

REPORT OF COMMISSIONERS

MADE PURSUANT TO THE

MUNICIPALITIES FEASIBILITY REPORTS REGULATIONS, 1980

IN RELATION TO THE PROPOSED AMALGAMATION OF THE

TOWNS OF TWILLINGATE, DURRELL,

CROW HEAD AND BAYVIEW

Commissioners: Frank Manuel
Maxwell Bussey

SECTION 3

3.0 - Background

3.1 - Town of Twillingate

The town of Twillingate is located on Twillingate Island on the northeast coast in Notre Dame Bay. It has a population of 1,506 persons comprising 456 residences. The latest census period from 1981-86 shows that the population of the town remained unchanged over the five-year period.

The town has a Town Council and charges a property tax rate of 5.5 mills, a water and sewer levy of \$192 per year, a poll tax of \$110 per year, and a business tax.

Twillingate has adopted the National Building Code as the standard for building construction, and has also adopted a Town Plan and Land Use Zoning and Subdivision Regulations.

The municipality has approximately 17 km of road, a town hall, fire hall, maintenance garage complex. Fire protection equipment consists of a 625 GPM pumper, an 840 pumper, portable pumper, and a van to transport ancillary firefighting gear. The town also has a fair

inventory of equipment necessary to service a municipality of its size, eg., loader, tractor, dump truck, 2 pickups, trailer, welder, and ambulance.

Recreational facilities in the town at the moment consists of a portable swimming pool, an arena, and multi-purpose municipal park.

Twillingate provides a garbage collection and disposal service and shares the same disposal site and incinerator with all communities on Twillingate Island.

The municipality also provides water and sewer to 65 percent of the town.

Staffing consists of a town clerk/manager, two operator, mechanic, recreation director and assistant director, one part-time labourer and two part-time incinerator operators.

The financial position of the town is set out in the latest available statement, which at the time of writing, was 1988. In that year the town had an accumulated deficit of \$49,790, down from \$62,603 in 1987. The latest budget for the town (1990) shows revenues to be in the order of \$809,168.

3.2 - Durrell

The town of Durrell is immediately adjacent to the Town of Twillingate and shares a common boundary with the latter. It has a population of 1,060 persons comprising 328 residences. The latest census period from 1981-86 shows the population of the town to have declined by 7.4 percent over the five-year period.

The town has a Town Council and charges a property tax rate of 5.5 mills, a water and sewer levy of \$192 per year, a poll tax of \$125 per year, and a business tax rate ranging from 18.6 to 60 mills depending on the type of business.

Durrell has adopted the National Building Code as the standard for building construction. However, there is neither a town plan nor development regulations in place, and so the municipality has no control over development or the power to zone.

The municipality has approximately 15 km of road. It has a town hall, but no fire hall as this particular service is provided by the Town of Twillingate.

The town has neither heavy equipment nor any recreational facilities.

Durrell provides a garbage collection and disposal service and shares the same disposal site with all the communities on Twillingate Island.

The municipality provides both water and sewer to approximately one-third of the area.

Staffing consists of a town clerk/manager, and one part-time maintenance man.

The financial position of the town is set out in the latest available statement, which at the time of writing, was 1988. In that year the town had an accumulated deficit of \$31,252., up from \$19,275 in 1986. The latest budget for the town (1990) shows revenues to be in the order of \$436,271.

3.3 - Bayview

The town of Bayview is located adjacent to the Town of Twillingate, and shares a common boundary with the latter. It has a population of 603 persons comprising 165 residences. The latest census period from 1981-86 shows the population of the town to have declined by 3.5 percent over that five-year period.

The town has a Town Council and charges a property tax rate of 3.5 mills, a water levy of \$120 and a water and sewer levy of \$168 per year, a poll tax of \$110 per year, and a business tax.

Bayview has adopted the National Building Code as the standard for building construction. However, there is neither a town plan nor development regulations in place, and so the municipality has no control over development or the power to zone.

The municipality has no roads to maintain. It has a combined town hall and recreation hall. Fire protection equipment and protection is provided by the Town of Twillingate. In addition the town has no inventory of heavy equipment.

Recreational facilities in the town at the moment consists of a ballfield which is only partially completed.

Bayview provides a garbage collection and disposal service and shares the same disposal site with all the other communities on Twillingate Island.

The municipality also provides water to 70 percent of the community, and both water and sewer to approximately 50 percent of the community.

Staffing consists of a part-time town clerk and a part-time maintenance man.

The financial position of the town is set out in the latest available statement, which at the time of writing was 1988. In that year the town had an accumulated surplus of \$1052, up from

\$777 in 1987. The latest budget for the town (1990) shows revenues to be in the order of \$136,711.

3.4 - Crow Head

The community of Crow Head is located immediately northwest of the Town of Twillingate and share a common boundary with the latter.

It has a population of 297 persons comprising 96 residences. The latest census period from 1981-86 shows the population of the community to have declined by 6.6 percent over that five-year period.

The community has a Council and charges a water and sewer levy of \$180 per year, a poll tax of \$115 per year, a business tax of 20 mills and a property tax of 4 mills.

Crow Head has adopted the National Building Code as the standard for building construction. However, there is neither a town plan nor development regulations in place, and so the municipality has no control over development or the power to zone.

The municipality has approximately 4 km of road, a town hall and community centre. Fire protection equipment and service is provided by the Town of Twillingate. The community has no inventory of heavy equipment.

There are no recreational facilities such as ballfields, rinks, or playgrounds in the community.

Crow Head provides a garbage collection and disposal service and shares the same disposal site with the other communities on Twillingate Island.

The municipality also provides water to the entire community, and both water and sewer to approximately 90 percent of the community.

Staffing consists of a part-time town clerk.

The financial position of the town is set out in the latest available statement, which at the time of writing was 1986. In that year the community had an accumulated deficit of \$35,324. The latest budget for the town (1989) shows revenues to be in the order of \$74,148.

SECTION 4

4.0 - Public Hearings

A joint feasibility public hearing was held in the Town of Twillingate on December 11, 1989 at 7:00 p.m. with approximately 25 people in attendance.

