

**THE TOWNSHIP OF GEORGIAN BAY
COUNCIL**

DATE: October 20, 2008

| | | |
|-------------------------|------------|------------|
| | <u>YEA</u> | <u>NAY</u> |
| Councillor J. BOWDEN | ✓ | — |
| Councillor L. BRAID | ✓ | — |
| Councillor T. FITCHETT | ✓ | — |
| Councillor J. LETT | ✓ | — |
| Councillor G. SUTCLIFFE | — | ✓ |
| Mayor J. WALDEN | ✓ | — |

MOVED BY: 

SECONDED BY: 

DEFERRED: _____ **CARRIED:** _____ **DEFEATED:** _____

BE IT RESOLVED THAT as per the Waste Cost Review Report dated September 28, 2008, the Council of the Township of Georgian Bay hereby adopts the following recommendations:

① THAT the Tower Road and Baxter Transfer Stations be operated according to the following schedule:

| Facility | Summer Hours | Winter Hours |
|------------|--|--|
| Baxter | Monday to Friday 8:00 am to 4:30 pm. Saturday 9:00 am to 4:30 pm. Sunday 11:00 am to 8:00 pm. | Monday to Friday 8:30 am to 4:00 pm. Saturday 9:00 am to 4:00 pm. Sunday 12:00 pm to 4:00 pm. |
| Tower Road | Monday, Tuesday and Thursday, 8:00 am to 4:30 pm. Saturday 9:00 am to 4:30 pm. Sunday 11:00 am to 8:00 pm. | Monday, Tuesday and Thursday, 8:30 am to 4:00 pm. Saturday 9:00 am to 4:00 pm. Sunday 12:00 pm to 4:00 pm. |

② THAT for the purposes of the operation of the transfer stations and fenced compounds, "Summer" be defined as the period between the first Saturday in May and the last Sunday in October, and that the balance of the year be defined as "Winter".

③ THAT, during the Summer, the gate to the Baxter Transfer Station at South Bay Road be kept open overnight on Sundays and holidays to provide access to the bins provided for the drop-off of bagged domestic waste and recyclables.

④ THAT residential large object waste as defined in the Garbage and Recycling Collection Guide for the Township of Georgian Bay be received at the Baxter and Tower Road Transfer Stations at no charge all year round, and that the large object weekend event normally held at the transfer stations and drop-off compounds in June be discontinued.

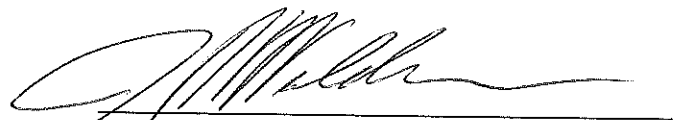
⑤ THAT there be no change to large object services for offshore residents.

⑥ THAT permission to dispose of large objects at no charge be contingent upon the production of documentation to show proof of residency in the Township Of Georgian Bay, and that failing production of such proof, the tipping fees set by the District Municipality of Muskoka shall apply.

⑦ THAT the curbside collection program be expanded by providing door to door collection services during the summer season on the roads listed in Appendix "D" attached to the report of the Waste Cost Review Committee

dated September 27, 2008, including, but not limited to, Mohawk Road, Crooked Bay Road, Georgian Bay Road and White's Falls Road. ^{28, JMW} ^

- AND THAT all municipal roads on appendix D maintained in the winter months receive DTD service year round.
- ⑧ THAT a rebate program be established to assist residents on curbside collection routes to purchase animal resistant garbage containers and that the rebate be set at \$100 per property and that the amount made available for the program be set at \$15,000 in 2009.
 - ⑨ THAT the provision of communal waste containers on Mohawk Road (currently year round), Kilty's Bay Road (currently winter only) and Corrievale Road (currently winter only) be discontinued effective at the end of the current summer season and that the affected residents be required to take their wastes to the nearest Transfer Station or fenced compound during the winter season.
 - ⑩ THAT, following the planned reconfiguration of the King's Highway 400/Muskoka Road 33 interchange by the Ministry of Transportation of Ontario, a new fenced compound be established on the west side of the King's Highway to provide year round service for the drop-off of bagged domestic waste and recyclables and, once the new compound is available for use, the existing compound on South Gibson Lake Road (Muskoka Road 33) be closed.
 - ⑪ THAT, pending completion of the proposed compound on the west side of King's Highway 400 at Muskoka Road 33, Township and District staff continue to work with the Go Home Lake Cottage Owners Association to ensure that the interests of its members and other residents in the vicinity of Go Home Lake are addressed.
 - ⑫ THAT the fenced compounds that provide for the drop-off of bagged domestic waste and recyclables on Twelve Mile Bay Road and Honey Harbour Road be operated during the summer season only and be closed during the winter season.
 - ⑬ THAT cards be issued to residents in the Big Chute area with water access only, so that they can obtain access to the Matchedash Transfer Station in Simcoe County.
 - ⑭ THAT the fenced compounds on Crooked Bay Road and at Big Chute be closed in November, 2008.
 - ⑮ THAT the remaining fenced compounds be available for use at all times during their operating seasons and that they be operated under continuous video surveillance, an increased number of spot checks and with an attendant present on Sundays and holidays in July and August.
 - ⑯ THAT a survey be undertaken to identify the users of the Honey Harbour compound and that the question of its future use be revisited in the Fall of 2009.
 - ⑰ THAT continued abuse at the fenced compounds be met with the provision of full time supervision with restricted hours of operation or the closure of the facilities.


MAYOR



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Waste Cost Review Committee

TO: The Mayor And Members Of Council Of The Township Of Georgian Bay
FROM: Chair and Members of the Waste Cost Review Committee
DATE: September 28, 2008
SUBJECT: Waste Management In The Township of Georgian Bay

RECOMMENDATION

THAT the report of the Waste Cost Review Committee dated September 28, 2008, be accepted;
AND THAT the recommendations contained therein be approved.

ORIGIN

On February 11, 2008, the Council of the Township of Georgian Bay passed resolution number C-35-2008, as follows:

THAT the report of the Commissioner of Engineering and Public Works of the District Municipality of Muskoka dated January 30, 2008 be accepted;

AND THAT the recommendations contained therein be approved in principle;

AND FURTHER THAT a final decision respecting the implementation of the recommendations be made following completion of public consultations and consideration of the results of those consultations by the Waste Cost Review Committee.

