$\hbox{A T T O R N E Y S} \quad \hbox{A T} \quad \hbox{L A W}$

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via U.S. Mail

October 30, 2003

Carole J. Washburn
Office of the Secretary
Washington Utilities and Transportation Commission
1300 S. Evergreen Park Drive SW
Olympia, Washington 98504-7250

Re: In re Application GA-405 of Gary D. Gifford

Order M.V.G. No. 656 Hearing No. GA-405

Dear Ms. Washburn:

Enclosed for filing are an original and nineteen (19) copies of the following documents:

- (1) Motion to Amend Order M.V.G. No. 656;
- (2) Blaine-Bay Refuse, Inc.'s Memorandum of Authority in Support of Motion to Amend Order M.V.G. No. 656; and
- (3) Declaration of Gary D. Gifford

Please conform a copy and return it to me in the enclosed self-addressed, stamped envelope. Thank you for your assistance in this matter.

Very truly yours,

Sharron Johnston, Legal Assistant

to Attorney Philip A. Serka

/si

Enclosures

cc: Polly McNeill

Don Trotter

Jim Sands

\blaine-bay\itr WUTC 10-29-03

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STATE OF WASH.
UTIL. AND TRANSP.
COMMISSION

BEFORE THE WASHINGTON UTILITIES AND TRANSPORTATION COMMISSION

In re Application GA-405 of

GARY D. GIFFORD

Hearing No. GA-405

MOTION TO AMEND ORDER M.V.G.
NO. 656

I. IDENTITY & ADDRESS OF MOVING PARTY

Blaine-Bay Refuse, Inc. is the moving party. Their address is 4916 LaBounty Place, Ferndale, WA 98248.

II. RELEVANT STATUTES AND RULES

This motion is based on the authority set forth in RCW 81.04.200 and WAC 480-09-820(1).

III. REQUEST FOR RELIEF

Blaine-Bay Refuse, Inc. moves for an order on behalf of Blaine-Bay Refuse, Inc. and Gary D. Gifford to amend Order M. V. G. No. 656, which order was entered January 21, 1974 by changing the legal description of the service area to include the following areas:

MOTION TO AMEND ORDER M.V.G. NO. 656 Page 1 of 3

Page 2 of 3

CERTIFICATE OF SERVICE

I hereby certify that I have this day served the foregoing documents: (1) Motion to Amend Order M.V.G. No. 656; (2) Blaine-Bay Refuse, Inc.'s memorandum of Authority in Support of Motion to Amend Order M.V.G. No. 656; and (3) Declaration of Gary D. Gifford, upon all parties of record in this proceeding, by mailing a true copy of the foregoing to Polly L. McNeill, Summit Law Group, PLLC, attorneys for Protestant, at 315 Fifth Avenue South, Suite 1000, Seattle, WA 98104, dated this 30th day of October, 2003 at Bellingham, Washington.

harron Johnston

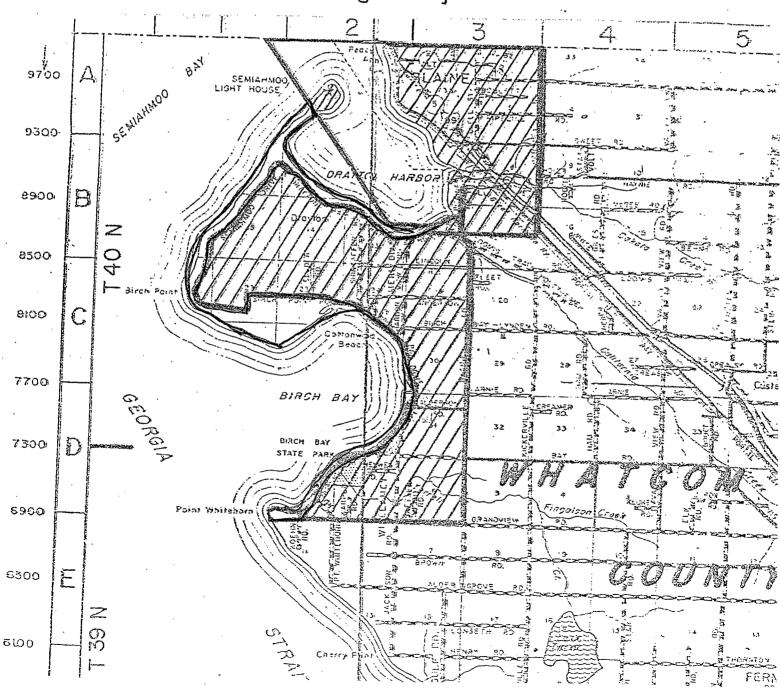
Blaine-Bay Refuse, Inc.\amend order 10-27-03

