.A.S.P. responses to the Steetley proposal. Journalist

Marilyn Gilmore provides in-depth accessible reports from as early as October 1988 to May 1989.

The Flamborough News, through in-depth reporting primarily by Richard Leitner provides an applicable source of information on this issue. Available articles directly reporting on this issue only exist from October 1989 to February 1990.

### 3.3.3 Documental Sources

As previously mentioned, 12 P.L.C. meetings took place from May 15, 1989 to April 2, 1990. From these meetings, a public record of Public Liaison Committee Meeting Minutes was created. This source provides a detailed record of public meeting conversations. A thematic analysis of individual resident questions allows for a detailed quantitative listing of resident concerns to be compiled, which are not provided in the Public Consultation Report, 1990. After initial difficulties, a complete set was acquired which allowed this researcher to complete his study.

### 3.3.4 Key Informant Interviews

Key informant interviews are also vital to the accumulation of data on this topic. Key informants include G.A.S.P. representative and co-founder Mr. Mark Osborne and Ministry of the Environment official Ms. Joy Rayner. The G.A.S.P. interview provides precise information on factors leading to the emergence and establishment of G.A.S.P., main issues and concerns addressed by G.A.S.P., and strategies



G.A.S.P. employed to have its concerns addressed. The MOE interview provides some insight as to G.A.S.P.'s success in having its concerns addressed by government decision makers. Moreover, these sources provide answers to questions raised or not fully addressed within the written literature.

### 3.4 Methodology

As just described, the principal data sources used in this research which require content analysis include recent reports, newspaper clippings, and P.L.C. Meeting Minutes. Through local libraries such as the Urban Documentation Centre (U.D.C.) at McMaster University and the Dundas Public Library (reports and newspaper clippings), coupled with Steetley cooperation (P.L.C. Meeting Minutes), complete copies of the required published reports and minutes were acquired as public documents as specified in the Environmental Assessment Act, 1980.

#### 3.4.1 Analysis of Reports

In order to successfully analyze the P.C.R. 1990 and the S.I.A. 1990, an initial unit of analysis must be established. For this purpose, a thematic approach was applied in which several assertions about the subject were used as criteria to locate relevant data. These assertions included potential citizen or G.A.S.P. issues or concerns based on an initial review of the table of contents, appendices and list of tables. After identifying possible relevant data, entire sections were recorded as researcher notes. Through this

method, a general set of categories for assessing citizen and G.A.S.P. concerns was developed based on the researchers' (Institute of Environmental Research (1985) Inc. and Armour Environmental Consultants Inc.) primary findings and categories (eg. water quality and quantity, noise levels, etc.).

#### 3.4.2 Analysis of Newspaper Clippings

A principal data source used to identify G.A.S.P.'s issues/concerns and strategies was local newspapers from 1988 to 1990 inclusive. The U.D.C. contains an impressive catalogue of area newspaper articles pertaining to a wide range of environmental issues. Entries are found in two bound volumes titled "Waste Management, Hamilton-Wentworth Region, 1985-1988" and "Waste Management, Hamilton-Wentworth Region, 1990-present." A table of contents at the beginning of each issue chronologically lists each article by date and title. As an initial approach to relevant article identification, a single word recording unit of analysis was employed. On this basis, the words "G.A.S.P." (or Greensville Against Serious Pollutions) and "Steetley" were used to locate primary articles reporting on the proposal. Following this identification, each article was read using a thematic article context unit approach, in which if one article reported two or more G.A.S.P. issues/concerns or strategy, each was recorded.

#### 3.4.3 Analysis of Public Liaison Committee Minutes

On March 5, 1991, a thorough content analysis of the

complete Public Liaison Committee Minutes was permitted by Steetley at their Hamilton headquarters. Steetley's local phone number was acquired through the Steetley Community Newspaper #2 (P.C.R., 1990, 54). For this source, a sentence context unit approach was used to quantitatively list individual citizen concerns based on the general P.C.R. citizen concerns categories. Under each broad category, the number of questions asked at each public session with reference to each category was recorded. If in one question two issues or concerns were raised, each issue or concern was recorded. However, elaborations resulting in two or more consecutive questions on one issue or concern was only recorded once.

Both advantages and disadvantages exist with the use of a thematic, single word, thematic article, and sentence context unit of analysis. Disadvantages include the fact that such coding is very time consuming, boundaries are occasionally not easily identified, and that the process of reducing grammatical units into thematic units can seriously reduce reliability unless the structural properties of the unit are precisely defined (Holsti, 1969, pg. 117). However, many of these disadvantages can be controlled if categories "reflect the purposes of the research, are exhaustive, are mutually exclusive, and are independent" (Holsti, 1969, pg. 117). Consequently, despite its tedious and laborious characteristics, content analysis provides the most logical,

efficient, and scientifically appropriate method of analyzing this issue.

#### 3.4.4 Key Informant Interviews

On March 15, 1991, a key informant interview was conducted with a G.A.S.P. representative at McMaster University Medical Center. The G.A.S.P. telephone number was acquired through the P.C.R., 1990, pg. 65. Initial attempts to contact co-founder Ken Goldman failed, but subsequent attempts to contact co-founder Mark Osborne succeeded. G.A.S.P. co-founders, not simply G.A.S.P. members, were chosen for key G.A.S.P. interviews due to their position within the organization's core group. Three general questions, taken from my initial proposal, were addressed to extract information and responses which were documented through personal note-taking. Following the interview, a copy of the immediately re-written and elaborated personal notes were returned to Mr. Osborne for comment (see Appendix 4).