ACKNOWLEDGEMENT

On May 14, 2007, the Township Council authorized the establishment of the Waste Cost Review Committee to make recommendations on the future of waste management services in Georgian Bay. The Committee would like to thank the Council for the faith it has placed in the ability of the Committee to produce principled, reasonable and economical recommendations. The task that Council entrusted to the Committee has been interesting, challenging and, at times, frustrating.

Waste management services touch on the daily lives of all Township residents and, accordingly, the Committee's work has attracted considerable attention. Every effort has been made to balance the sometimes competing objectives of easy access to services, environmental protection and reasonable cost. All of the Committee's recommendations have been made following careful consideration of input received from stakeholders and the likely consequences of each of the recommendations, both individually and in combination. Although the Committee would deeply regret any dissatisfaction with its recommendations, it must be acknowledged that some Township residents may find the recommendations to be unsatisfactory, either in whole or in part.

At the very least, it is hoped that the Committee's work will be of some assistance to Council in its search for a sustainable, environmentally sound, cost effective waste management service for the residents of the Township of Georgian Bay.

BACKGROUND

The report of Muskoka's Commissioner of Engineering and Public Works dated January 30, 2008, contained the following recommendations:

- 1) Eliminate all unsupervised waste disposal sites.
- 2) Confirm the closure of the fenced compounds on South Bay Road and Go Home Lake Road.
- 3) Subject to the establishment of a new fenced compound in the vicinity of the proposed Global Tower Road on the west side of King's Highway 400, eliminate the compound on Muskoka Road No. 33 (South Gibson Lake Road).
- 4) Subject to the establishment of a new fenced compound in the vicinity of Violet Drive in the community of Port Severn, eliminate the compounds in Honey Harbour, at Big Chute and on Crooked Bay Road.
- 5) Establish fixed operating hours for all fenced compounds and provide supervision by a uniformed security person during the operating hours.
- 6) Operate the fenced compound on Twelve Mile Bay Road during the summer* only.
- 7) Outside the summer months, operate the fenced compounds on Global Tower Road and Violet Drive on reduced schedules and open them on weekends only during the winter.
- 8) Confirm new operating hours for the Baxter Transfer Station (i.e. reduce seven day per week coverage in the non-summer months to five days per week).
- 9) Impose restrictions on the provision of services to marinas and other commercial entities and withdraw the services from those that do not comply with the restrictions.
- 10) Hold Public Information Centres in the spring and summer of 2008 to explain the proposed changes and seek input from stakeholders.

* Note that for the purpose of the recommendations above, the summer was defined as the period from the last Saturday in June to the day after Labour Day inclusive).

All of the recommendations were made with the Committee's support. For a detailed explanation of the rationale for the recommendations, please refer to the Commissioner's report of January 30, 2008.

In response to recommendation number 10, Public Information Centres (PICs) were held at the Baxter Community Centre in Port Severn on April 5, and July 12, 2008. In addition, a number of meetings with representatives of residents' associations were held over the course of several months before and after the PICs. Public input was also received through letters, faxes, e-mails and telephone calls during the same period.

Township residents have provided comments on everything from financial matters to public consultation. However, by far the greatest number of comments pertained to service levels. Given the Township's demographics, it is not surprising that these comments were directed towards the provision/enhancement of service during the summer months. There was considerable resistance to the idea that the historical provision of around-the-clock access to waste drop-off facilities should be brought to an end. This sentiment was frequently paired with the suggestion that instead of providing attendants at drop-off points, security issues should be addressed through the use of technology such as video cameras. The ability to dispose of waste at any time was considered to be especially important on Sunday night/Monday morning during the summer.

The drivers for the recommendations to end 24/7 unsupervised access to drop-off facilities are abuse, related clean-up costs and lost revenue from wastes that should have been subject to tipping fees. Many residents felt that abuse and the attendant clean-up costs could be avoided or, at least, reduced, if residents were able to dispose of their large items such as furniture, mattresses, refrigerators, etc., at no charge.

Several interim/experimental steps were taken in response to public input. The existing cameras at the Honey Harbour and Big Chute drop-off compounds were supplemented by cameras at the compounds located on Crooked Bay Road, South Gibson Lake Road and Twelve Mile Bay Road. In addition, an audible messaging system was installed at the Big Chute site to test its effectiveness.

The drop-off bins provided at the Baxter Transfer Station for bagged domestic waste and recyclables were moved away from the station entrance so that people did not have to enter the station except to dispose of other types of waste. A camera and audible messaging system was installed to allow the station attendant to oversee the drop-off area and provide guidance to users. Although the transfer station itself was closed overnight, the main gate on South Bay Road was kept open through the night on Sundays and holidays in July and August to provide access to the drop-off bins. In addition, large objects were received at Baxter and Tower Road transfer stations at no charge in July and August to see if this made any difference to the level of abuse at the drop-off compounds.

Waste management services are often provided to offshore residents through the provision of publicly financed drop-off bins at marinas and other businesses frequently used by those residents. In exchange for access to the bins, the proprietors of the businesses are expected to act as stewards for the bins and they are often referred to as such. Each of the current stewardship sites has been assessed for compliance with eligibility criteria approved by Council and those found not to comply have been advised that services will end after Thanksgiving, 2008.

RECENT OBSERVATIONS

Reports generated from the records kept by the attendants at the two transfer stations show a marked increase in the use of the Baxter facility in 2008, but virtually no change at Tower Road. Prior to this year, the number of visits to each site was about the same and varied from a low of less than twenty per day in the winter to a high of around two hundred per day in the summer. A recent history of the number of visits to each site is presented graphically in Appendix "A".

Not surprisingly, the upward trend at Baxter started in the Fall of last year when the drop-off compound at South Bay Road was closed. However, in the summer of 2008, the use of the Baxter site really took off, with three times as many visits as there were in the summer of 2007. This dramatic increase can be attributed to a combination of the closure of South Bay Road and the ability to dispose of large objects at no charge. It is unclear why the "free large object" measure did not have any observable impact on the number of visits to Tower Road. One possible explanation is that every drop-off compound lies north of the Baxter station and south of the Tower Road site. Therefore, it is not inconceivable that all large objects taken to a transfer station instead of being dropped illegally at a compound went to Baxter.

Anecdotal evidence from municipal staff and Muskoka Containerized Services (MCS) suggests that there has been a reduction in the level of abuse at the compounds this summer, although the Big Chute and Honey Harbour compounds continued to suffer from significant abuse. The overall improvement might be attributed to the "free large object" measure, but it is also likely that a general raising of awareness also had an impact. It is to be hoped that the Committee's work including the two PICs held in April and July; the discussions with ratepayers' associations, and the "abuse it and lose it" campaigns launched by several associations, all served to alert residents to the potential consequences of continued abuse.