4.1 - Written briefs were presented by:

- (1) A proposal for amalgamation by Mr. Ron Ozon, Senior Planner, Department of Municipal and Provincial Affairs.
- (2) The Community of Crow Head (Mr. John Hamlyn)
- (3) The Town of Durrell (Mr. David Burton, Town Clerk/Manager)
- (4) The Town of Twillingate (Mr. Wilfred Hull, Town Manager)

4.2 - Oral presentations were made from the floor from the following:

- (1) Arnold Stoodley, Bayview
- (2) Carl Hillier, Ragged Point

5.0 - Record of Briefs

5.1 - Written Briefs

5.1 (i) The first brief was presented by Mayor John Hamlyn of the community of Crow Head, Appendix "B".

Mr. Hamlyn indicated that Crow Head was the first municipality on Twillingate Island to become incorporated. He indicated that amalgamation had been discussed many times by council and council was never in favour of amalgamation as in the opinion of the council, they would not benefit at all from such action. Mr. Hamlyn indicated that a secret ballot was taken in Crow Head and 95% of the eligible voters cast their ballots. 75% were against amalgamation, 24% were in favour of amalgamation and spoiled ballots accounted for the other 1%.

Mr. Hamlyn indicated that should amalgamation be forced on the people that council would be concerned about their five year plan submitted in 1989, improvements to their water supply, improvements to their sewer outfall, sports field funding, paving of all gravel roads and improvements to the metallic waste site.

Council also was concerned over the type of representation the municipality of Crow Head would have on council as a result of the amalgamation of the four towns concerned and how funding will be allocated to the different areas of the new town.

Mr. Hamlyn reiterated, in his closing statement, that the community of Crow Head was against amalgamation.

5.1 (ii) The Town Clerk/Manager, Mr. David Burton, of the town of Durrell made the next presentation (Appendix "C"). Mr. Burton pointed out that in August of 1988 the town of Durrell requested that the Department of Municipal & Provincial Affairs undertake a feasibility study into the possibility of amalgamation with the other communities on Twillingate Island. He stated that first discussions on amalgamation go back to May of 1982 when a joint committee was later set up to look into the possibility of amalgamation. At that time some of the major advantages were recorded as follows:

- (1) elimination of duplication of services,
- (2) uniformity in the level of services,
- (3) uniformity of taxes and tax base and
- (4) added strength in approach to government.

In 1988, council circulated ballots to all eligible voters in the community of Durrell. 95% of eligible voters cast ballots with 79% in favour of amalgamation and 21% against. Mr. Burton indicated that Durrell already shares many services with the neighbouring town of Twillingate, such as the same water supply, the same incinerator, the same fire department and he felt that amalgamation should certainly be pursued. Mr. Burton highlighted some concerns of councils should amalgamation be proceeded with. They are as follows:

- (1) After amalgamation the current level of capital funding (1989) provided to the island of Twillingate by the Provincial Government for water and sewer, roads, etc. must be at least maintained until all affected communities have received the same level of services.

- (2) No loss jobs
- (3) To make the government proposal to amalgamate more attractive to municipalities, Durrell would certainly suggest that all short and long term debts of affected municipalities be addressed by the Provincial Government if the newly created community is to start in a positive and not a depressed condition as in all probability would otherwise be the case.
- (4) When the new municipality is created, the Department of Municipal and Provincial Affairs must provide adequate funding to assist in the purchase and upgrading of existing municipal road maintenance equipment.
- (5) When the new municipality is created, the Department of Municipal and Provincial Affairs must provide a substantial start-up fund so as other immediate needs as the new municipality can be positively addressed.

In summing up Mr. Burton indicated that the council and its residents are totally in favour with the amalgamation proposal providing the government, in its wisdom, realizes that certain concerns as outlined above are addressed.

5.1 (iii) The final written brief was presented by the Town Manager of Twillingate, Mr. Wilfred Hull. (Appendix "D").

Mr. Hull indicated that the town of Twillingate has for several years entertained the concept of amalgamation. He said that because of the geography of the towns on Twillingate Islands, the small population involved and already sharing services of incineration, recreation and fire fighting, the town felt that one council for the entire area would be a step in the right direction. He, however, voiced concern that because of lack of funding in previous years there would be pressures brought to bear on the new municipality to bring services up to even standard as well as providing additional machinery required to maintain the public works such as roads and snow clearing.

Twillingate outlined a number of requirements it would want met by government should amalgamation proceed. These are:

- (1) the name of the incorporated areas be known as the Town of Twillingate Island,
- (2) government forgive all outstanding long term capital debts of all existing municipalities,
- (3) the total population of Twillingate be included in the amalgamation, both existing incorporated areas and unincorporated areas,
- (4) that adequate funding be allowed to bring the areas to an acceptable uniform standard for such things as water and sewer, paving and road upgrading, fire

fighting equipment, recreation facilities, machinery for public works, garbage collection and incineration.

- (5) government continue to maintain and control the existing main roads throughout the entire island that presently come under the jurisdiction of the Department of Works, Services and Transportation.
- (6) the Water Services Division of the Department of Municipal and Provincial Affairs continue to maintain the water supply to the municipalities.
- (7) a ward system of election procedures be introduced with additional councillors being added based upon regions and populations.
- (8) all existing jobs in administrative and public works be maintained.
- (9) detailed information be provided to all interest parties and the municipalities before any decisions are made regarding the amalgamation of the areas.
- (10) a provincial public building be constructed to serve the needs of the island.
- (11) capital funding be allocated over a period of five years to ensure a smooth transition of the amalgamation process to meet the requirements of the island.

5.2 - Oral Briefs

5.2 (i) Arnold Stoodley of Bayview - Mr. Stoodley indicated that a survey of residents in Bayview was undertaken and some 50-60% of those surveyed were in favour of amalgamation. He also indicated that six councillors voted in favour of amalgamation. He would like to see all communities amalgamated since outside communities are getting services at the present time. He said in the long term amalgamation is the only way to go.

5.2 (ii) Carl Hillier of Ragged Point - Mr. Hillier indicated that there were no services at all in Ragged Point and he felt that the amalgamation process should include all communities on Twillingate Island.

SECTION 6

6.0 - Feasibility Evaluation

6.0.1 - General

The Commissioners examined the written briefs and the oral comments presented during the public hearings. Commissioners also undertook independent research of a financial nature which was considered in arriving at its conclusions. In addition, the overview presented by the Planning Division, Department of Municipal and Provincial Affairs was also used.