On March 22, 1991, another key informant interview was conducted with a Ministry of the Environment representative in Hamilton. Ms. Joy Rayner was chosen as the government key interview for two reasons. Firstly, unlike District Office or Municipal officials, Joy Rayner is the West Central Region Waste Management Coordinator and P.L.C affiliated member. Therefore, she provides key expert government perspectives on the role and effectiveness of waste disposal citizen groups in general, and on G.A.S.P. in particular. Secondly, during this

researcher's previous employment at the M.O.E. during the academic summer months of 1989 and 1990, Ms. Rayner acted as co-supervisor, thereby facilitating present interview arrangements. As in the G.A.S.P. interview, three general questions were addressed to solicit information and responses which were also documented through personal note-taking. The personal notes were again re-written and elaborated and returned to Ms. Rayner for comment immediately following the interview (see Appendix 5).

### 3.5 Summary

By using a content analysis approach to analyze the secondary data, it was possible to evaluate a vast quantity of information. Moreover, key informant interviews allowed an accumulation of data specific to the case study.

## CHAPTER 4

## RESULTS AND FINDINGS

4.1 Introduction

As a result of the extensive content analysis of relevant data sources, an abundance of information was accumulated. Data regarding the history of G.A.S.P., citizen issues, specific concerns and strategies of G.A.S.P., and the success of G.A.S.P. have been documented.

4.2 History of G.A.S.P.

Canadian society has witnessed a notable increase in the presence of newly formed community action groups; private citizens uniting to oppose potential community environmental crises. "Their increased visibility and activity is probably reflective of broader trends in the country on the rights of consumers, an emphasis on participatory democracy, and an interest in organized self help, that are some of the legacies of the social turmoil of the late 1960's and early 1970's (for a partial examination of the historical background, see Boyte, 1980)" (Quarantelli, 1985). G.A.S.P. is a product of such social trends. Accordingly, based on the March 15, 1991 G.A.S.P. interview, several historical factors leading to the emergence and establishment of G.A.S.P. were explored.

G.A.S.P. was co-founded by Mark Osborne and Ken Goldman in 1985, three years prior to the 1988 Steetley landfill site proposal. Two main concerns led to the creation and emergence

of this organization. The first involved corporate inaction by Steetley to control lime dust emissions. Osborne insists there were strong negative community attitudes against local environmental hazards, such as the lime dust emissions, before the formation of G.A.S.P. G.A.S.P. is "not anti-business" but are "proponents of a safe, clean, and healthy environment" (Church et al., 1990, pg.23). "Presently, Steetley maintains "zero credibility, zero trust." The second main initial concern lay in a community belief that government agencies (especially the Ontario Ministry of the Environment-MOE) are more industry oriented than citizen oriented; that government representatives are highly trained technical experts, yet lack social community receptiveness; and that the MOE is "reactive" not "proactive" to potential community hazards.

Two key factors facilitated the establishment of G.A.S.P. as a legitimate community organization. Firstly, G.A.S.P. is composed of a core group of 5, an executive group of 15, and an active Greensville and Flamborough resident membership of up to 1000 "members" to date. Osborne believes that the membership is so large because residents have no one else whom they can trust." (Church et al., 1990, pg. 23). Membership fees of \$30-\$50 per year, in combination with bake sales, garage sales, business grants, etc. allow the organization to acquire funds for strategic opposition. Secondly, G.A.S.P.'s incorporation in 1989, due to verbal, physical, and legal threats completed the formalization of the ECG. "Formal

incorporation means that the ECG's have a charter, formal group positions, etc." (Quarantelli, 1985, pg. 184). Moreover, formal incorporation also generates a certain amount of bookkeeping, leads to the opening of a bank account, and the use of letterhead paper. (Quarantelli, 1985, pg. 184).

G.A.S.P.'s creation and development was a result of Greenville community frustration. This frustration was focused on government and industry inaction.

#### 4.3 Citizen Issues

Individual citizens respond to various psychosocial stressors in different ways. Much depends on the attitudes and responses of the individuals and their ability or willingness to adapt to any potential changes. On this basis, the issues and degrees of local resident concerns must be documented from the Public Consultation Report, 1990, the Social Impact Assessment Report, 1990, and the Public Liaison Committee meeting minutes data sources.

The Social Impact Assessment, 1990 was referenced to identify the nature and degree of residents' concerns regarding the proposed landfill. Based on questionnaires, resident concerns regarding the proposed landfill are summarized in Table 4.1:



Table 4.1 Resident Concerns Regarding the Proposed Landfill

| Do You Have Concerns About the Proposed Landfill Facility? | 0-500m | 500-1000m | Total |
|--|--------|-----------|-------|
| Yes  | 98%    | 83%       | 94%   |
| No   | 2%     | 11%       | 4%    |
| If yes, what are your concern?                             |        |           |       |
| Water quality  | 71%    | 69%       | 71%   |
| Property value decrease                                    | 43%    | 38%       | 42%   |
| Increased traffic  | 41%    | 25%       | 38%   |
| Content of the Landfill                                    | 27%    | 56%       | 35%   |
| Odour  | 39%    | 13%       | 33%   |
| Water Supply   | 27%    | 31%       | 33%   |
| Litter   | 25%    | 27%       | 25%   |
| Dust   | 24%    | 19%       | 23%   |
| Birds and Rodents  | 22%    | 25%       | 23%   |
| Noise  | 22%    | 0%        | 17%   |
| Health   | 12%    | 25%       | 15%   |
| Adequate Monitoring  | 10%    | 0%        | 8%    |
| Children's Health/Safety                                   | 2%     | 6%        | 3%    |
| Other  | 33%    | 44%       | 36%   |

(S.I.A., 1990, pg. 52)

Based on this study, the main concern of residents in the Sub-Community Study Areas of Taylor Crescent and Greensville is that their water quality will be negatively affected (71%). Loss of property value, increased traffic and the landfill content round-out the top four main resident concerns. Unfortunately, only residents living within 1000m of the proposed landfill were surveyed. Consequently, content analysis of the P.C.R. 1990 and the P.L.C. meeting minutes must be conducted to isolate the concerns of all residents.