MOTION TO AMEND ORDER M.V.G. NO. 656 Page 3 of 3

EXHIBIT "A"

Blaine-Ban Refuse
Existy Service Area

The Extended territory is in white
Between Fairty terratory Ans Sharelands





BEFORE THE WASHINGTON UTILITIES AND TRANSPORTATION COMMISSION

In re Application GA-405 of GARY D. GIFFORD

Order M. V. G. No. 656

Hearing No. GA-405

DECLARATION OF GARY D. GIFFORD

I, Gary D. Gifford, declare as follows:

That I was the original applicant who applied for authority to extend my solid waste disposal service area to the Birch Bay Resort Area in Whatcom County. It was the intent of my application to undertake solid waste disposal service in all of the Birch Bay area. My application to extend the service area was intended to provide refuse collection service on the properties abutting the waters of Birch Bay, Point Whitehorn and Drayton Harbor and Semiahmoo. Unfortunately, my map and description of the service area that accompanied my application described my service area boundaries to be the public roads abutting those water bodies. My intent was to extend my service area to include properties between the water bodies on Birch Bay and the public roads described within my application. It was my understanding that describing the road abutting the water bodies would allow for service of lands located between

DECLARATION OF GARY D. GIFFORD Page 1 of 3

the public road and water. It would have made no sense to be authorized to provide garbage collection in Birch Bay without having the authority to serve the properties on the water. One of the primary reasons I filed the application was because of the need in Birch Bay to provide refuse collection for the public and service public containers located on the waterside of Birch Bay Drive and to service Birch Bay Village. The intent of any application was to address the public's health concerns with the accumulation of shells and other waste in containers located on the waterside of the roads at Birch Bay.

On January 21, 1974, the Washington Utilities and Transportation Commission granted my application to extend my service area outlined in Order No. M.V.G. No. 656. At that time, I believed that I was given authority to service and provide solid refuse disposal service for all of Birch Bay including lands abutting the waters of Birch Bay, Semiahmoo and Drayton Harbor. Subsequently, I provided solid waste disposal service to all properties abutting the water bodies at Birch Bay, Drayton Harbor and Semiahmoo believing that said order granted me authority to do so. Subsequently, I sold my solid waste disposal service to Blaine-Bay Refuse, Inc. It is my understanding that I and Blaine-Bay Refuse have provided solid waste disposal service for all of Birch Bay as was my original intent, within the application, and consistent with the evidence introduced at the hearing on my application. This service has been provided by me and my successor, Blaine-Bay Refuse, Inc., to Birch Bay Village and all

DECLARATION OF GARY D. GIFFORD Page 2 of 3

areas abutting the water bodies of Point Whitehorn, Birch Bay, Semiahmoo and Drayton Harbor for the last thirty (30) years.

Blaine-Bay Refuse, Inc. has advised me that the state has notified them that the authority granted to me by Order M.V.G. No. 656 ended at the boundaries of the public roads described in my application and did not include the property located between the public roads and water. It was always my intent to provide solid waste disposal service for all those areas of land in Birch Bay abutting Birch Bay, Drayton Harbor, Point Whitehorn and Semiahmoo.

I declare under penalty of perjury under the laws of the State of Washington that the foregoing is true and correct.

DATED this 30 day of 60, 2003.