The higher level of abuse at Big Chute is consistent with past experience in the area and may be attributed to a combination of wastes originating outside of Muskoka and the relatively long distance to the nearest supervised site. With its combination of curbside collection service, numerous stewarded sites and the drop-off compound, Honey Harbour enjoys the highest level of service in the Township. Therefore, the high level of abuse at the compound is difficult to explain and even more difficult to accept. It is possible that faced with a choice between a somewhat inconvenient trip to the Baxter Transfer Station and dropping wastes illegally at the compound, many are opting for the latter, even when tipping fees are waived at Baxter.

Despite the observed reduction in abuse at the other sites, a level of abuse continues. Although there is less waste to haul away from these sites, daily attendance and clean up is still required. That being said, with the current system of unsupervised sites affording 24/7 access to waste facilities, it is probably fair to say that there is little benefit to be derived from the imposition of tipping fees at the transfer stations. Therefore, whether the “experiment” of waiving tipping fees is continued depends not so much on how it worked within the present system, but on the value system underpinning the waste management policy.

Put simply, the experimental waiving of tipping fees can only be extrapolated to a permanent operating practice if it is accepted that the costs of waste management services will be recovered primarily through taxation rather than directly from the users. At this point it is hard to resist the temptation to launch into a discussion of the pros and cons of user-pay systems. However, resist it we will, as it appears from the input that we have received from the public that there is a marked preference for tax funded waste management services. The recommendations to follow have been influenced by, if not founded upon, the premise that a significant portion of the cost of waste management services in the Township of Georgian Bay will continue to be met by taxation. The level of convenience demanded by the public simply cannot be provided within a user-pay system unless attendants are on site at all disposal points. It is worthy of note here that the waste management systems in the other Muskoka municipalities are based on the principles of controlled access and user pay.

RECOMMENDATIONS

Although reports of this nature tend to be organized by service type or program, the Committee has found it easier to deal with service areas. Obviously, some services and related policies are general in nature or cover more than one area. Examples include services provided at transfer stations and policies affecting large item services. Therefore, the recommendations presented below are grouped into two categories – General and Area Specific. Hopefully, this will allow readers to find recommendations that are of interest to them more quickly. The recommendations are based on the Committee’s earlier work tempered by the feedback received from stakeholders. The results of measures implemented to date have also been taken into account. A summary of the Committee’s recommendations is provided in Appendix “B”.

General Recommendations

Tower Road Transfer Station

Use of the Tower Road Transfer Station showed virtually no response to the waiving of tipping fees for residential large object waste during July and August. The station does not appear to suffer from any operational problems and there was no stakeholder feedback regarding the station. Therefore, there does not appear to be a case for changing the level of service provided at Tower Road. However, other recommendations may increase the demand for weekend service in the winter and, accordingly, it is recommended that Tower Road be opened from 12:00 pm to 4:00 pm on Sundays in the winter.

Baxter Transfer Station

As noted above, use of the Baxter Transfer Station has increased significantly since the closure of the South Bay Road Compound and there was a dramatic increase during July and August when tipping fees for residential large objects were waived. The number of visits to Baxter is still relatively low compared to similar facilities in other parts of Muskoka. However, in view of the increased use of the station and of stakeholder feedback regarding the premium placed on convenience, it is recommended that the seven day per week operation instituted in the Fall of 2007 should continue. It is also recommended that the main gate on South Bay Road should remain open throughout the night on Sundays and holidays during the summer to provide access to the drop-off bins (the transfer station itself would be closed overnight).

Some concern remains that seven day per week service is not necessary during the winter, but other recommendations involve reductions in winter service levels elsewhere and maintaining daily service at Baxter may be necessary to offset these reductions.

The proposed operating hours of the transfer stations are as follows:

| Facility | Summer Hours (See Note 1) | Winter Hours (See Note 2) |
|-----------------|---|---|
| Baxter | Monday to Friday 8:00 am to 4:30 pm. Saturday 9:00 am to 4:30 pm. Sunday 11:00 am to 8:00 pm. (See Notes 3 & 4) | Monday to Friday 8:30 am to 4:00 pm. Saturday 9:00 am to 4:00 pm. Sunday 12:00 pm to 4:00 pm. (See Note 4) |
| Tower Road | Monday, Tuesday and Thursday, 8:00 am to 4:30 pm. Saturday 9:00 am to 4:30 pm. Sunday 11:00 am to 8:00 pm. (See Note 4) | Monday, Tuesday and Thursday, 8:30 am to 4:00 pm. Saturday 9:00 am to 4:00 pm. Sunday 12:00 pm to 4:00 pm. (See Note 4) |

Notes:

- 1) It is recommended that Summer be defined as the period from the first Saturday in May to the last Sunday in October.
- 2) It is recommended that Winter be defined as that part of the year not included in the Summer period.
- 3) Although the transfer station itself will be closed overnight, the gate at South Bay Road is to remain open throughout the night on Sundays and holidays to provide access to the drop-off bins.
- 4) When statutory holidays fall on a Monday, they will be treated the same as a normal Sunday in the same season and the following Tuesday will be treated as a normal Monday. Statutory holidays falling on other days will be treated as normal days in the applicable seasons.

Large Object Service

Traditionally, the large object service available to all residents has been limited to one weekend a year when residents have been permitted to drop off large objects at the transfer stations and fenced compounds without charge. It is recommended that this service be discontinued and, instead, that the tipping fees for these wastes be waived at the two transfer stations all year round. Wastes eligible for disposal without charge are defined on page 7 of the 2008/2009 Garbage and Recycling Collection Guide. Items ineligible for free disposal such as construction materials etc., are also listed on page 7 of the guide.

Permission to dispose of large objects at the transfer stations without charge must be subject to proof of residency in the Township of Georgian Bay. The Committee has given careful consideration to the pros and cons of issuing residents with identification cards for this purpose, but has concluded that any document that identifies the customer and the 911 address in the Township should be sufficient. Some municipalities ask for a copy of the customer's tax bill as evidence of residency and this would certainly work in the Township of Georgian Bay. However, other documents might also be acceptable.

Community specific large object services are provided to certain offshore areas on a rotating basis. These services range from the provision of barges to the collection of wastes delivered to the mainland by others. No change is recommended to these services at this time.