Content analysis of data accumulated through the P.C.R. 1990 indicates that the concerns most frequently raised at the

Public Liaison Committee meetings by committee members and the lay public include:

- noise; current levels and monitoring procedures
- alternatives; for site selection under the EEA (Environmental Assessment Act); alternative means of rehabilitating the quarry
- groundwater and surface water contamination; leachate collection; effect on local wells
- quality control of liner
- service area of the site
- possible incineration of waste
- increased truck/traffic congestion
- availability and timing of intervenor funding
- long term site maintenance
- expansion of quarry operations
- trucks travelling on non-designated routes
- property values

(P.C.R., 1990, pg. 32,33)

Using these basic categories, a collection of Flamborough and area resident concerns were accumulated indicating noise (35%), water quality/quantity (25.9%), monitoring (17.83%) and traffic levels (10.7%) as being the four most serious issues, as shown in Table 4.2:

Table 4.2 Resident Concerns Regarding the Proposed Landfill  
Based on P.L.C. meeting minutes questions

-----

Overall distribution of Flamborough Citizen  
Issues/Concerns by P.L.C. Question

| Category               | # of Questions | % of all Questions |
|------------------------|----------------|--------------------|
| Noise                  | 31             | 35.7%              |
| Water quality/quantity | 29             | 25.9%              |
| Monitoring             | 20             | 17.8%              |
| Traffic Levels         | 12             | 10.7%              |
| Property Values        | 9              | 8.0%               |
| Other                  | 11             | 9.8%               |

-----

total recorded questions= 112  
 2+ issues/concerns in one question= 2+ recordings  
 2+ consecutive explanatory questions on one issue/concern= 1 recording

-----

Based on the above results, with the exception of water quality and quantity, few citizen concerns involve physical health related issues. Most issues tend to focus on quality of life issues.

#### 4.4 Concerns and Strategies of G.A.S.P.

In order determine whether G.A.S.P. actually represents the concerns of the residents of Greensville and surrounding communities, the issues of G.A.S.P. must be cross examined with those of the individual citizens. Through a content analysis of relevant local newspaper articles and through key interviews with G.A.S.P. representatives, the issues/concerns and strategies of G.A.S.P. as a citizen representative group

is investigated.

Based on newspaper analysis, the following result has been accumulated. An overall distribution of primary G.A.S.P. concerns and issues have been acquired by article to determine G.A.S.P.'s primary stance as perceived by the public. Table 4.3 reveals that G.A.S.P.'s primary focus is on health related issues (91%) with a secondary area of focus on lifestyle related issues or disruptions (24%).

In order to verify these results, the key informant interview with G.A.S.P. co-founder Mark Osborne was used. Based on that interview, G.A.S.P.'s primary concern involves both physical and mental health. For instance, specific issues of concern involve the use of fractured limestone as a landfill site, resulting in a fear of carcinogenic/mutagenic leachate into local drinking water; the fact that the proposed leachate collecting liner is a pioneering design which has never been proven leak-proof; in addition to the increased resident stress of living near a landfill. A secondary, yet related concern lies in the belief that government agencies may lack the ability (or resources) to monitor and regulate the contents and operation of the proposed landfill.

Table 4.3 G.A.S.P. concerns regarding the proposed landfill based on newspaper articles

-----  
Overall distribution of G.A.S.P. issues/concerns by article

| Category                                     | # articles with issue/concern at least once | % of all articles |
|--|---|-------------------|
| -----  |   |                   |
| Health                                       |   |                   |
| -physical                                    | 9   | 75%               |
| -phycological                                | 2   | 16%               |
| Total:                                       | 11  | 91%               |
|  |   |                   |
| Lifestyle                                    |   |                   |
| -noise                                       | 1   | 8%                |
| -traffic                                     | 0   | 0%                |
| -nuisance issues<br>(eg. rats, seagulls)     | 2   | 16%               |
| Total:                                       | 3   | 24%               |
|  |   |                   |
| Other (eg. property values, monitoring etc.) | 3   | 24%               |

-----  
total # articles re: proposal=53  
total # articles re: G.A.S.P. issues/concerns=12  
1 article, 2+ issues/concerns=2+ recordings  
articles from October 1988 to September 1990  
-----

G.A.S.P has employed several strategies to bring about decisions or policies that address their issues and concerns. Firstly, G.A.S.P. petitions for legislative changes to challenge/modify Municipal, Provincial, and/or Federal legislation. For example, previous and present attempts include Amendment 52 which proposes a prohibition of establishing landfills on the Niagara escarpment (incidentally, the Steetley proposal lies outside the Amendment 52 Niagara

escarpment boundary--see Appendix 5), and public presentations to suggest modifications to the EA public participation process (eg. Burlington City Hall Presentation on March 27, 1991). Secondly, G.A.S.P. attempts to increase public awareness to unify opposition because "people's lives are too busy" to notice the proposed impacts of a local landfill (Appendix 4). This is accomplished through television and newspaper reporting, regular press releases, and officially organized public G.A.S.P. meetings. Moreover, experts are hired to speak on their behalf at their meetings (not at P.L.C. meetings) in order to increase public knowledge on the issue. Thirdly, G.A.S.P. has affiliated/cooperated with larger, more established organized citizen groups (such as Greenpeace, P.O.W.E.R., and Pollution Probe of Toronto) as well as with other local Municipal governments (eg. Town of Flamborough). This strategy allows G.A.S.P. to acquire technical, organizational, networking, and strategic advice or assistance from the larger citizen groups, and to pool local resources in order to challenge similar concerns and issues from the Municipalities.