The proximity of the four towns and the fact that a number of services are presently being shared by the municipalities augurs well for amalgamation. Some of the obvious benefits of amalgamation were identified several years ago by Twillingate, Durrell and Bayview and as a result a committee was established to explore the possibility of amalgamation. It is quite evident from the briefs presented that these three towns are in favour of amalgamation, however, some concerns have been expressed, particularly as it relates to the costs to be incurred in bringing about uniform services as well as the time frame to bring this about.

Crow Head, on the other hand, has made it clear that it wants no part of the amalgamation process. They have not put forward, however, any plausible explanation as to why they should be exempt from the process.

Your commissioners were somewhat surprised at the low turnout at the public hearing process. There were very few people from the general public in attendance. The majority of those who did attend were councillors. This could certainly be interpreted as no strong feelings one way or the other with reference to amalgamation. Or else, the residents were leaving it to their councils to express their opinions on behalf of the people.

As indicated earlier, it was evident from the submitted briefs that the councils in favour of amalgamation were requesting that government provide financial support in order to improve services and provide more adequate equipment for the town.

6.0.2 - Financial

A review of the most recent financial statements indicate a combined deficit among the towns under review of some \$115,000. This is relatively large for a population base of some 3000 people. Appendix "E" outlines a suggested budget for the new town should it become amalgamated. It is suggested that a mill rate of 6 be used for residential property. This is a slight increase for Crow Head and Bayview, however, it is considered reasonable when one looks at the average residential property tax being paid in the province.

The proposed budget for a town of some 3000 people with the limitation of some duplication and the slight increase in residential property tax projects a revenue surplus of some \$100,000 in the first year of operation. This will almost entirely wipe out the present accumulated deficit and will within a few years provide working capital to allow the new town to take advantage of existing cost shared programs and provide better service to the residents of the area.

6.0.3 - Other Criteria

The following criteria is specifically evaluated as outlined in the Municipalities Feasibility Reports Regulations, 1980, as amended.

- (1) **Access of the people to elected and appointed officials.** It is not considered that access to elected and appointed officials would be materially affected by this amalgamation should it proceed as all four towns are relatively close to one another. Should the new town decide to go with a ward system in the first year as will be recommended, there would be councillors living in each of the towns presently in existence and this will allow easy access to council representatives to deal with resident concerns.
- (2) **Representation in accordance with the distribution of population.** An amalgamated town with a population of some 3370 people is small enough to be able to elect councillors at large to represent the entire area. However, to ensure that all residents have fair and equitable representation, the commissioners will recommend that the first council be comprised of nine members based on a ward system, three councillors from Twillingate, two councillors from Durrell, two councillors from Bayview and one councillor from Crow Head, with a Mayor to be elected at large. It would be left to the discretion of the new council whether or not it would continue with the ward system after its first term of office.

- (3) **Community identity.** There is no reason why the administrative reorganization of the new town would reduce or destroy community identity. The four towns would retain their individual names which at present are listed on the official road maps of Newfoundland but the amalgamated municipality would adopt a single common name for administrative purposes.
- (4) **Suitability and the need of the area for municipal servicing.** The community of Crow Head has full water and sewer services. The towns of Durrell, Bayview and Twillingate are partially completed with water and sewer. Five year plans are in place and systems are being extended as funds become available. Some \$7 million is still required to complete the water and sewer services in the three towns. A comprehensive five year development plan should be developed by the new council setting out its priorities for future development.
- (5) **Physical constraints to municipal servicing.** There does not appear to be any major physical constraints to servicing of the three towns requiring extension to existing water and sewer services. There is considerable rock in the area, however, this is rather common for the whole of Newfoundland and it is not expected that the average cost per service will exceed the provincial average. The development of a new five year plan will certainly assist the larger unit in

controlling ribbon development and developing residential as well as commercial lots in a more organized and economically viable fashion.

- (6) **Administrative capability of the municipality.** There is already considerable experience in municipal administration in the area. Each town has elected councils in place and have been in place for some considerable time. A combination of the four towns would facilitate a greater choice of experienced people to form a single council to better utilize existing full and part time staff.
- (7) **Coordination of municipal services and functions throughout the area concerned.** There is already considerable sharing of services among the four towns. Fire protection is shared, waste disposal is shared, recreation facilities are shared. There is a common water supply for most of the area. Services such as snow clearing, maintenance, etc. could be combined creating more efficient and economic services to the total region.
- (8) **Cost efficiently of the type of administration proposed for the scale of services required.** By combining the four towns, the population size would increase to some 3370 people. Although many of the services are shared at present, the elimination of other duplicate services such as buildings, etc. would further reduce total cost of operations and providing more effective and efficient service.

- (9) **Feasibility in terms of revenues and expenditures.** Twillingate and Durrell are charging 5.5 mills in residential property tax whereas Crow Head has a 4 mill rate and Bayview a 3.5 mill rate. Business tax rates vary. If the mill rate for residential property was raised to 6 mills for the new town and the charging of a common rate of \$192 for water and sewer and a poll tax of \$125, it is possible to increase revenues over expenses by some \$100,000. We feel this is not an unreasonable increase and would suggest that the amalgamated town should do this in order to proceed with its capital works programs and better provide an array of services to the residents still at a reasonable cost.
- (10) **Equity in terms of both the taxpayers ability to pay and the benefits he receives.** The recommendation of a common property tax and a common water sewer tax as well as poll tax would be fair to all residents. It would mean a slight increase for some residents, however, it is not considered to be of a magnitude that should place hardship on the residents in the region. As well, the benefits to be accrued from such tax increase would be realized in more efficient and effective services in all areas of the new amalgamated town.
- (11) **Response of tax yields to changes in economic activity.** Changes in economic activity is not expected to have any major impact on tax yields as the economy has been relatively stable other than the recent downturn in the fishery. The level of taxes are such that the burden on taxpayers is not great and, therefore, should

not be affected. Any increase in economic activity that might result from an improvement in the fishery or other business activity would certainly have a positive affect on business taxes in the area.