GARY Ø. GIFFØRD

\Blaine-Bay Refuse, Inc.\declaration of gary gifford 10-27-03

27 DECLARATION OF GARY D. GIFFORD

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BEFORE THE WASHINGTON UTILITIES AND TRANSPORTATION COMMISSION

In re Application GA-405 of GARY D. GIFFORD

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Order M. V. G. No. 656

Hearing No. GA-405

BLAINE-BAY REFUSE, INC.'S MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M.V.G. NO. 656

I. REQUEST FOR RELIEF

Blaine-Bay Refuse, Inc. moves for an order amending Order No. M. V. G. No. 656 to include all the lands between the public roads of Birch Bay and the water bodies of Birch Bay, Drayton Harbor, Point Whitehorn and Semiahmoo Bay, within Blaine-Bay Refuse, Inc.'s solid waste disposal service area particularly described as follows:

- (1) All land between Drayton Harbor Road and Drayton Harbor
- (2) All land between Semiahmoo Drive and Drayton Harbor
- All land between Semiahmoo Drive and Semiahmoo Bay
- (4) All land between Birch Point Road and Birch Bay
 (5) All land between Birch Bay Drive and Birch Bay
- (6) All land on Point Whitehorn between the land located north of Grandview Road extended west to the Strait of Georgia and shoreland of Birch Bay

(A map is attached hereto as Exhibit "A" which depicts the additional territory).

BLAINE-BAY REFUSE, INC.'s MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M. V. G. NO. 656 Page 1 of 13

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II. STATEMENT OF AUTHORITY

The motion to amend Order M.V.G. No. 656 is authorized pursuant to the RCW 81.04.200 and WAC 480-09-820(1). Furthermore, the Commission may on its own motion, amend a prior order pursuant to WAC 480-09-815.

III. ARGUMENT

A. Introduction.

Blaine-Bay Refuse, Inc., successor in interest to Gary D. Gifford, has initiated a motion for an order to amend Order M.V.G. No. 656, to extend the service area to operate and furnish garbage and refuse collection service for all lands abutting Birch Bay as was originally intended by the applicant in 1973. The Commission has the authority to grant an order to amend a previously entered order pursuant to WAC 480-09-820(1). This particular section allows any person affected by a final order of the Commission to file a petition for rehearing. Furthermore, RCW 81.04.200 allows any company affected by an order of the Commission after expiration of two years from the date of the order to petition the Commission for a rehearing, setting forth grounds and reasons for such rehearing based upon other things "showing a result injuriously affecting the petitioner which was not considered or anticipated at the former hearing or that the affect of such order has been such as was not contemplated by the Commission or petitioner or for any good and sufficient cause which for any reason was not considered and determined in such former hearing." RCW

BLAINE-BAY REFUSE, INC.'S MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M. V. G. NO. 656 Page 2 of 13

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81.04.200. Furthermore, the Commission may, at any time after notice, amend any order or rule previously made. WAC 480-09-815. Order M.V.G. No. 656 injuriously affects Blaine-Bay Refuse, Inc., successor in interest to Gary D. Gifford, the original applicant. The order precludes Blaine-Bay Refuse, Inc. from providing solid waste disposal service to those lands abutting the water bodies of Birch Bay, from providing the very service deemed necessary when this application was originally filed and approved by the Commission. It was not contemplated by the Commission or petitioner that Order M.V.G. No. 656 would preclude Blaine-Bay Refuse, Inc., for example, from serving Birch Bay State Park, resorts in Birch Bay that owned property abutting the Birch Bay or any properties located between Drayton Harbor Road and Drayton Harbor or Birch Bay Village which abuts Birch Bay. The order created unworkable situations. i.e., where Blaine-Bay Refuse, Inc. would be allowed to service part of Birch Bay State Park, located on the east side of Birch Bay Drive, but not provide solid waste disposal service for the part of Birch Bay State Park located on the west side of Birch Bay Drive abutting Birch Bay. This order further provides an unworkable situation where Blaine-Bay Refuse, Inc. could provide solid waste disposal service for resorts or part of resorts located on the east side of Birch Bay Road, but would be unable to provide refuse collection service for the same resort containers located on the beach on the west side of Birch Bay Drive abutting Birch Bay.

BLAINE-BAY REFUSE, INC.'S MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M. V. G. NO. 656 Page 3 of 13

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Order M.V.G. No. 656, which omitted parts of Birch Bay from the Blaine Bay service area, conflicted with the evidence introduced at the hearing that established that all of Birch Bay was in need of service. Blaine Bay contends that the intent of the order was to allow the applicant Gifford to provide solid waste disposal service for all properties abutting the water bodies in Birch Bay. It would be unworkable for Blaine-Bay Refuse, Inc. to comply with the order as entered. Many of the resorts in Birch Bay are bisected by the roads with a part of the property waterfront located on the west side of Birch Bay Drive. Since the order was entered in 1974, Gifford believed that he had authority to provide solid waste disposal service for all of Birch Bay, including those properties abutting the water bodies and Gifford and successors have continued to provide this service for the last thirty (30) years. (Gifford declaration). Order M.V.G. No. 656 needs to be amended to cure an unworkable situation and conform the order with the intent of the applicant, which was to service all of Birch Bay and those properties abutting the water bodies and to conform with the evidence submitted at the original hearing No. GA-405.