Based on these findings, several conclusions can be made about the concerns and strategies of G.A.S.P. Firstly, G.A.S.P.'s primary opposition to the proposal is health related. Secondly, G.A.S.P. strategies involve attempts to change legislation through legal petition, increasing public awareness to increase opposition, and cooperation with other

groups or governments for logistical and financial support.

#### 4.5 Effects of G.A.S.P.

How successful has G.A.S.P. been in achieving its strategic goals? In order to investigate this question, results from the newspaper content analysis and M.O.E interview with Joy Rayner are examined. Newspaper data can provide hints as to the extent that G.A.S.P. has increased public awareness, while the M.O.E. interview provides insight as to the influence of organized citizen groups on the decisions of government officials.

Firstly, G.A.S.P.'s success in increasing public awareness must be critically evaluated. In order to accomplish this, a content analysis of local relevant newspaper articles is again examined. By determining the source and degree of newspaper reports, G.A.S.P.'s relative success can be evaluated. Assuming a correlation between an increased frequency of reports and increased public awareness, in addition to noting the fact that the Hamilton Spectator is a daily newspaper while the Dundas Star Journal and the Flamborough News are weekly newspapers, several trends can be revealed. G.A.S.P.'s concerns have been decreasingly documented in the Hamilton Spectator, the Dundas Star Journal, and the Flamborough News suggesting increased public awareness of G.A.S.P.. However, an increasing number of articles have identified G.A.S.P. strategies in opposing the Steetley Proposal since the proposal was made public in October 1988.

These results have been documented in Table 4.4 below. From this analysis, it can be determined that only 35.9% of all relevant articles (53) did not mention G.A.S.P.

Table 4.4 Frequency of reported G.A.S.P. issues/concerns

-----  
 Overall distribution of G.A.S.P.  
 issues/concerns and strategies  
 by source

| Source                 | G.A.S.P.<br>issues/concerns      |                                  | G.A.S.P.<br>strategies           |                                  |
|------------------------|----------------------------------|----------------------------------|----------------------------------|----------------------------------|
|                        | <u>Oct.88-</u><br><u>Sept.89</u> | <u>Oct.89-</u><br><u>Sept.90</u> | <u>Oct.88-</u><br><u>Sept.89</u> | <u>Oct.89-</u><br><u>Sept.90</u> |
| Hamilton<br>Spectator  | 3                                | 2                                | 5                                | 8                                |
| sub-total:             | 5 (9.4%)                         |                                  | 13 (24.5%)                       |                                  |
| Dundas Star<br>Journal | 3                                | 1                                | 2                                | 4                                |
| sub-total:             | 4 (7.5%)                         |                                  | 6 (11.3%)                        |                                  |
| Flamborough<br>News    | 2                                | 1                                | 1                                | 2                                |
| sub-total:             | 3 (22.6%)                        |                                  | 3 (41.5%)                        |                                  |
| <b>Total:</b>          | <b>12 (22.6%)</b>                |                                  | <b>22 (41.5%)</b>                |                                  |

-----  
 total # articles mentioning G.A.S.P.  $\geq$  1 = 32  
 1 article, 2+ concerns or strategies = 2+ recordings  
 articles from October 1988 to September 1990  
 -----

Secondly, G.A.S.P.'s attempts to bring about favourable decisions or policies can be evaluated through the M.O.E. interview. The M.O.E. feels G.A.S.P. does not represent the community as a whole, that many local citizens have different concerns than G.A.S.P. When asked about identifying G.A.S.P's



primary concerns, issues including (1) residential lifestyles, (2) environmental concern (eg. noise, dust traffic, etc.), and (3) both adverse psychological and physical health effects were acknowledged. G.A.S.P. is viewed as an organization that does not appear to want to compromise to accommodate the proposal, that regardless of compensation packages, G.A.S.P.'s ultimate goal is to "shoot down the proposal" (Appendix 5). Moreover, G.A.S.P.'s participation in this proposal did not accelerate the EA process. On the contrary, their participation may have actually slowed it down. Despite this seemingly antagonistic atmosphere between G.A.S.P. and the government, the government strongly feels that organized citizen groups such as G.A.S.P. are crucial to the Environmental Assessment procedure, (see Appendix 6), that "the issues/concerns of organized opposition groups are genuinely considered by the EA board." (Appendix 5). It must be stressed that Provincial governments must consider both regional and local issues, that government is not pro-industry/anti-social, but is actually neutral between industry and public.

G.A.S.P. has succeeded in increasing public awareness regarding the proposal, yet may have also succeeded in creating an confrontational relationship with local government. Despite this, the contributions of organized citizen groups such as G.A.S.P. do play a vital role in Ontario's landfill site selection procedure.

#### 4.6 Summary

Overall then, although G.A.S.P. claims to be a representative of area residents, its basis of opposition is different than those of the residents they claim to represent. G.A.S.P. is primarily concerned with only one key resident concern; the reduction of risk to human health. However, limited financial backing must be conciliatory to the range of issues G.A.S.P. can represent. G.A.S.P. is therefore faced with the task of developing the best possible strategy to achieve favourable government decisions while trying to remain within economic constraints.

## CHAPTER 5

## SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

5.1 Summary

Prior to formulating any conclusions and recommendations, a brief summary of the results and findings must be presented. Points of focus are the history of G.A.S.P., the citizen issues raised, G.A.S.P.'s specific concerns and strategies, and G.A.S.P.'s success.

Firstly, several interesting facts were discovered concerning G.A.S.P.'s history. For instance, G.A.S.P. was initially formed in 1985, three years prior to the Steetley landfill site proposal. Also, factors initiating G.A.S.P.'s creation are twofold; (1) Steetley's increasing lime dust emissions, and (2) a "community belief" that government agencies lack the ability or resources to monitor environmental contamination throughout the province.