- (12) **Equity amongst adjoining municipalities considering their different needs and assets.** The need for services and infrastructure appear to be greater in the municipalities of Bayview and Durrell than they are in Twillingate and Crow Head. Crow Head is almost completely serviced with water and sewer whereas Twillingate has a good business tax base and has about 65% of its water and sewer services in place. Undoubtedly, the new town would have to develop a new five year plan to address the needs on a priority basis for the entire new municipality and attempt to bring the more disadvantaged sectors of the regions up to standard. No doubt the provincial government would be required to assist in addressing these needs.
- (13) **Simplicity of proposed municipal structure.** We see no difficulty whatsoever in combining the four towns into one more viable unit using existing boundaries as indicated on the attached map in Appendix A. The new municipality will be relatively geographically self contained having most of the services within its area to support itself and having a combined tax base sufficient to better manage its affairs then in the existing situation.

- (14) **Acceptability of proposals at local and regional levels.** The towns of Bayview, Twillingate and Durrell appear to be relatively supportive of the amalgamation concept. There are, however, a number of conditions identified by each of the municipalities, as identified in the Appendices, which should be addressed prior to amalgamation taking place. Crow Head, however, has indicated it is not in favour whatsoever with the amalgamation proposal. There was also the suggestion by some people at the public hearing that the government did not go far enough in that other communities on Twillingate Island should have been considered for amalgamation. This matter can be addressed at some later date.

Recommendations

- (1) That the towns of Twillingate, Durrell, Bayview and Crow Head be amalgamated into a single new town.
- (2) A ward system of council be introduced for at least the first term of council. The area would be broken down into four wards based on population, with three councillors for Twillingate, two councillors for Bayview, two councillors for Durrell and one councillor for Crow Head.
- (3) Boundaries of the new town be as indicated in Appendix "A".
- (4) The new town develop as soon as possible an integrated town plan to be adopted by the new council and used as a blueprint for the future development of the new area. Also the new town should develop an integrated five year capital works plan prioritizing infrastructure needs.
- (5) All assets and liabilities of the four towns be assumed by the new town.
- (6) Municipal elections be held in the new town in November of 1990 with the council's first term of office to be for three years, therefore, complying with the existing provincial electoral system.

- (7) The four towns would retain their individual names so as to maintain local identity. The new council should develop a new municipal name for the combined area for administrative purposes.
- (8) If amalgamation is to proceed the provincial government commit itself to maintain a continual effort to complete the water and sewer system in the areas now deficient.
- (9) The effective date of amalgamation be January 1, 1991.

FEASIBILITY STUDY
Amalgamation of Twillingate
Durrell, Bayview and Crow Head

1.0 INTRODUCTION

The Minister of Municipal and Provincial Affairs has decided to Order the preparation of a Feasibility Study into the amalgamation of the Municipalities of Twillingate, Durrell, Bayview, and Crow Head. This statement has been prepared to satisfy the requirements of the municipal legislation and to enable the general public to be informed about the proposal.

The Feasibility Study will be conducted by a Commissioner(s) appointed by the Minister of Municipal and Provincial Affairs. The Commissioner(s) will hold a public hearing(s) in the area and will thoroughly study the matter and make a report to the Minister.

2.0 PURPOSE OF AMALGAMATION

It should be emphasized that amalgamation does not mean one municipality "taking over" the other, but rather it means the coming together of two or more equals in order to create a more viable unit, and one capable of administering municipal programs more efficiently. Amalgamation of the above noted municipalities, will generate a larger tax base and the resultant, increased revenues, will enable the larger town to hire qualified staff, purchase needed machinery and generally operate much better than is now the case. That is not to say however, that the present municipalities are not operating efficiently, rather, the present situation if it continues will result, as it has elsewhere in the Province, in unnecessary competition and duplication of facilities and staff.

3.0 LOCATION AND DEVELOPMENT PATTERN

The four municipalities are located on Twillingate Island, on the northeast coast in Notre Dame Bay. The attached map shows the proximity of the four municipalities in terms of their boundaries, but perhaps more importantly, it also shows just how physically integrated is the development pattern of the four. It can be seen from the attached map also that there is no significant break in the development between them, and because of the continued outward movement of development from these municipalities along the various local roads and highways, the gap between them is in fact closing. Such a development pattern not only bodes well for amalgamation, but also underscores the possibilities for providing better and more economical municipal services as well as creating a sense of community. As a single town it would have a population of 2,643 persons.

4.0 TAXES, SERVICES AND INFRASTRUCTURE

All of the municipalities provide about the same number and variety of municipal services, and in this regard, all four have made considerable progress though much remains to be done. For example, Twillingate has 65 percent water and sewer; Durrell, 30 percent water and sewer; Bayview 70 percent water only, 50 percent water and sewer; and Crow Head, 100 percent water and 90 percent water and sewer.

In the area of municipal taxation, all municipalities impose a similar number of taxes though Crow Head does not at the moment impose a tax on real property. Tax rates vary somewhat and this is reflected in the total yearly per capita revenues which are \$240, \$92, \$98, and \$142 for Twillingate, Durrell, Bayview, and Crow Head respectively. All four already share the same disposal site, and fire fighting which is supplied by Twillingate. In terms of

staff, Twillingate has a Clerk/Manager, four full-time and three part-time employees, Durrell, one Clerk/Manager, and one part-time employee; Bayview, A part time Clerk and maintenance supervisor and Crow Head one part-time clerk.

Appended to this report are fact sheets which provide more detailed information in this regard.

5.0 BENEFITS OF AMALGAMATION

Based upon municipal government experience in the province, some expected benefits are outlined below. However, realization of the potential benefits will be the responsibility of the new municipality. For example, decisions about a single municipal building, priority of areas for servicing, the direction of development and staffing etc., will be the responsibility of the elected council.

5.1 Administration

One benefit of amalgamation will be the elimination of duplication wherever it might exist. Administrative costs and building and equipment overheads of the consolidated municipality may be reduced from that of the individual municipalities taken together provided they are surplus to the needs of the new municipality. Similarly, it should be possible to more fully utilize existing equipment, recreational facilities, and staff in a larger consolidated municipality. In this regard the consolidated municipality may also be able to provide equipment and staff which the other could not afford on its own. The resulting new town will be able to improve overall services and administration. The new municipality will be able to take advantage of some "economies of scale" in providing services and, in some cases, take advantage of the potential to share servicing arrangements and

systems. Amalgamation of the four municipalities will most certainly provide the new municipal government with the opportunity and challenge to operate a single municipality.