Curbside Animal Resistant Containers

Around eight hundred properties currently receive curbside collection service in the Township of Georgian Bay, and the recommendations to follow include significant expansions of this service. Interference with garbage by animals after it has been set out for collection has been cited by many residents as a source of dissatisfaction with curbside collection. In response to this problem, some property owners have purchased animal resistant containers. However, for those that have yet to do so, the cost of the containers may be a barrier to their use.

Animal resistant containers not only raise the level of satisfaction with curbside collection programs, they improve the streetscape, protect the environment and discourage the intrusion of animals into occupied areas. Therefore, consideration should be given to the provision of an incentive for property owners to acquire animal resistant containers. For example, a rebate program similar to that in place in many municipalities for high efficiency toilets could be considered for the containers. It is recommended that a rebate of \$100 per eligible property be provided for the purchase of an animal resistant container. Eligible properties would be those on existing and proposed curbside collection routes.

Area Specific Recommendations

MacTier

The curbside collection service provided in this area is working well and, judging by the feedback from area residents, or rather the lack of it, there is no desire for change. The area is also well served by the Tower Road Transfer Station. The waiving of fees for the disposal of residential large object waste at the transfer stations during July and August this summer had virtually no impact on either the number of visits to Tower Road or the quantity of waste managed at the facility. Therefore, it would appear that residents of this part of the Township have adapted well to a waste management system that is very similar to that provided elsewhere in Muskoka. Furthermore, there are no obvious signs of dissatisfaction with the system. There are few examples of environmental problems arising from the operation of the system and there are no concerns about escalating costs.

In view of the above, with a couple of minor exceptions, no changes are recommended in this area. One of the exceptions relates to general changes to the operation of the transfer stations, which are dealt with above, and the other concerns the winter bin on Kilty's Bay Road. Curbside collection service is provided on Kilty's Bay Road except during the winter when it is not possible for the collection vehicle to access the area. Currently, during the winter months, a communal 6 cubic yard garbage bin and some recycling carts are placed near the limit of the accessible portion of the road and the residents bring their wastes to this location for collection.

These types of unsupervised arrangements have been problematic elsewhere, and although this particular site is not especially troublesome, the continued presence of unsupervised bins would be contrary to Resolution No. C-257-2007 of the Township Council, which requires the elimination of all such bins. Therefore, it is recommended that the winter communal bin service be discontinued effective immediately and that residents be required to deliver wastes to Tower Road in the winter months.

Twelve Mile Bay Road

Offshore residents in this part of the Township are served by the stewarded bins at Kings Bay Marina and may also take advantage of the drop-off compound on Twelve Mile Bay Road (Muskoka Road 12) just west of Galla Lake Road. The proposal to convert the unsupervised 24/7 operation of the compound to a supervised (by an attendant) operation on a restricted schedule was not well received. As in other areas, it was suggested that 24/7 service could continue to be provided if technological solutions such as cameras could be used for supervision. It was also suggested that greater emphasis should be placed on enforcement of the rules for 24/7 operation.

As mentioned earlier, in response to stakeholder input, a security camera has been installed at the compound. However, many more cameras would be required to ensure sufficient coverage to be able to rely on the technology for the prosecution of offenders. Other obstacles to this solution include the cost and reliability of data transmission and monitoring services, along with the costs of prosecution. The Committee also has a certain level of discomfort with the notion that expenditures should be targeted not at the provision of a service for which the rules are generally respected, but at the policing of a service that attracts a high level of delinquency.

The Committee continues to be of the view that neither 24/7 nor year round service is required in this area. The Committee did hear from some stakeholders that winter service is becoming more of an issue as people take advantage of vacation properties throughout the year, and there are also some year round residents in the area. However, most stakeholders placed greater emphasis on the need to ensure that the concerns of seasonal residents are addressed.

Therefore, it is recommended that effective immediately, the compound should remain open during the summer (i.e. from the first Saturday in May to the last Sunday in October). During the winter months, year round residents and visitors may take their wastes to Tower Road or, if heading south, to one of the other facilities that are open in the winter.

Despite the Committee's reservations, it is recommended that 24/7 operation should continue during the operating season. It is to be hoped that the security camera, together with a planned enhanced level of periodic inspection (especially on weekends in the summer), the distance of the site from King's Highway 400 and greater awareness of the need to curtail abuse will lead to fewer problems at the site. However, if problems continue, the Committee would recommend implementation of fixed hours of operation under the supervision of an attendant or, in the alternative, closure of the site.

Go Home Lake Road

The properties of most of the residents in this area are accessible only by water. Consequently, the preferred method of service delivery is by stewarded drop-off bins. Unfortunately, neither of the proprietors of the two marinas serving the area are able to participate in the stewardship program.

A fenced drop-off compound on Go Home Lake Road (Muskoka Road 32) was removed in 2005 when the road allowance on which it was located was transferred to the Wahta Mohawk First Nation. Attempts to secure a certificate of approval for a replacement compound have not been successful. Since 2005, limited, temporary, unsupervised bin service has been provided and, not surprisingly, abuse has continued. Eventually, these bins must be removed to comply with Resolution No. C-257-2007 of the Township Council as well as regulatory requirements.

In the medium to long term, it is expected that this area will be served by a new compound to be established on the west side of King's Highway 400 at the Muskoka Road 33 (South Gibson Lake Road) interchange. In the meantime, the Township and the District should continue to work with the Go Home Lake Cottage Owners Association to ensure that the interests of its members and other area residents are addressed. Unfortunately, if abuse at the temporary sites escalates, there may be no alternative but to remove the bins.

Mohawk Road

Like Kilty's Bay Road in the MacTier area, this road is served by a communal bin and recycling carts. The only difference is that in this case there is no curbside collection service in the summer. There is no steward for this site and it is recommended that the site be closed immediately, with seasonal curbside collection service to commence in the spring of 2009. During the winter months, residents will be required to take their wastes to one of the year round facilities. In the short term, this will likely be the existing fenced compound on South Gibson Lake Road, but in the longer term it will be the proposed new compound on the west side of Kings Highway 400 at the Muskoka Road 33 interchange.

Muskoka Road 33 At King's Highway 400

This area is currently served by an unsupervised fenced compound on South Gibson Lake Road (Muskoka Road 33). It is recommended that this site be closed when the proposed new site on the west side of King's Highway 400 has been established. Although seasonal curbside collection service could be considered for South Gibson Lake Road and its tributaries, this idea was not pursued because a compound is required in the central part of the Township anyway. The proposed site will provide service not only to those currently served by the compound on South Gibson Lake Road, but also to the residents of Go Home Lake Road and Mohawk Road. These areas account for more than one thousand addresses and it is possible that residents from further afield (e.g. Twelve Mile Bay Road) may also use the proposed site from time to time. Since the site is intended to provide service during the winter, it is recommended that it be open all year round.