Secondly, an analysis of citizen issues indicates a fairly focused area of concern. In terms of physical health related issues, only the issue of water quality and quantity shows a strong resident concern. However, with respect to quality of life issues, noise levels, monitoring, traffic levels, and property values tend to dominate resident concerns.

Thirdly, the concerns and strategies of G.A.S.P. were revealed. G.A.S.P.'s primary concern justifying its opposition

to the proposal is health related, primarily drinking water contamination. G.A.S.P.'s strategies include petitioning legislative changes, increasing public opposition through public awareness, and cooperating with other organized citizen groups and/or governments to receive logistical and financial support.

Finally, the effect of G.A.S.P. in influencing government decisions was examined. Although G.A.S.P. has succeeded in increasing public awareness regarding the proposal, it has failed to represent the full range of community concerns to local government. Despite this, local government continues to welcome and encourage the organization of local citizens and their contribution to the site selection process.

Clearly, the data collected does provide a unique perspective on citizen involvement in the site selection procedure. Based on this information, the following conclusions and recommendations can be made.

## 5.2 Conclusions

Two sets of conclusions can be drawn from this paper. The first pertains to the citizen group's attempt to act as a resident representative group, and the second relates to a citizen group's success in achieving its strategic goals.

With respect to the citizen group's attempt to act as a resident representative group, the full range of concerns maintained by the general resident population cannot be fully addressed. A contributing factor to this end may lie in the

fact that many citizen opposition groups must operate on a limited financial budget, yet a verification of this conclusion requires further investigation. In a sense, the community action group does provide a citizen voice to some resident issues.

In terms of the Greensville Against Serious Pollutions Inc. example, it is a competent yet somewhat inefficient organization. Clearly, in terms of achieving its short term public awareness goal, it has confidently succeeded. Likewise, with respect to the major resident concern of potential health risks due to water quality and quantity disruptions, G.A.S.P. is consistent with area resident concerns which were identified as being important. However, G.A.S.P. fails to concern itself with potential lifestyle disruptions which were consistently indicated as being of resident concern. Failure to acknowledge these issues may leave G.A.S.P. at a disadvantage to protect any lifestyle conditions should the proposal eventually be approved. This omission could ultimately be a failure by G.A.S.P. to adequately represent resident long term interests. Nevertheless, G.A.S.P.'s participation in attempting to represent the issues and concerns of area residents has been a reasonable and vital response to the Steetley South Quarry redevelopment proposal.

With respect to a citizen group's success in achieving its goal to favourably influence government decisions, the community action group provides a somewhat confusing

perspective of resident concerns to government officials. They do however, provide necessary citizen input to Ontario's landfill site selection approval process and bring attention to possible legislative inadequacies.

Again, with respect to G.A.S.P., a comparison of the concerns of the action group and what the government feels are the concerns of the action group provides insight into how successful this community action group has been in conveying its concerns to the government. Although G.A.S.P. has made its health concerns known, they are perceived as a secondary G.A.S.P. priority behind socially related issues. However, the simple existence and operation of such an action group does force government legislators to incorporate these issues into the final decision.

Overall, the establishment and input of these other sources of community interest point out the importance of including a variety of information in the site selection process. Potential attempts at increasing cooperation and coordination between the proponent, the action group, and the provincial government can be seen as a starting point to help address this issue.

### 5.3 Recommendations

Two recommendations can be suggested based on the above conclusions. The first relates to the community action group, while the second pertains to the government.

Firstly, the community action group must coordinate short

and potential long term strategies. Obviously, these are subject to strict budget constraints. Nevertheless, failure to anticipate long term possibilities can result in catastrophic repercussions. For instance, a major objective setback (such as the approval of a hazardous waste facility) can lead to possible resident coping difficulties, which could eventually lead to citizen confusion and violence. Such an outcome could be avoided by minimizing future disruptions through planned long term concessions.

Secondly, in these times of increased public environmental awareness, a mediating government must expand public cooperation and peer education programs to facilitate community interaction. Possibly due to budget constraints, the government is losing touch with the general public which is resulting in community frustration. This trend may possibly be reversed through a an expansion of government resources.

Clearly, several steps must be taken to adequately address this issue. The burden of responsibility lies not only with the active community and regional government, but also with our society as a whole. The problem of waste disposal will continue to be a challenging problem for many decades to come, but the scope of its effects can be minimized through programs such as "reduce, reuse, and recycle." Naturally the complexity of any potential solutions have obvious cost constraints, but if human and environmental safety is to be ensured, such constraints must assume secondary roles.