5.2 Financial Resources

The new town will have access to greater local resources in the form of enlarged tax bases. It will better be able to meet the cost of basic services such as garbage collection, street lighting and fire protection, road maintenance, and municipal administration.

5.3 Larger Population Size

Over the years, a number of smaller municipalities have suffered from not being able to attract people to sit on council. The onerous duties of a municipal councillor in a small community, where councillors often have to carry out some staff functions, have discouraged many from coming forward. Inadequate financial resources have also contributed to resignations and created an unwillingness in some municipalities to serve on council. The new municipality, with its enlarged population, should be able to improve its chances of avoiding this serious problem.

5.4 Planning

The new municipality will benefit from being covered by a single planning and development control program. Just as it will be necessary for Council to rationalize and coordinate its various services, equipment, facilities and tax structure, so also must it decide in what direction it wishes to develop and grow. With the amalgamation of four separate communities into one, the new town will be faced with additional planning

issues since only Twillingate has an adopted municipal Plan. That is to say it will be necessary to look at future planning of the new town in a much broader context than is now the case. Overall planning for the four municipalities can only be addressed by a single planning program which sets priorities; allocates growth to those areas that are the most economical to service and develop; and furthermore a planning program which both directs and confines conflicting land uses to their most appropriate locations. Finally, a single planning program would eliminate unproductive and expensive competition for development that would normally exist between separate municipalities.

6.0 RESPONSE OF PROPOSAL TO FEASIBILITY CRITERIA

6.1 Access of People to Officials

Because of the nature of the present development pattern of the new town, amalgamation would not materially change the ease of access by the public to elected and appointed officials. By replacing four existing councils with one new one, the physical distance to be travelled to reach the council office would be increased slightly for some residents, however as seen earlier, the difference would not be great.

6.2 Representation in Accordance with Population Distribution

The new town when amalgamated, although larger both in population and territory, will still remain sufficiently small to allow councillors to be elected at large--if the new Town so wished.

6.3 Community Identity

There is no reason why an administrative reorganization should reduce or destroy community identity. Many municipalities have well recognized districts within them in which, although the environment and life style is significantly different, local identity is still preserved. The three communities are relatively close together and so there is no doubt that there is a community of interest in the area which will be reflected and enhanced by amalgamation.

6.4 Suitability and Need of the Towns for Servicing

The four municipalities for the most part have a complete range of services which are in need of some extension. There appears to be adequate water supply and

location for sewage and garbage disposal. Since this is an amalgamation of existing developed areas, the suitability for servicing has previously been determined.

6.5 Physical Constraints

The communities are well served by road and there should be little physical difficulty in intergrating the services of the existing councils. The proposed municipality includes much territory that is not serviced.

6.6 Administrative Capability

There is ample local experience in municipal administration and amalgamation should create an opportunity to improve the standard of municipal management and perhaps enable technical and specialist staff to be employed, and/or improve equipment to be purchased.

6.7 Cost efficiency

As noted above amalgamation should produce a more cost efficient administration. This will enable existing services, or services to be expanded, to be provided at less cost per capita or a better standard to be provided for the same cost.

6.8 Financial Feasibility

As seen earlier, there is some variation between the tax rates at this moment which is reflected in per capita revenues. The new municipality could still and without raising present tax rates, realize additional revenue by merely

instituting a uniform tax rate throughout and thereby taking advantage of the resultant increase in the provincial tax incentive grant. It should be emphasized however, that this is merely a suggestion, in point of fact, it will be solely within the jurisdiction of the new Council to determine its own budget, and the type and amount of taxes it wishes to impose.

6.9 Response to Tax Yields

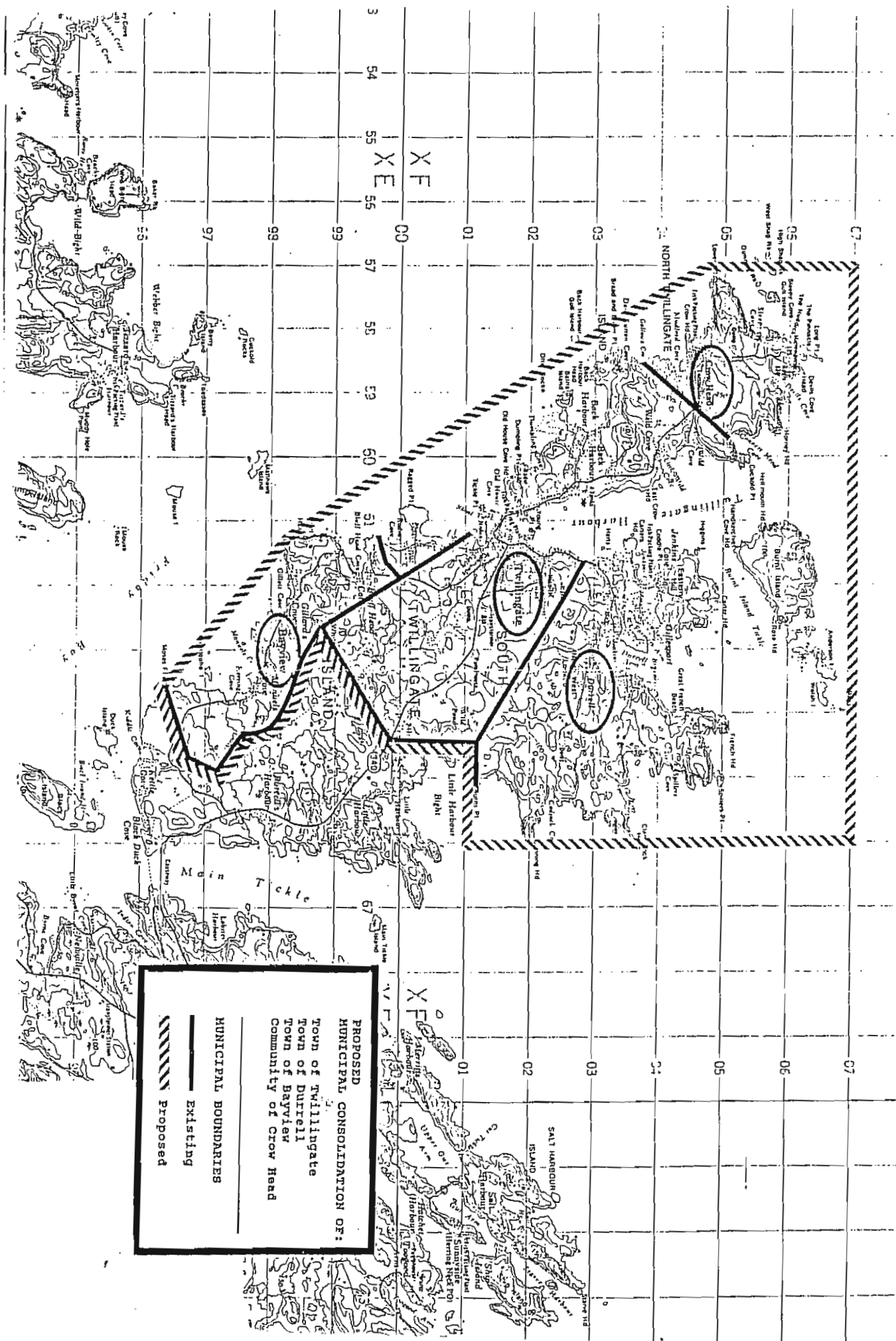
There does not appear to be any need for the new municipality to set taxes at levels substantially above those paid elsewhere in the province, and those currently in effect in the area.