B. The Hearing Record in GA-405 Clearly Supports the Applicant's Intent and the Commission's Intent to Allow Gary D. Gifford Authority to Service Properties in Birch Bay Abutting the Water.

The record provides the following:

- (1) Findings of Fact, Conclusions of Law, and Examiner's Proposed Order Granting Application – November 30, 1973
 - (a) Memorandum

BLAINE-BAY REFUSE, INC.'S MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M. V. G. NO. 656 Page 4 of 13

The first paragraph of the memorandum of the Findings of Fact state:

"The instant matter concerns an application for authority to provide garbage service to the Birch Bay Resort Area in Whatcom County. The territory sought to be served <u>includes a crescent enclosing Birch Bay</u>, and the types of service are year round residences, summer resorts, commercial establishments catering to vacationers, summer homes used on weekends all year <u>and a state park</u>." *(emphasis mine)*

The Administrative Law Judge further described the existing service issues in Birch Bay as reasons for approving the Gifford application to include:

"Since it is a seaside resort area there are problems not common to more usual areas. Some of the uncommon facets are:

When there will be a good clam digging tide the influx is greater, resulting in vast amounts of clam shells which cause noisome odors quickly if not disposed of;...

The thousands of feet of beach, except for the park, are privately owned, the owners must provide containers which will not be stolen, and Birch Bay is not a municipality;"

(Page 4 of Findings)

However, the order as entered did not allow Gifford to service properties abutting the water and Birch Bay State Park.

(b) Finding of Fact No. 1: States that the application of Gary D. Gifford included the request to serve the "area commonly known as <u>Birch Bay Resort Area</u>, an unincorporated village and <u>includes Birch Bay State Park."</u>

However, the order excluded a large part of Birch Bay State Park and parts of the Birch Bay Resort Area including the Birch Bay Village property from the Gifford service area in contradiction to this finding.

BLAINE-BAY REFUSE, INC.'S MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M. V. G. NO. 656 Page 5 of 13

(c) Findings of Fact No. 7: The Administrative Law Judge had stated that the request for extension included "The area for which the extension is requested is in large part a summer cottage and tourist resort area comprising the Birch Bay shores and south shore of Drayton Harbor." Finding of Fact No. 7.

However, the order excluded the south shore of Drayton Harbor, the areas between Drayton Harbor Road and Drayton Harbor, and the shores of Birch Bay from Gifford's service area in contradiction of this finding.

(d) Finding of Fact No. 12:

Many of the various Birch Bay resort owners and operators of commercial establishments, including the owners of the Birch Bay store and trailer park center, Edgewater Resort, Bay Center Resort, Norm's Cottages, Birch Bay Swimming Pool, work shop and tavern, Idle Ease Resort and Birch Bay Trailer Park and sales, testified in support of Gifford's application and the need for solid waste disposal service.

The Administrative Law Judge found "They generally reported that applicant provided Saturday, Sunday, Monday service and rates were reasonable, that he was emptying the individual containers by the respective cottages, trailers or tent spaces and those on the beach that, when needed, such as during clam tide times, he would come daily, and once or twice a week off season." (Finding of Fact No. 12).

However, the order does not allow the applicant to provide solid waste disposal service on the beach, although that was the intent of the request, supported by the testimony, and intent of the Administrative Law Judge.

BLAINE-BAY REFUSE, INC.'S MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M. V. G. NO. 656
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(e) Findings of Fact No. 13:

Furthermore, Fred Yates, representative of Birch Bay Village, a development at that time of 58 units, and many more lots available for development, testified that Gifford's solid waste disposal service was satisfactory until stopped before filing the application. Thus, the representatives at Birch Bay Village testified in support of the application to allow the applicant Gifford to service Birch Bay Village. (Findings of Fact No. 13). However, the order as entered excludes the applicant from servicing Birch Bay Village, inconsistent with the evidence submitted and the Administrative Law Judge Findings of Fact No. 13.