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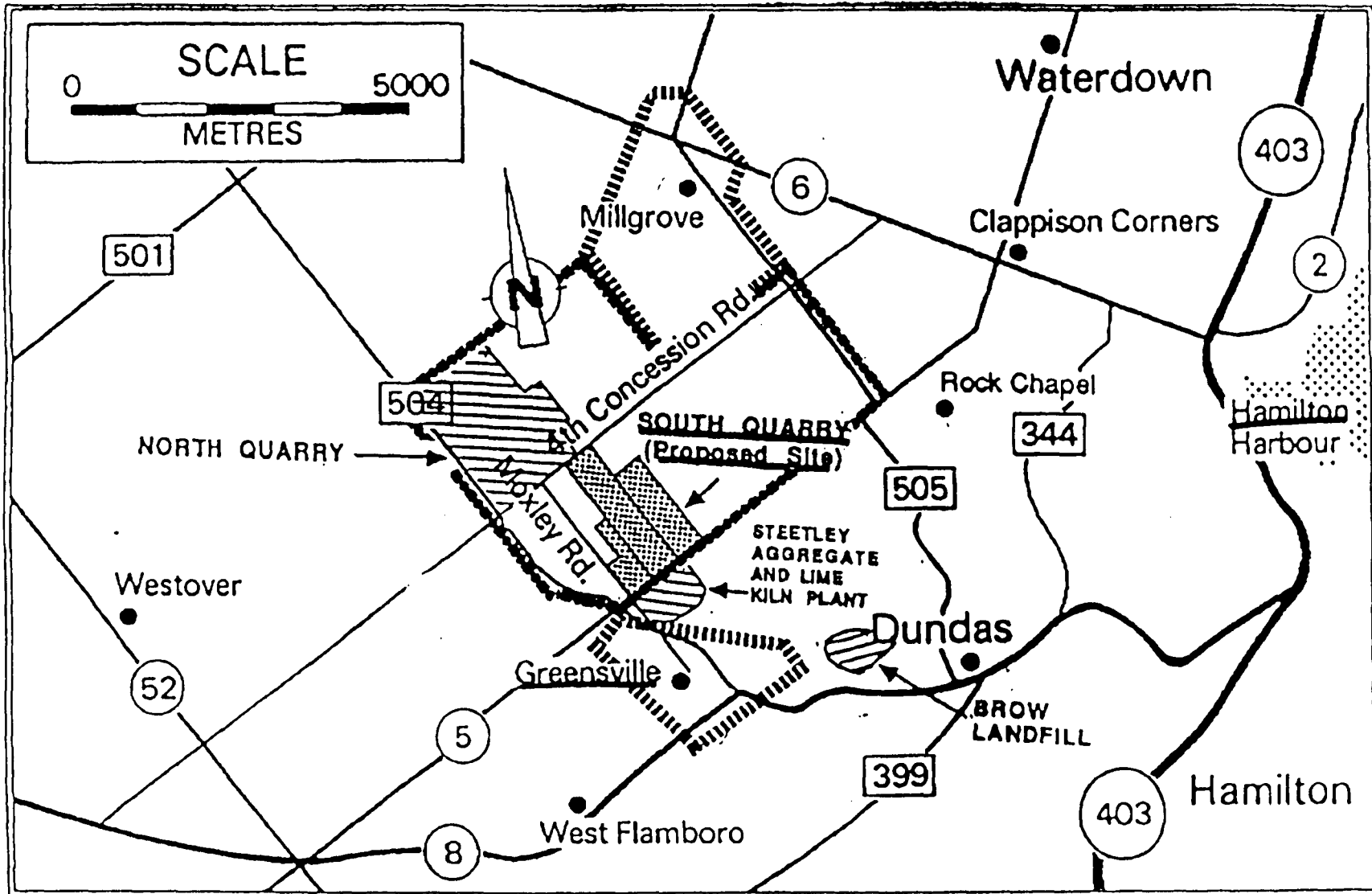
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**APPENDIX**

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# Steeley Quarry Products Inc. South Quarry Development Community Map

Appendix 1



Draft Community Boundary   
 Draft Sub-Community Boundaries 

MAP 1  
DRAFT COMMUNITY BOUNDARY

Appendix 2

Members of Public Liaison Committee

| <u>MEMBER</u>   | <u>REPRESENTATION</u>                             |
|---|---|
| Mr. Don Mangos  | Local Resident                                    |
| Mrs. Charlotte Pyl                                      | Local Resident                                    |
| Mrs. Edna Grey (alternate)                              | Local Resident                                    |
| Mrs. Anne Redish  | Local Resident                                    |
| Mr. Ray Varey   | Local Resident                                    |
| Mrs. Pat Watson (resigned)                              | Local Resident                                    |
| Ms. Joy Rayner  | Min. of the Environment                           |
| Mr. Ted Harvey  | Min. of Natural Resources                         |
| Mr. Jim Scharlach (Alternate)                           | Min. of Natural Resources                         |
| Dr. Peter Rice  | Royal Botanical Gardens                           |
| Mr. Gavin Smuk  | Ont. Fed. of Agriculture                          |
| Mr. Bob Patrick   | Regional Municipality of<br>Hamilton-Wentworth    |
| Mr. Ken Dakin   | Planner-Hamilton Region<br>Conservation Authority |
| Mr. Ted McCullough                                      | Fire Chief-Town of Dundas                         |
| Mr. Ken Goldmann (resigned)                             | G.A.S.P.  |
| Mr. Mark Osborne (alternate)                            | G.A.S.P.  |
| Mr. Blayne Rennick                                      | Town of Flamborough                               |
| Dr. Brian Baetz (resigned)                              | Local Resident                                    |
| Two New Members were appointed due to the resignations: |   |
| Mrs. Karen Lunau  | Local Resident                                    |
| Mr. Harry Perell  | Local Resident                                    |

The P.L.C. has kept one place open for G.A.S.P. if they wish to rejoin the committee.

(Source: PLC, 1990, 66)

Appendix 3

List of Newspaper Articles Regarding the  
Proposal Mentioning G.A.S.P.

Hamilton Spectator

"Board Cans G.A.S.P. Bid for Cash to Fight Dump," 16/05/91, B1.

"Steetley May Face Tougher Dump Scrutiny," 12/10/90, B3.

"Town Prepares Joint Case For Steetley Hearing." 18/09/90, C3.

"Flamborough, G.A.S.P. Hail Landfill Ruling," 28/07/90

"Steetley Landfill Site Hearing Adjourned," 26/06/90, B4.

"Steetley Hearing May Be Nearing Collapse," 22/06/90, D2.

"Board Cans G.A.S.P. Bid For Cash to Fight Dump," 16/05/90, B1.

"G.A.S.P. Awaits Word on Funds to Fight Dump," 15/05/90, C1.

"Funding Decision May Push G.A.S.P., Others From Hearing," 09/05/90, F1.

"Steetley pursues Toronto's \$1b Trash Contract," 01/05/90

"Steetley Should Post Bond Against Hunting Environment, Forum Told," 05/04/90, C2.