6.10 Equality

Any inequality between the two existing municipalities would obviously be removed by amalgamation and there is no indications that any undue burden will be placed on any group by virtue of this proposal.

6.13 Potential Impact

Amalgamation will enable the new town to provide a more even standard of services and a coordinated control. The surrounding geography and the disposition of development should cause no problems for the new administration to handle.



1771 2181 1 2

Community of Crow Head

John Hamlyn
Chairman

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Walter B. Ellis J
Secretary

December 08th. 1989.

Public Hearing Committee On Amalgamation,
Department of Municipal & Provincial Affairs,,
Confederation Building,
St. John's, Newfoundland.

Attention: Mr. Frank Manuel.

RE AMALGAMATION:

CROW HEAD.

The Community of Crow Head was incorporated in August 1960, and was the first municipality on Twillingate Island to become incorporated.

To form a council in the early 1960's was very difficult in rural Newfoundland, and to be the first on Twillingate Island, was even more difficult, but it was accomplished, and Crow Head has come a long way since that time.

We were the first in Twillingate to have Street Lighting, and the first to have a water and sewer system, which makes the Council and its residents happy indeed.

Amalgamation has been discussed over and over for a number of years, at joint council meetings, and at our own council meetings, and council was never in favor of amalgamation, as in the opinion of council we would not benefit.

At a public meeting of our municipality last year, the subject of amalgamation was on the agenda for discussion, and not one person seemed to be in favor of amalgamation.

Since the Honourable Mr. Eric Gullage, Minister of Municipal and Provincial Affairs proposed AMALGAMATION earlier this year, and the four municipalities was included, our council felt it was our duty and responsibility to have the people express how they felt.

Last week we carried out a vote throughout our municipality to determine what percentage of the eligible voters were against amalgamation.

We hereby present the out come of that vote which was taken as a secret ballot.

Ninety five percent of eligible voters voted

In the box were the following:

Seventy five (75) percent against AMALGAMATION,

Twenty four (24) percent in favor of AMALGAMATION.

One (1) percent spoiled ballots.

This then speaks for the people of our municipality.

Should amalgamation take place or be forced on our people, our council is most concerned about our five year plan, WHICH WAS SUBMITTED THIS YEAR 1989.

IMPROVEMENTS TO OUR WATER SUPPLY

IMPROVEMENTS TO OUR SEWER OUTFALL

SPORTS FIELD FUNDING

PAVEING OF ALL OF OUR GRAVEL ROADS

IMPROVEMENTS TO OUR METALLIC WASTE SITE.....(and whether or not our waste site would be used by all residents on Twillingate Island.

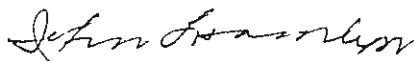
Council also has concerns over the type of representation our municipality would have on the council th would result from amalgamation in regard to voting on matters, and how funding would be allocated to different areas on Twillingate Island.

For example, would a certain amount of the funding be automatically reserved for water and sewer, and remainder be equally distributed on a per capita basis for other projects, or the whole amount of fundi allocated by Government be at the discretion of Council?

Will Municipalities that decide against amalgamation be pressured into it by lack of funding from Government ?.

The above listed concerns are of great importance to Council and the residents of our Municipality, and why we are against amalgamation.

We hereby present this brief on behalf of the Municipality of Crow Head.



John Hamlyn/mayor.

PUBLIC HEARING
FEASIBILITY STUDY INTO AMALGAMATION
DECEMBER 11, 1989
TWILLINGATE CENTRAL ELEMENTARY SCHOOL
SUBMISSION - TOWN OF DURRELL

FIRST COUNCIL WOULD LIKE TO POINT OUT FROM THE OUTSET THAT IN AUGUST OF 1988 WE (THE TOWN OF DURRELL) REQUESTED THAT THE DEPARTMENT OF MUNICIPAL AFFAIRS UNDERTAKE A FEASIBILITY STUDY INTO THE POSSIBILITY OF AMALGAMATION WITH THE OTHER COMMUNITIES ON TWILLINGATE ISLAND. IT IS CERTAINLY FAIR TO SAY THAT, FOR SOME TIME AND PRIOR TO OUR REQUEST, THIS WAS A TOPIC THAT WAS DISCUSSED, FROM TIME TO TIME, AMONG THE JOINT COUNCILS OF TWILLINGATE ISLAND. THE FIRST DISCUSSIONS ARE RECORDED AS EARLY AS MAY, 1982. A JOINT COMMITTEE WAS LATER SET UP TO LOOK INTO THIS POSSIBILITY. AT THAT TIME, SOME OF THE MAJOR ADVANTAGES WERE RECORDED AS FOLLOWS:

- (1) ELIMINATION OF DUPLICATION OF SERVICES
- (2) UNIFORMITY IN THE LEVEL OF SERVICES
- (3) UNIFORMITY OF TAXES AND TAX BASE
- (4) ADDED STRENGTH IN APPROACH TO GOVERNMENT

AS A RESULT OF THESE DISCUSSIONS, IT WAS A DECISION OF OUR COUNCIL TO SEEK THE OPINION OF COMMUNITY RESIDENTS. IN APRIL, 1988, COUNCIL CIRCULATED BALLOTS TO ALL ELIGIBLE VOTERS IN THE COMMUNITY. 95% OF ELIGIBLE VOTERS CAST BALLOTS WITH 79% IN FAVOR WITH AMALGAMATION AND 21% AGAINST.