In issuing the decision in favor of Gifford, the Administrative Law Judge stated that the evidence provided that the "only carrier who had been given the service necessary to handle the problem is the applicant for a two year period or less and he was operating without authority." Findings of Fact, Conclusions of Law (Pg. 5). His statement was in reference to failure of other entities to provide solid waste disposal service to the State Park, U.S. Government airfield, existing resort owners in Birch Bay and Birch Bay Village.

Nevertheless, the final order precluded Gifford from effectively handling the Birch Bay "problem" by specifically excluding areas of Birch Bay from being serviced by Blaine-Bay Refuse, Inc. The Administrative Law Judge clearly intended that the decision to approve the request for extension was in large part

BLAINE-BAY REFUSE, INC.'S MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M. V. G. NO. 656 Page 7 of 13

to service an area comprising the "Birch Bay shores and the south shore of Drayton Harbor." Finding of Fact No. 7. However, the order precluded the applicant from servicing the Birch Bay shores and south shore of Drayton Harbor.

C. Testimony Submitted at the June 12, 1973 Hearing No. GA-405 on the Gifford Request Further Supported the Need for Gifford to Provide Solid Waste Disposal Service to Those Properties in the Birch Bay Area Abutting Birch Bay, Drayton Harbor, and Semiahmoo.

Herman Gischer, owner of Birch Bay Trailer Park, testified in support of the application to allow Gifford to provide solid waste disposal service for those areas owned by Birch Bay Trailer Park between Birch Bay Drive and Birch Bay. He testified as to the need to remove clams from the garbage cans on the beach on a regular basis to eliminate the smells. (Ex. 7, Pg. 16). Robert Vogt, owner of Edgewater Resort, testified that the request needed to be approved to allow the applicant to service the 100 cans or more located on the beach. (Ex. 7, Pg. William Vogt, owner of Bay Center Resort, testified that the application needed to be approved in order to allow the applicant to service his eight 55-gallon disposal drums that were on the beach, to service the residents of Bay Center Resort. (Ex. 7, Pg. 40, Line 10-16, Line 20). Norman C. Rauch, owner of eight cottages, at the north end of Birch Bay testified that he has eight cans on the beach and if they don't have solid waste disposal service to service these cans at low tides, there will be flies and smells. Thus, he testified as to a need to service garbage cans abutting the waterfront between Birch Bay Drive

BLAINE-BAY REFUSE, INC.'s MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M. V. G. NO. 656 Page 8 of 13

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and Birch Bay. (Ex. 7, Pgs. 50, 51 & 55). Gordon Sullivan, owner of Birch Bay. Swimming Pool, tavern and beauty salon and of twelve cottages, further testified that most of the solid waste disposal cans in Birch Bay are on the beach and need to be serviced. (Ex. 7, Pg. 58, Line 20). Mrs. A. M. Richmond, owner of Idle Ease Resort testified that they have twelve 50-gallon drums on the beach that need to be serviced. She testified that the applicant should be given this opportunity to service this. (Ex. 7, Pg. 63). Fred Yates, resident of Birch Bay Village, stated that the village had been serviced by the applicant for two years until he was ordered to cease before his application was approved. Subsequently, Birch Bay Village was being serviced by Sanitary Service. He testified in support of the need for the applicant to be given the authority to provide solid waste disposal service to Birch Bay Village and the existing 56 or 58 housing units available at that time and the various lots that would be developed in the future. (Ex. 7, Pgs. 78-82). (However, the order as entered would preclude the applicant from servicing Birch Bay Village although he serviced the Village two years prior to his filing the application and for the last thirty (30) years after the order was approved.) Earl W. Vogt, owner of Birch Bay Trailer Park and Sales, testified that facilities and garbage disposal should be available on the beach, and that he is increasingly concerned with observing garbage cans filled to capacity on the beach with no service (Ex. 7, Pgs. 87,88). Gary D. Gifford, the applicant, testified that he wanted the opportunity to service

BLAINE-BAY REFUSE, INC.'s MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M. V. G. NO. 656 Page 9 of 13

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Birch Bay State Park. Part of the Park is located on the west side of Birch Bay Drive abutting the water of Birch Bay. He stated that one of the reasons for his filing the application was to be able to service the State Park (Ex. 7, Pgs. 93-106). However, the order precludes him from serving the part of Birch Bay State Park located between Birch Bay Drive and Birch Bay.