In keeping with the general principle that all compounds should be supervised by an attendant when they are open, it was originally anticipated that the proposed compound would have fixed operating hours. However, initially at least, it is recommended that the compound be open at all times; that it be equipped with a video camera, and that an attendant be provided during periods of peak use and on a random basis at other times. This recommendation is made in response to the public demand for 24/7 access to the compounds. However, it has to be said that the close proximity of the site to King's Highway 400 is a concern. Therefore, if abuse of the site becomes a problem, the Committee would recommend implementation of fixed hours of operation under the supervision of an attendant.

The timing of the construction of the proposed compound is dependant upon the reconfiguration of the interchange along with two new service roads on the west side of King's Highway 400. The work will be undertaken by the Ministry of Transportation of Ontario and the schedule is unknown at this time. Therefore, for the time being, although the existing compound on South Gibson Lake Road is less than ideally located or configured for an expanded service area, it will have to serve in place of the proposed compound until the Ministry has finished its work and the new compound is ready for use. Since the existing site may remain in use for several years, it is recommended that options for improving safety at the site be explored, with particular emphasis on the need to better accommodate vehicles performing "U" turns.

Crooked Bay Road

The area around Crooked Bay Road, including Georgian Bay Road and its tributaries accounts for around 210 road based addresses. This area is currently served by a fenced compound just east of the interchange with King's Highway 400. Although the site has a relatively small catchment area, it suffers from considerable abuse. Like the other fenced compounds, the Crooked Bay Road compound has been equipped with a video camera. However, although the camera may yield some short term gains in terms of reducing abuse, based on past experience the abuse will continue and, in the long term, will not be significantly improved.

Given the size of the catchment area, it is recommended that the compound be closed in November, 2008, with seasonal curbside collection service to commence in the spring of 2009. During the winter months, residents will be required to take their wastes to one of the year round facilities – likely the Baxter Transfer Station, but possibly the compound at the Muskoka Road 33/King's Highway 400 interchange. Curbside collection service has been recommended for this area in the past, but at the request of area residents it was not implemented. Although it is likely that some antipathy towards curbside collection remains, the recent public consultation process revealed that support for the idea has been gaining momentum. More importantly, the elimination of the Crooked Bay Road compound represents an opportunity to reduce adverse environmental impacts, improve the appearance of the area and cut costs.

White's Falls Road

White's Falls Road (Muskoka Road 34) and its tributaries are serviced by the Baxter Transfer Station in the west and a fenced compound at Big Chute in the east. The compound, has a catchment area of about 110 road based addresses within the Township. Residents of the balance of the roughly 600 road based addresses are better served by the Baxter Transfer Station. The compound also serves 230 water access addresses represented by the Severn River Association of Property Owners (SRAPO). Slightly less than half of these addresses are with the Township of Georgian Bay and the rest lie within the Township of Muskoka Lakes.

The compound has a lengthy and quite literally sordid history of abuse, responsibility for which is frequently laid at the feet of residents of Simcoe County who, by rights, should not use the site. At various times during recent memory, the compound has been installed, removed due to abuse and re-installed due to lack of waste management options in the area. Servicing the area is complicated by the fact that a number of residents with water access only, rely on services in the Big Chute area. Attempts to set up a stewardship site in the area have been unsuccessful. Although SRAPO has indicated that it would be satisfied with a seasonally operated, supervised facility, the size of the catchment area does not warrant it.

In the early 1990s, White's Falls Road and its tributaries received curbside collection service. The service was discontinued when the compound was re-installed. After considerable discussion and careful consideration of the special needs of SRAPO members, the Committee has concluded that the Big Chute compound should be closed in November, 2008, and that seasonal curbside collection service should be reinstated on White's Falls Road and its tributaries in the spring of 2009. Access to the Matchedash transfer station is available to SRAPO members through a special arrangement between the District of Muskoka and Simcoe County. However, if the Matchedash facility is deemed to be inconvenient, due either to location or operating hours, the Baxter Transfer Station would be the second logical alternative. The Baxter Transfer Station would also be used by those in the curbside collection area during the winter months.

Port Severn And Honey Harbour

As with the MacTier area, the curbside collection service in the Port Severn and Honey Harbour area is working well and there does not appear to be any desire for change. The area is also well served by the Baxter Transfer Station. Honey Harbour has an abundance of stewardship sites serving offshore residents plus a fenced compound.

Like Kilty's Bay Road in MacTier, due to access problems during the winter months, curbside collection on Corrievale Road in Port Severn is discontinued. Currently, during the off season, two communal 6 cubic yard garbage bins are placed near the limit of the accessible portion of the road and the residents bring their wastes to this location for collection. The site has been heavily abused in the past and its continued presence would be contrary to Resolution No. C-257-2007. Therefore, it is recommended that the winter communal bin service be discontinued effective immediately, and that residents be required to deliver wastes to the Baxter Transfer Station in the winter months.

While the fenced compound in Honey Harbour was established to serve offshore residents unable to take advantage of a stewarded site, there is no doubt that it is also frequented by residents from curbside collection areas, plus commercial and other ineligible users. Despite the abundance of options for waste management in the area, the site has been the subject of considerable abuse. The installation of a video camera two years ago brought some initial relief, but the problem has never been resolved.

A proposal to establish a supervised compound with fixed operating hours on Violet Drive in Port Severn was designed to provide an opportunity to eliminate the compound in Honey Harbour while locating a disposal point close to a transportation corridor used by most seasonal residents. The proposed elimination of the compound in Honey Harbour has been criticized, especially by offshore seasonal residents. With the provision of curbside collection services in the Crooked Bay Road and White's Falls Road areas, the need for the compound on Violet Drive diminishes and, if an unsupervised compound is to remain in the area, it is probably better left in its current location.

There has not always been a compound in the Honey Harbour area, and with the number of stewards in the area coupled with the curbside collection service, the Committee has struggled to understand the need for the compound. With the stated purpose of the compound being to service offshore residents who might not be affiliated with a steward, the need for the compound, if it truly exists, is clearly seasonal in nature. Therefore, although the Committee remains unconvinced that the compound is needed, it is recommended that it remain in place for the time being, and be operated in the same manner as the compound on Twelve Mile Bay Road (i.e. during the summer only). During the winter months, the mainland area around Honey Harbour is well served by curbside collection service and the Baxter Transfer Station is available to permanent and seasonal residents every day. As with the other compounds, it is recommended that Honey Harbour's video surveillance be supplemented by enhanced physical surveillance consisting of more random checks and the provision of attendants on weekends during the summer. It is also recommended that a survey be undertaken to identify the users of the Honey Harbour compound and that the question of its future use be revisited in the Fall of 2009. If abuse continues, it would be the Committee's recommendation that the site be closed.