"Residents Hurl Fears at Steetley Consultant," 06/02/90, C1.

"Steetley Dump Site Worst Possible: Expert," 25/10/89, B2.

"Join Together to Seek Funds, Landfill Foes Told," 19/10/89, D3.

"G.A.S.P. wants \$10 000 aid," 26/05/89, C2.

"Dundas Urges Stop to Dumps on Escarpment," 20/10/88, C1.

"Quarry of Concern," 13/10/88, A6.

"G.A.S.P. Seeks \$125 000 to Fight Dump," 6/05/88.

### Dundas Star Journal

"Dundas Conflict Compared to David and Goliath," 08/02/89, 1.

"Steetley Landfill Site Needs to be Examined as a Whole," 03/05/89.

"Scott Should Come Forward With Information, says Steetley President," 15/03/89.

"Steetley Landfill Site Needs to be Examined as a Whole (letter to editor)," 03/05/89, 7.

"Second Steetley Open House for Dump Plans Attracts Many," 17/10/89.

"Now is the Time to Speak out on Steetley Dumpsite (letter to editor)," 07/06/89, 7.

"G.A.S.P. Launches Platform to Quash Landfill Site," 05/10/88, 1.

"G.A.S.P. Fears Effluent From Landfill Site Will Pollute Groundwater," 10/08/88, 1,33.

"G.A.S.P. Lobbies Council For Support in Landfill Battle," 24/08/88.

"G.A.S.P. Launches Platform to Quash Landfill Site," 05/10/88, 1.

### Flamborough News

"Residents Deride Dump Impact Study Findings," 07/02/90.

"Opponents of Dumpsite Feel Vindicated by Report," 13/12/89, 1.

"G.A.S.P. Offers Recap of Activities in 1989; Looks Ahead to 1990 (letter to editor)," 06/12/89, 6.

"Provincial Policies Hurting Landfill Opposition," 25/10/89, 3.

Appendix 4

G.A.S.P. Interview-Mark Osborne

March 15, 1991

1) What factors led to the emergence and establishment of GASP?

-Co-founded in 1985 by Mark Osborne and Ken Goldman  
why: Inaction by Steetley to control Lime dust emissions  
: Inaction/Inability by MOE to monitor Lime dust emissions; MOE was more industry oriented than citizen oriented; that Environmental Officers are very technically trained, but not socially receptive, MOE is "reactive" not "proactive" to environmental hazards

-Members  
: 5 core group, 15 executive members  
: predominately Greenville and Flamborough residents  
: approximately 1000 "members" to date  
: membership fees are \$30-\$50/year

-Incorporation  
: GASP became Incorporated in 1989  
why: verbal, physical threats against core members  
: personal legal protection against lawsuits

-Re: Steetley  
: claims there were strong negative community attitudes against local environmental hazards (ie. Steetley Lime emissions) before formation of GASP  
: Steetley maintains poor community relations, "zero credibility, zero trust"

-Other  
: Steetley resources are relatively "limitless" while community (GASP's) resources are "limited"

2) Main issues and concerns addressed by GASP?

-#1 Concern-HEALTH  
: use of fractured limestone as landfill site; therefore fear of carcinogenic/mutagenic leachate into drinking water, engineering design has never been used before (therefore no anti-leachate guarantee), increased stress of living near a landfill  
: 500m drinking water guarantee questionable; "if site guaranteed not to leak, why offer drinking water protection plan?"  
: inability of MOE to monitor and regulate landfill site



**-Other**

- : felt Armour Consultants Social Impact Assessment Study was poorly conducted, therefore inaccurate; never proposed to study GASP as a group
- : Steetley proposal only concerned with maximizing profit
- : concern with lime dust and drying of local wells
- : increased domestic stress (marriage stress etc.)

**3) Strategies GASP employed to have it's concerns addressed?**

**-Legislation**

- : legal challenge/modify municipal, provincial, &/or federal environmental legislation (eg. Amendment 52-prohibit landfills on Niagara escarpment, legislate against use of fractured limestone as landfill, suggestions to modify EA process-eg. Burlington City Hall Presentation on March 27, 1991)
- : provide "Hot Cards" with MOE emergency phone number, to encourage residents to file complaints re: lime emissions
- : feel that new NDP government more receptive to their community concerns, therefore very confident about their contribution to the proposal decisions

**-Public Awareness**

- : questionnaire flyers sent out to community residents to ensure that they are representing resident concerns
- : through television, newspaper reporting etc.
- : schedule regular press releases
- : organize official GASP meetings
  - why: to increase public awareness because people's lives are too busy

**-Experts**

- : organize dances, garage sales, bake sales, fashion shows
  - why: intervenor funding inadequate, therefore provides funds to hire legal, technical experts (eg. Guelph law firm, Dr. Peter Montegue-Princeton, \$600; Dr. Micheal Kickman-Brock, interest; Dr. David Hitchcock-McMaster, interest)

**-Cooperation with other groups/organizations**

- : eg. Greenpeace, POWER. Pollution Probe
  - : larger organizations provide technical, organizational, networking, strategic advice/assistance
  - : municipal government cooperation (eg. Town of Flamborough)
  - : pool resources to challenge similar concerns/issues

-Other

- : financial support from local business
- : community support/opposition there, GASP simply acts as a "tool for citizen desires"
- : basically bringing available data to public attention
- : core members receiving physical, verbal threats (interpreted as GASP success)
- : Steetley should look at alternatives (eg. wildlife sanctuaries etc.)
- : precedence setting case, therefore feel not only fighting for local residents, but for all Canadians
- : not anti-Steeley, but pro-health (eg. ORENCO challenge)
- : feel they are being successful, influential to government decision making