The findings of fact and conclusions of law, and record of the prior proceeding clearly shows that it was Gary D. Gifford's intent to service all of Birch Bay, including those parts of the properties located between the public road, and the waters of Birch Bay, Drayton Harbor, and Semiahmoo. It was not the applicant's intent to leave without disposal service the property between the public road and abutting the waters of Birch Bay. A primary reason for allowing the applicant, Gary D. Gifford, at that time to provide solid waste disposal service on the waters of Birch Bay was to eliminate public health concerns associated with leaving refuse containers unattended on the beaches loaded with various crab shells and other marine shells. Although the testimony clearly established the need to service these areas, Order M.V.G. No. 656 would have precluded the applicant from providing the much needed solid waste disposal service in those areas. I do not believe it was the intent of the applicant nor the intent of the Commission to preclude the applicant from providing solid waste disposal service for those areas where it was established there was a need of the service, which areas included between the public roads in Birch Bay and water bodies of

BLAINE-BAY REFUSE, INC.'S MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M. V. G. NO. 656
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Birch Bay. The applicant, Gifford, did not intend to be precluded from servicing the areas of Birch Bay located on the waterside of the public roads but intended to service properties on both sides of the road abutting the water bodies.

D. Gifford and Blaine-Bay Refuse, Inc. Have Provided Refuse Collection Services Within the Lands Abutting the Waters of Birch Bay, Drayton Harbor Since the Order to Extend Service Was Entered in 1974.

For the last 29 years, Gary D. Gifford and the successor, Blaine-Bay Refuse, Inc., have provided the required refuse collection service in those areas of land abutting Birch Bay and Drayton Harbor, including Birch Bay Village since Order M.V.G. No. 656 was entered. These actions were consistent with the intent of the original applicant, Gifford, and consistent with many of the findings of the Administrative Law Judge which granted the original approval to extend service to Gifford. Although these actions presumably are inconsistent with the area defined by the original Order M.V.G. No. 656, providing service outside of the boundaries as set forth in the order was not done to flaunt the order of this Commission. The parties truly believe Order M.V.G. No. 656 granted them the permission to service all of Birch Bay, including those lands abutting the waters. After all, significant part of the testimony at the public hearing on the initial request clearly emphasized the need to provide refuse collection service on the beach as there was significant public health concerns resulting from failure to maintain and attend garbage cans located on the beach. The applicant believed that Order M.V.G. No. 656 authorized the applicant to eliminate this nuisance by

BLAINE-BAY REFUSE, INC.'S MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M. V. G. NO. 656 Page 11 of 13

granting the authority to undertake the refuse collection service on the shores of Birch Bay.

IV. CONCLUSION

Blaine-Bay Refuse, Inc. respectfully request that the Commission amend Order M.V.G. No. 656 to change the solid waste disposal service area for Gary D. Gifford and for successor in interest, Blaine-Bay Refuse, Inc., by including within the service area those lands in Birch Bay abutting the water bodies of Birch Bay, Drayton Harbor, Point Whitehorn and Semiahmoo as set forth herein. In accordance with RCW 81.04.200, the order is required to be amended. The existing order precludes Blaine-Bay Refuse, Inc. from servicing areas in Birch Bay that were neither contemplated by the Commission or the original petitioner to be excluded from the service area. Good and sufficient cause exists to amend the order. Furthermore, this motion may be used as a basis by the Commission to initiate an amendment to Order M.V.G. No. 656 on its own motion pursuant to RCW 80.04.210.

Based on the aforementioned reasons, Blaine-Bay Refuse, Inc. would respectfully request that this motion be granted and that the Order M.V.G. No. 656 be amended to change the service area upon which Blaine-Bay Refuse, Inc. has authority to provide solid waste disposal service to include those properties in "Birch Bay" abutting water bodies of Birch Bay, Drayton Harbor, Point Whitehorn and Semiahmoo as set forth in Exhibit "A".

BLAINE-BAY REFUSE, INC.'S MEMORANDUM OF AUTHORITY IN SUPPORT OF MOTION TO AMEND ORDER M. V. G. NO. 656 Page 12 of 13

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Blaine-Bay Refuse Exchy Serves Area

Between Funty territory Ans shorelands