Areas Served By Fenced Compounds

The Committee feels that the recommendations presented above constitute a positive response to the many stakeholders who felt that the compounds should continue to be available around the clock, and that methods other than supervision by an attendant should be used to monitor the sites.

As previously noted in the sections dealing with specific areas, the Committee hopes that a combination of video surveillance, random inspections, the provision of an attendant during peak periods, the waiving of fees for large objects and heightened public awareness, will permit the remaining compounds to operate without incident in the future. However, at the risk of belabouring the point, the Committee feels very strongly that if abuse of these facilities continues, they should either be closed or operated only under the supervision of an attendant.

FINANCIAL CONSIDERATIONS

Appendix "C" contains a breakdown of the estimated operating cost of the waste management system as recommended above, compared to the actual operating cost of the current system in 2007, budgeted costs for the current system in 2008 and projected costs for the current system in 2009. The cost saving resulting from the changes is estimated at \$180,000 per annum.

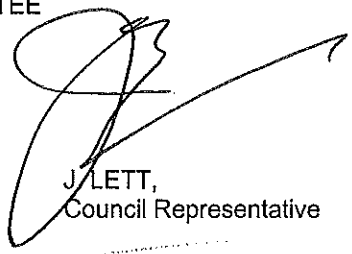
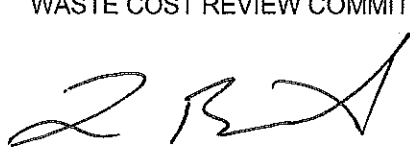
The estimated cost of the recommended system is based on an expansion of the curbside collection program on a seasonal basis only. Appendix "D" contains a list of the streets included in the proposed expansion area. Consideration was given to the provision of year-round collection service on municipal, winter maintained roads in the expansion area. However, occupancy rates are so low during the winter that this service was not considered to be cost effective.

In 2007, the actual cost of the waste management system was \$1,470,178 and the amount raised through taxation was \$1,200,467 leaving a shortfall of \$269,711. In 2008, the budgeted expenditure was \$1,490,050 and the levy was \$1,304,116 leaving a somewhat smaller shortfall of \$185,934. The tax rates for waste management services in the other Muskoka municipalities were set sufficiently high to overcome these shortfalls. In 2009, a shortfall will not be permitted and the full cost of the system in Georgian Bay must be met through taxes raised within the Township. If the system remains unchanged, this will mean that the levy in 2009 will be in the order of \$1,535,000 representing an increase of 17.7% over 2008. If all of the recommendations presented in this report are adopted, it is estimated that the 2009 levy will be \$1,355,000 which is an increase of 3.9% over 2008.

While cost savings alone are considered to be sufficient justification for moving forward with the recommended changes, the Committee believes that more significant benefits lie in other areas. Specifically, the changes will enable greater oversight of the waste management system while improving environmental protection and increasing sensitivity to environmental issues, raising the level of diversion for recyclable materials, improving the aesthetics of the compounds, and expanding important services such as large object disposal and curbside collection.