-Future; after proposal decision

- : will continue to challenge local environmental issues and concerns (eg. IJC-International Joint Commission)

Appendix 5

M.O.E. Interview-Officer Joy Rayner

March 22, 1991

**(1) What does the M.O.E. feel is G.A.S.P.'s #1 concern?**

- regardless of compensation proposals, G.A.S.P.'s ultimate goal is to "shoot down proposal"
  - why: (1) lifestyle impact
  - : (2) environmental concerns (eg. noise, dust, etc.)
  - : (3) adverse health effects, both psychological and physical
- G.A.S.P. does not appear to want to compromise to accommodate the proposal

**(2) To what extent does the M.O.E. feel that G.A.S.P. is a genuine citizen issue representative group?**

- not completely, G.A.S.P. does not represent the concerns of other local groups, citizens, the Towns of Flamborough, Waterdown, Dundas, or Ancaster
- G.A.S.P. is not the only representative of citizens, many individual local citizens have different concerns than G.A.S.P, other smaller groups just as effective
- Re: pulling out of the P.L.C.
  - : "Hard to tell whether it hurt them or weakened their case"

**(3) How successful has G.A.S.P. been in having its issues addressed?**

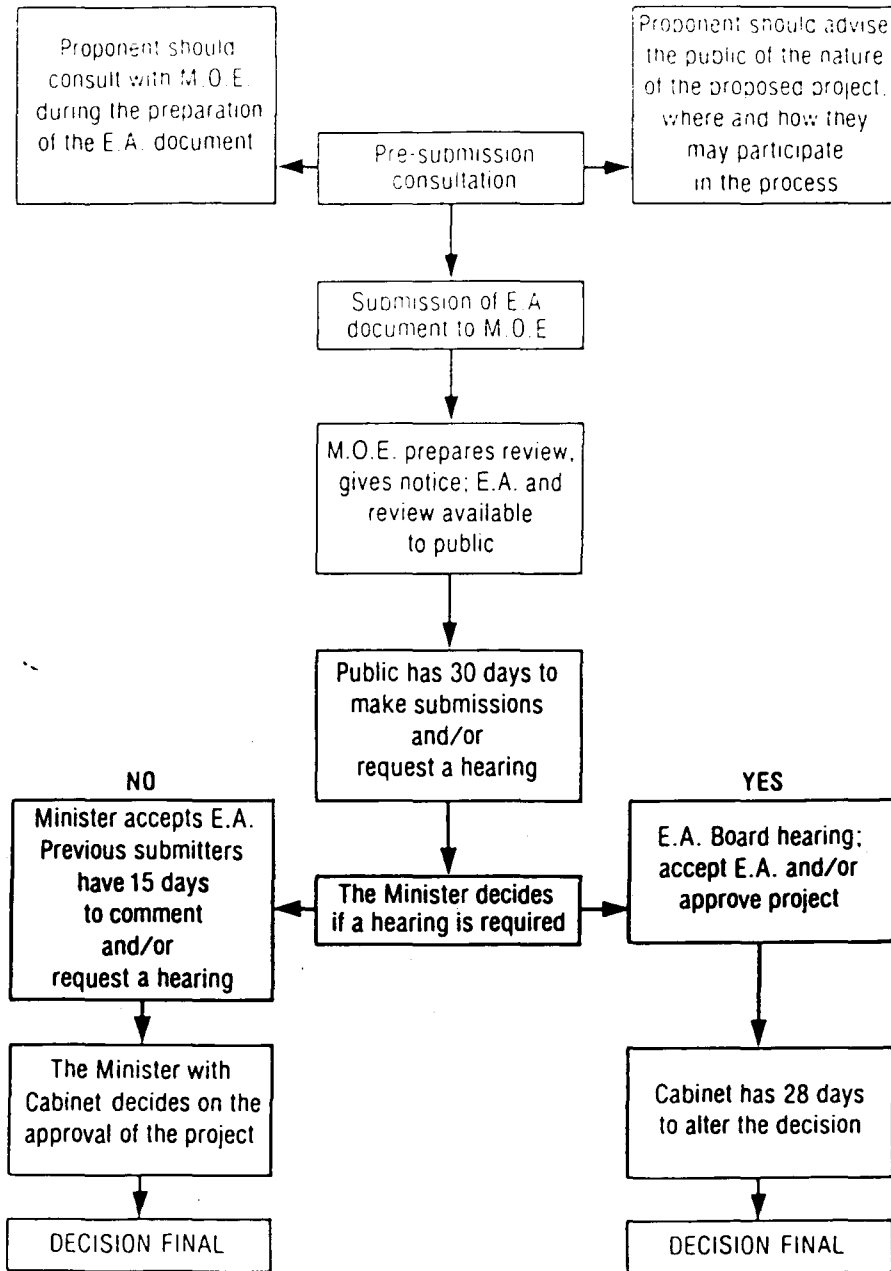
- G.A.S.P. will significantly influence EA Board decisions
- issues/concerns of organized opposition groups are genuinely considered by EA board (that is, EA board will/does consider daily citizen lifestyle effects)
- G.A.S.P. organization did not speed-up the EA process, may have actually slowed it down

**-Other**

- : G.A.S.P. experts only used at G.A.S.P. meetings, not at P.L.C meetings
- : M.O.E. is neutral between industry and public, not on one side or the other; EA Board decides on this issue
- : M.O.E. must consider regional and local issues
- : M.O.E. becoming more sensitive to social issues
- : organized opposition groups play an instrumental role in the EA approval process
- : Amendment 52 lies outside the Niagara escarpment boundary

Appendix 6

**PUBLIC PARTICIPATION IN THE ENVIRONMENTAL ASSESSMENT PROCESS**



NOTE: E.A. refers to Environmental Assessment  
M.O.E. refers to Ministry of the Environment