DUE TO THE RESULTS OF OUR SURVEY AND SINCE WE ALREADY SHARE SOME COMMON SERVICES WITH THE NEIGHBOURING TOWN OF TWILLINGATE SUCH AS; THE SAME WATER SUPPLY, THE SAME INCINERATOR AND THE SAME FIRE DEPARTMENT, WE FELT THAT THIS PROCESS SHOULD BE FURTHER INVESTIGATED;

HENCE A FEASIBILITY STUDY WAS REQUESTED BY OUR COUNCIL. SINCE THAT TIME, THE AMALGAMATION ISSUE IS VERY HIGH ON THE NEWLY ELECTED PROVINCIAL GOVERNMENT AGENDA. SINCE THE MAJORITY OF OUR RESIDENTS VOTED IN FAVOR WITH AMALGAMATION, COUNCIL IS OF THE OPINION TO CONCUR WITH THE WISHES OF THE COMMUNITY. HOWEVER, CERTAIN MAJOR CONCERNS OF COUNCIL MUST BE ADDRESSED, BY THE PROVINCIAL GOVERNMENT, IF THIS AMALGAMATION PROPOSAL IS TO BE MORE ATTRACTIVE TO PARTICIPATING MUNICIPALITIES: THEY ARE AS FOLLOWS:

(1) AFTER AMALGAMATION, THE CURRENT LEVEL OF CAPITAL FUNDING(1989) PROVIDED TO TWILLINGATE ISLAND BY THE PROVINCIAL GOVERNMENT FOR WATER AND SEWER, ROADS, ETC. MUST BE, AT LEAST, MAINTAINED UNTIL ALL AFFECTED COMMUNITIES HAVE RECEIVED THE SAME LEVEL OF SERVICES. TO MAKE THIS PROPOSAL MORE ATTRACTIVE TO THE AFFECTED COMMUNITIES, WE WOULD SUGGEST THAT GOVERNMENT EVEN INCREASE THE LEVEL OF FUNDING CURRENTLY BEING PROVIDED. AT THIS POINT IN OUR DEVELOPMENT, A CONTEMPLATED DECREASE IN CAPITAL FUNDING BY THE PROVINCE WOULD CERTAINLY NOT BE IN THE BEST INTEREST OF THE AMALGAMATION PROPOSAL. WE WOULD WANT TO HAVE SOME GOVERNMENT ASSURANCE IN THIS REGARD.

(2) NO LOST JOBS. WE FEEL THAT ALL EXISTING EMPLOYEES WHETHER PERMANENT, FULL TIME OR PART TIME MUST BE PROTECTED AND ABSORBED BY THE NEWLY CREATED MUNICIPALITY. AGAIN WE SEEK GOVERNMENT ASSURANCE IN THIS REGARD.

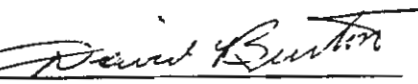
(3) TO MAKE THE GOVERNMENT PROPOSAL TO AMALGAMATE MORE ATTRACTIVE TO MUNICIPALITIES, WE WOULD CERTAINLY SUGGEST THAT ALL SHORT AND LONG TERM DEBTS OF AFFECTED MUNICIPALITIES BE ADDRESSED BY THE PROVINCIAL GOVERNMENT IF THE NEWLY CREATED MUNICIPALITY IS TO START IN A POSITIVE AND NOT A DEPRESSED CONDITION AS, IN ALL PROBABILITY, WOULD OTHERWISE BE THE CASE.

(4) WHEN THE NEW MUNICIPALITY IS CREATED THE DEPARTMENT OF MUNICIPAL AFFAIRS MUST PROVIDE ADEQUATE FUNDING TO ASSIST IN THE PURCHASE AND UPGRADING OF EXISTING MUNICIPAL ROAD MAINTENANCE EQUIPMENT.

(5) WHEN THE NEW MUNICIPALITY IS CREATED THE DEPARTMENT OF MUNICIPAL AFFAIRS MUST PROVIDE A SUBSTANTIAL START-UP FUND SO AS OTHER IMMEDIATE NEEDS OF THE NEW MUNICIPALITY CAN BE POSITIVELY ADDRESSED.

THE ABOVE OUTLINE IS THE POSITION OF THE TOWN OF DURRELL ON THE AMALGAMATION ISSUE. TO SUM UP, WE, THE COUNCIL AND ITS RESIDENTS, ARE TOTALLY IN FAVOR WITH THE AMALGAMATION PROPOSAL PROVIDING THE PROVINCIAL GOVERNMENT, IN ITS WISDOM, REALIZES THAT CERTAIN CONCERNS, AS OUTLINED ABOVE, MUST BE ADDRESSED BEFORE WE ARE ALL TOTALLY CONFIDENT THAT THIS AMALGAMATION PLAN, AS NOW PROPOSED BY THE PROVINCIAL GOVERNMENT, WILL BE IN THE BEST INTEREST OF THE CONCERNED MUNICIPALITIES.

TOWN OF DURRELL

PER: 

CLERK/MGR.



Town of Twillingate

Newfoundland

A0G 4M0

November 28 1989

Public Hearing Committee on Amalgamation
Department of Municipal and Provincial Affairs
Confederation Building
St. John's, Newfoundland
AIC 5T7

Dear Sirs:

Reference: Proposed Amalgamation of the Towns of Twillingate,
Dunnell, Bayview and Crow Head.

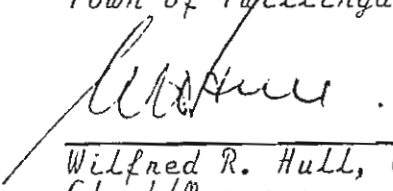
The Town of Twillingate has for several years, entertained the concept of amalgamation. Because of the geography of the Towns on Twillingate Islands, the small population involved, and already sharing services of incineration, recreation and fire fighting, our Town felt that one Council for the entire area would be a step in the right direction.