All of which is respectfully submitted,

WASTE COST REVIEW COMMITTEE



L. BRAID,
Chair & Council Representative

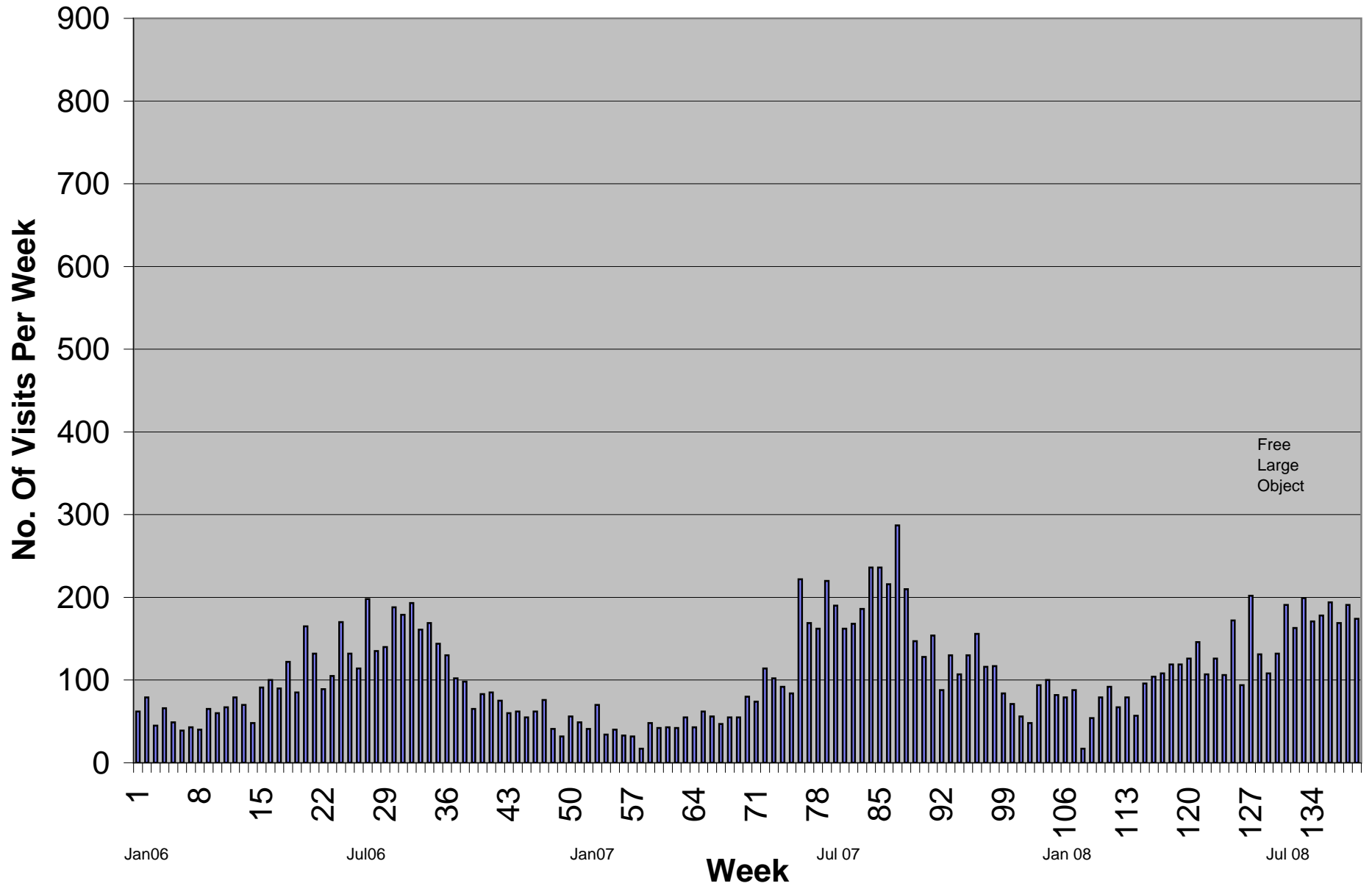
J. LETT,
Council Representative



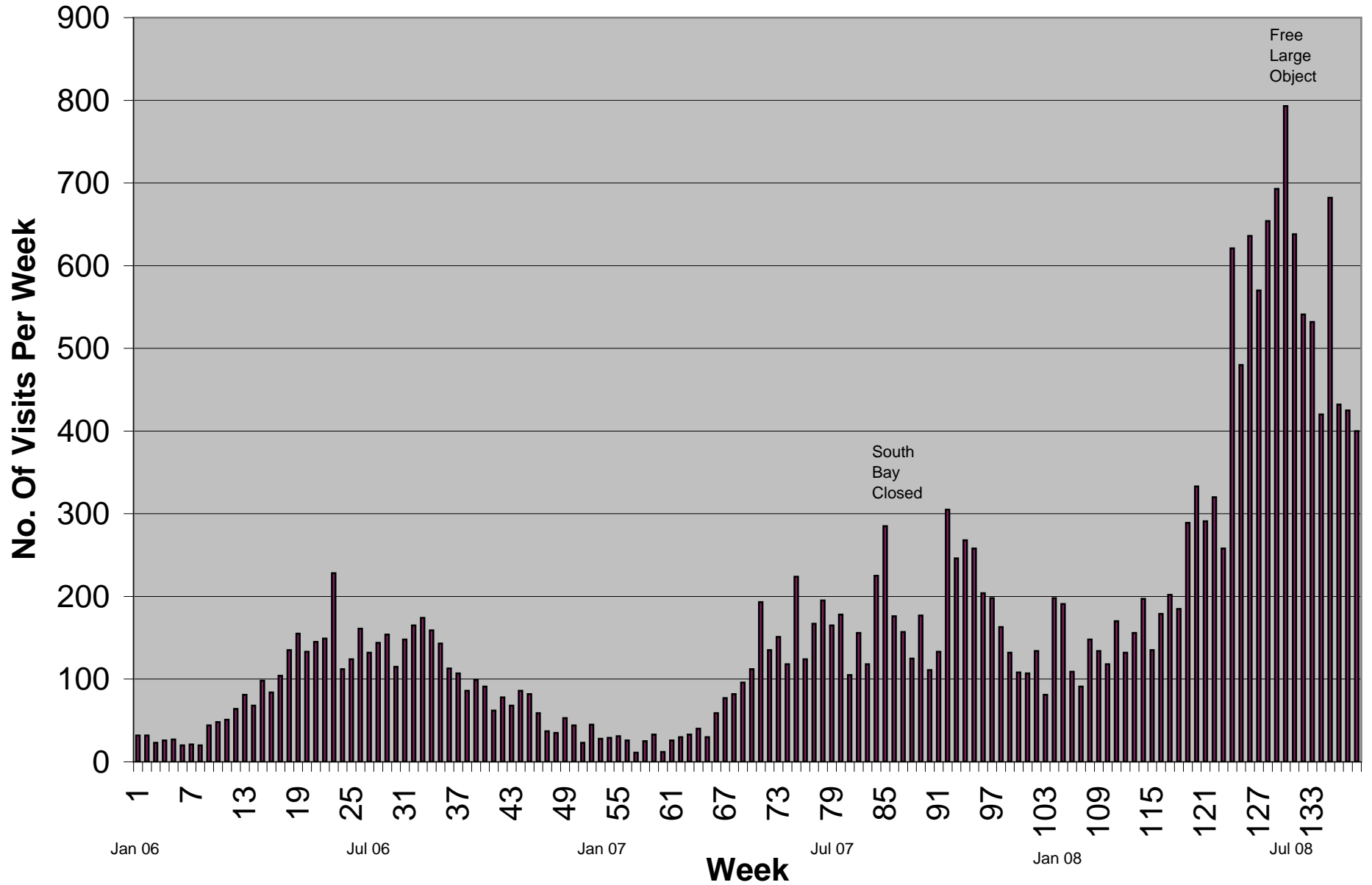
G. STRAIGHT,
Public Representative

With the concurrence of R. McMASTER, Township Roads Supervisor

Visits To Tower Road Transfer Station



Visits To Baxter Transfer Station



Appendix "B"

Summary Of Recommendations

THAT the Tower Road and Baxter Transfer Stations be operated according to the following schedule:

| Facility | Summer Hours | Winter Hours |
|-----------------|--|--|
| Baxter | Monday to Friday 8:00 am to 4:30 pm. Saturday 9:00 am to 4:30 pm. Sunday 11:00 am to 8:00 pm. | Monday to Friday 8:30 am to 4:00 pm. Saturday 9:00 am to 4:00 pm. Sunday 12:00 pm to 4:00 pm. |
| Tower Road | Monday, Tuesday and Thursday, 8:00 am to 4:30 pm. Saturday 9:00 am to 4:30 pm. Sunday 11:00 am to 8:00 pm. | Monday, Tuesday and Thursday, 8:30 am to 4:00 pm. Saturday 9:00 am to 4:00 pm. Sunday 12:00 pm to 4:00 pm. |

THAT for the purposes of the operation of the transfer stations and fenced compounds, "Summer" be defined as the period between the first Saturday in May and the last Sunday in October, and that the balance of the year be defined as "Winter".

THAT, during the Summer, the gate to the Baxter Transfer Station at South Bay Road be kept open overnight on Sundays and holidays to provide access to the bins provided for the drop-off of bagged domestic waste and recyclables.

THAT residential large object waste as defined in the Garbage and Recycling Collection Guide for the Township of Georgian Bay be received at the Baxter and Tower Road Transfer Stations at no charge all year round, and that the large object weekend event normally held at the transfer stations and drop-off compounds in June be discontinued.

THAT there be no change to large object services for offshore residents.

THAT permission to dispose of large objects at no charge be contingent upon the production of documentation to show proof of residency in the Township Of Georgian Bay, and that failing production of such proof, the tipping fees set by the District Municipality of Muskoka shall apply.

THAT the curbside collection program be expanded by providing door to door collection services during the summer season on the roads listed in Appendix "D" attached to the report of the Waste Cost Review Committee dated September 28, 2008, including, but not limited to, Mohawk Road, Crooked Bay Road, Georgian Bay Road and White's Falls Road.

THAT a rebate program be established to assist residents on curbside collection routes to purchase animal resistant garbage containers and that the rebate be set at \$100 per property and that the amount made available for the program be set at \$15,000 in 2009.

THAT the provision of communal waste containers on Mohawk Road (currently year round), Kilty's Bay Road (currently winter only) and Corrievale Road (currently winter only) be discontinued effective at the end of the current summer season and that the affected residents be required to take their wastes to the nearest Transfer Station or fenced compound during the winter season.

THAT, following the planned reconfiguration of the King's Highway 400/Muskoka Road 33 interchange by the Ministry of Transportation of Ontario, a new fenced compound be established on the west side of the King's Highway to provide year round service for the drop-off of bagged domestic waste and recyclables and, once the new compound is available for use, the existing compound on South Gibson Lake Road (Muskoka Road 33) be closed.

THAT, pending completion of the proposed compound on the west side of King's Highway 400 at Muskoka Road 33, Township and District staff continue to work with the Go Home Lake Cottage Owners Association to ensure that the interests of its members and other residents in the vicinity of Go Home Lake are addressed.

THAT the fenced compounds that provide for the drop-off of bagged domestic waste and recyclables on Twelve Mile Bay Road and Honey Harbour Road be operated during the summer season only and be closed during the winter season.

THAT cards be issued to residents in the Big Chute area with water access only, so that they can obtain access to the Matchedash Transfer Station in Simcoe County.

THAT the fenced compounds on Crooked Bay Road and at Big Chute be closed in November, 2008.

THAT the remaining fenced compounds be available for use at all times during their operating seasons and that they be operated under continuous video surveillance, an increased number of spot checks and with an attendant present on Sundays and holidays in July and August.

THAT a survey be undertaken to identify the users of the Honey Harbour compound and that the question of its future use be revisited in the Fall of 2009.

THAT continued abuse at the fenced compounds be met with the provision of full time supervision with restricted hours of operation or the closure of the facilities.

Appendix "C"

Comparison Of Waste Management System Costs

| Service | 2007 | 2008 | 2009 | | |
|---|-------------------------------|--------------------------|------------------|------------------|-----------------|
| | Actual Cost Current System | Budget Current System | Current System | Proposed System | Difference |
| Curbside Collection - Existing Areas | 96,379 | 107,000 | 115,000 | 115,000 | 0 |
| Curbside Collection - New Areas Summer Only | 0 | 0 | 0 | 65,000 | 65,000 |
| Depots | 355,871 | 353,000 | 340,000 | 160,000 | -180,000 |
| Remote Bins | 333,075 | 314,000 | 330,000 | 260,000 | -70,000 |
| Large Item | 22,975 | 25,000 | 25,000 | 80,000 | 55,000 |
| Clean Up | 134,291 | 120,000 | 125,000 | 60,000 | -65,000 |
| Allowance For 150 Rebates For Animal Resistant Containers | 0 | 0 | 0 | 15,000 | 15,000 |
| Total Collection | 942,591 | 919,000 | 935,000 | 755,000 | -180,000 |
| Disposal Costs | 527,587 | 571,000 | 600,000 | 600,000 | 0 |
| Total Waste Management Costs | 1,470,178 | 1,490,000 | 1,535,000 | 1,355,000 | -180,000 |
| Waste Management Levy | 1,200,467 | 1,304,116 | 1,535,000 | 1,355,000 | -180,000 |
| Difference Between Costs And Levy | 269,711 | 185,884 | 0 | 0 | 0 |
| Increase In Levy Over 2007 (\$) | - | 103,649 | 334,533 | 154,533 | -180,000 |
| Year Over Year Increase In Levy (%) | - | 8.63% | 17.70% | 3.90% | -13.80% |

Notes:

The total saving between the estimated cost of the current system for 2009 and the estimated cost of the proposed system for 2009 is \$180,000

If the current system is continued in 2009, the increase in the tax rate will exceed 17%

If the proposed system is implemented in 2009, the increase in the tax rate will be less than 4%

Shortfalls between costs and taxes raised in the Township (i.e. \$269,711 in 2007 and \$185,844 in 2008) were absorbed by the rest of Muskoka

A shortfall will not be permitted in 2009 and, accordingly, the savings represented by the proposed system will be required to keep the increase in the tax rate to a reasonable level.

Appendix "D"

List Of Streets To Be Added To The Curbside Collection Service Area

| | |
|----------------------------------|-------------------|
| ART'S LN | MEMORY LANE |
| BEVERLY ST | MILLARD DR |
| BIG ROCK RD | MOCCASIN TR |
| BLUEBERRY LN | MOHAWK ROAD |
| CARSON WAY | NICHOLSON RD |
| CHIPMUNK TR | NORTH-SOUTH ROAD |
| CROOKED BAY RD | O'HARA POINT RD |
| CURRIE LN | OLD MILL RD |
| DRIFTWOOD LN | OLD OAK LN |
| ECHO BAY RD | PICKEREL POINT RD |
| FOREST LN | POINTS OF VIEW RD |
| GEORGIAN BAY ROAD | PRATT'S RD |
| GLOUCESTER TR | RAVINE WY |
| HASKETT'S DR | ROCKY SHORE RD |
| HEMLOCK HILL LN | SANDERS DR |
| HIDDEN GLEN RD | SIX MILE CHANNEL |
| HURON TR | SMOOTH ROCK RD |
| ISLAND DR | STEEP ROCK RD |
| JOE KING RD | SUNRISE TR |
| JOHN BUCHLER RD | SWEETS PORTAGE RD |
| KIM T LN | TRANS CANADA BAY |
| KING GEORGE RD | TRILLIUM LN |
| KING'S FARM RD (Seasonal Area) | VOLLICKS RD |
| KING'S FARM RD (Year Round Area) | WALKWAY RD |
| KOETSIER LN | WEST SHORE RD |
| LAKE RD | WHITES FALLS RD |
| LITTLE CHUTE LANDING | WINDING WAY |
| MACDONALD RD | WOODLAND TR |