The Town of Twillingate also realizes on the other hand, that because of inadequate funding in previous years for Capital Works such as water and sewer extensions and road paving, added pressures would be experienced to bring all areas to an even standard. Also, additional machinery would be required to maintain the public works such as roads and snow cleaning, and existing equipment would have to be replaced and updated. Subsequently, in order for the Town of Twillingate to be willing to amalgamate, the following requirements would have to be considered and met by the Government.

- ✓ 1. The name of the incorporated areas be known as the Town of Twillingate, Island
- + 2. Government forgive all outstanding Long Term Capital Debts of all existing Municipalities.
3. The total population of Twillingate be included in the Amalgamation both existing incorporated areas and unincorporated areas.
4. That adequate funding be allocated to bring the areas to an acceptable uniform standard for such things as water and sewer, paving and road up-grading, fire fighting equipment, recreation facilities, machinery for public works, garbage collection and incineration.

5. That Government continue to maintain and control the existing main roads throughout the entire Island that presently come under the jurisdiction of the Department of Transportation.
6. That the Water Services Division of the Dept. of Municipal Affairs continue to maintain the water supply to the Municipalities.
7. A Ward system of election procedures be introduced, with additional Councillors being added, based upon regions and populations.
8. All existing jobs of administrative and public works be maintained.
9. Detailed information be provided to all interested parties, and the Municipalities, before any decisions are made regarding the amalgamation of the areas.
- + 10. A Provincial Public building be constructed to serve the needs of the Island.
11. That Capital Funding be allocated over a period of five years to ensure a smooth transition of the amalgamation process meet the requirements of the Island.

Town of Tuxillgate


 Wilfred R. Hull, CMC
 Clerk/Manager

WRH:jmh

Further information on Town of Twillingate's
Statement on Amalgamation to the Public Hearing Committee

1. The name of the area which is to be amalgamated, the entire Island, should be known as the Town of Twillingate. Reasons for this would include the fact that:
 - (a) The name "Twillingate" is very historical, known throughout the Province and many parts of the mainland of Canada.
 - (b) For many years, and probably even now, Twillingate is known as the "Capital of the North".
 - (c) Maps, charts and other important informational documents all show the name of Twillingate as the prominent name for Twillingate Island. Thus, the name "Town of Twillingate" would be very appropriate.
 - (d) Also, all the businesses, the Hospital, Government Departments, Post Office, R.C.M.P. building and others are located in the Town of Twillingate, and there should not be any reason to inconvenience these people, since they have been established in the Town of Twillingate for years.
2. Government should forgive all existing outstanding Long Term Capital Debts of all existing Municipalities to be amalgamated.

A fresh start should be given the newly formed Town. Otherwise, it will be very difficult to operate efficiently, to balance its budget and at the same time try and make many needed improvements.
3. The total population from all areas be amalgamated and become one Town. Otherwise, the new Town would have to provide services for all of the island at a considerable cost to them. This is presently being experienced with the Town of Twillingate. The burden is always upon them to meet any and all overruns or shortfalls experienced. It is absolutely very important that the new Town cover the entire Island of Twillingate.
4. Government should provide adequate funding immediately or be guaranteed over an acceptable time frame, to ensure standard, equal services to all areas.
 - (a) Basic services of water and sewer is essential for all areas.
 - (b) Road up-grading and paving, and curb and gutter is required in certain areas. Also, many gravel roads are not wide enough and are not properly ditched. All of the gravel roads presently serviced with water and sewer should be paved and the others paved as each area is serviced.

- (c) Fire fighting equipment needs to be up-graded. One of the existing fire trucks should be replaced immediately, which has long been recommended by the Underwriters Association.
 - (d) Recreation facilities need to be enlarged upon. The Town of Twillingate has been providing the services for everyone on the Island and responsible for all shortfall in expenditure. The other existing Towns have not been applying for or receiving any Recreational Grants. This should immediately change. Existing recreation facilities are very inadequate. A new Regulation Sports Complex, including Soccer, Softball, Tennis, Track and Field is number one priority, and applications each year has been unsuccessful.
 - (e) Machinery for Public Works - The new Town will need at least two additional Loaders for snow cleaning. Also, Back-hoe for maintenance will be necessary.
 - (f) Garbage collection and Incineration must be reviewed, in the view of having a regional site. (The Department is presently reviewing a site for Twillingate/New World I. It would be advisable to have a proper garbage truck. The existing Incinerator in the Town of Twillingate will definitely have to be closed out.
5. Existing main roads presently under the jurisdiction of Department of Transportation remain that way. The Municipal authority could never be expected to take over these roads, since they could never have enough equipment and money to
6. Department of Municipal Affairs continue to own the Water Supply and the Municipality operate the system on their behalf. Water is presently supplied from three different sources - Twillingate, Crow Head and Bayview - the demand upon electricity, the replacement of pumps, etc., would create too much of a ship upon the people.

7. A Ward System of election be introduced, based upon regions and population - with probably one or more Councillors being added. Because of existing town boundaries, the residents in existing Towns would feel more secure. We recommend that four (one from each existing incorporated Town, and the remainder at large). This would also encourage voters to get out and vote and would create an interest in people to offer themselves for nomination.
8. All existing jobs be maintained. (There may have to be some adjustments or reclassification, but basically all employees involved should be looked after.
9. A complete summary of information be provided, pertaining to the benefits of amalgamation, and any pertinent changes that may affect existing policies on tax structure. Short and long range plans be set forth for review before any decisions are made.
10. A Provincial Public Building is definitely required to meet the needs of the Island. In 1968 our Public Building (known as the Court House) was destroyed by fire, and was never replaced. This building required now, would provide space for holding Court proceedings and also for Government Offices which have to be rented at the present time.
11. Capital funding over a five year period or longer, as may be required, be provided. A commitment from Government, based upon cost estimates from consulting engineers, be made to ensure the success of the new formed Town. The cost estimates provided by the engineers should address all aspects of Municipal services, to bring the Island to a standard equivalent to others of its size in Newfoundland who have been enjoying all the required services for years.