

**FEASIBILITY REPORT
IN ACCORDANCE WITH THE
MUNICIPALITIES ACT, 1999**



**TO ASSESS THE EXTENSION OF BURIN'S MUNICIPAL SERVICE BOUNDARY
TO MATCH THE MUNICIPAL PLANNING BOUNDARY
(AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)**

**SUBMITTED BY:
LW CONSULTING
MAY 31, 2019**

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Contents

Executive Summary.....	6
Introduction	14
Legislative Requirements	15
Overview of Burin	16
Town of Burin’s Flag and Crest	17
Town Council of Burin’s Mission.....	17
Mission.....	17
Town Council of Burin’s Values.....	17
Heritage.....	17
Public Safety.....	17
Affordability	17
Support.....	17
Natural Resources.....	17
Services	17
Economy.....	18
Tourism	18
Purpose of the Feasibility Report.....	18
Map 1 -Burin Planning Area	19
Overview of the Feasibility Process	19
What We Heard	19
Analysis of Burin’s Municipal Services	22
Table 1 - Municipal services provided to residents and businesses of Burin	22
Table 2 – Public Works Equipment	22
Water and Sewer	22
Street Lighting	23
Snow Clearing	23
Road Maintenance	23
Garbage Collection.....	23
Fire Protection	23
Table 3 – Fire Fighting Equipment	23

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Table 4 – Fire Calls	23
Planning and Development.....	24
Emergency Preparedness	24
Recreation.....	25
Fiscal.....	25
Construction Statistics	25
Potential Residential Development:	25
Table 5 – Potential Residential Development.....	25
Members of Town Council, Standing Committees, Staff, ATIPP Officials, Budget, and Tax and Fee Structure	25
Table 6 – Members of Council	26
Table 7 – Town of Burin Standing Committees	26
Table 8 – Management Structure	26
Table 9 – ATTIP Official	26
Table 10 – 2019 Budget	27
Table 11 – 2019 Tax and Fee Structure.....	27
Boundary Expansion Background	28
Rationale for the proposed expansion	29
Benefits of Expansion to Burin residents and businesses.....	30
Benefits of Expansion to Residents within the Expansion Area	31
Arguments for and against expansion	31
Area Under Consideration	32
Map 1 - Burin Planning Area	32
Planning Area showing all roads, properties and Golden Sands	33
Map 2 - Planning Area Showing all Roads, Properties and the Golden Sands.....	33
Analysis of Services within the Expansion Area.....	33
Fire Protection	33
Garbage Collection.....	34
Road Maintenance.....	34
Planning and Development Control.....	34
Water and Sewer	35

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Street Lighting	35
Snow Clearing	35
Recreation	35
Emergency Preparedness	35
Potential Residential Development	36
Analysis of Proposed Expansion.....	36
Roads.....	36
Table 12 – Burin Expansion of Boundary – Information from Site Visit	36
Table 13 – Cost Estimates to Upgrade Roads in Expansion Area	38
Development Control.....	38
Fire Protection	38
Waste Collection	39
Table 14 – Revenue from Garbage Fees	40
Street Lighting	40
Taxation Revenue:	40
Table 15 – Property Tax Revenue from Expansion Area.....	41
Expenditures:	43
Financial Impact	44
Table 16.....	44
Financial Impact for Expansion Area.....	44
Population	45
Table 17 – Burin Population 2001 - 2016.....	45
Evaluation of Proposed Expansion with Prescribed Criteria.....	45
Access of the people to elected and appointed official	46
Representation in accordance with the distribution of population.....	46
Community Identity	46
Physical Constraints to municipal servicing	47
Administrative Capability of the municipality	47
Co-ordination of municipal services and functions throughout the area concerned	47
Cost Efficiency of the type of administration proposed for the scale of services required	48
Feasibility in terms of revenues and expenditures	48

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Equity in terms of both the taxpayer’s ability to pay and the benefits received	48
Response of tax yields to changes in economic activity	48
Equality among adjoining municipalities considering their different needs and assets	49
Table 18 – Comparison of Mill Rates in adjacent Municipalities	49
Simplicity of proposed municipal structure	50
Acceptability of proposals at local and regional levels	50
Public Hearing	50
Recommendations	50
Description of the proposed boundary.....	51
Effective Date of any Boundary Changes.....	51
Conclusion.....	51

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Executive Summary

The Town of Burin requested the Minister of Municipal Affairs and Environment (MAE) on August 14, 2017 to approve the preparation of a Feasibility Report into the expansion of the Town’s Municipal Service Boundary to match their Municipal Planning Boundary.

The Town’s request was approved by the Minister of MAE on April 12, 2018.

The Town issued a Request for Proposals (RFP) on September 24, 2018 for the preparation of a Feasibility Report to extend their Municipal Service Boundary to match their Municipal Planning Boundary which would include the Tides Brook – Golden Sands Area.

LW Consulting submitted a Proposal to conduct the Feasibility Report on October 9, 2018 and this Proposal was accepted on October 30, 2018 by motion of Council during the Town of Burin’s regular Public Council meeting.

LW Consulting was appointed to prepare the Feasibility Report on November 18, 2018 by the Honourable Andrew Parsons, QC, Minister of MAE and the Order to conduct the Feasibility Report was gazetted on December 28, 2018.

The contract to prepare the Feasibility Report was signed on January 17, 2019 between the Town of Burin and LW Consulting.

The Feasibility Report is prepared in accordance with sections 3 and 9 of the *Municipalities Act, 1999* and the terms of the RFP issued by the Town of Burin.

Burin is located on the Burin Peninsula in Placentia Bay, Newfoundland and Labrador. The Burin Peninsula is often affectionately nicknamed “The Boot” due to its resemblance to the footwear when seen on a map with the Town of Burin located near the “heel”. Burin is approximately 318 kilometers from the Capital City of St. John’s. The Town is steeped in history and scenic beauty. It offers many amenities of a larger centre with a small-town atmosphere.

The Town has its own Flag, Crest and Strategic Plan with a mission “to provide affordable, quality programs and services to residents, and to be accountable to taxpayers as a means to providing sustainable local government services” within its means and operate under the values of Heritage, Public Safety, Affordability, Support, Natural Resources and Services.

Burin’s economy was based on the fishery until the cod moratorium in 1992 when it was forced to modernize and concentrate its future in education, health care, technology, and tourism.

Burin offers many scenic attractions, hiking, harbour front boardwalk, walking trails, and traditional Newfoundland hospitality. The popular vacation area of Golden Sands is situated in its Municipal Planning Boundary. Heritage Square and the Oldest Colony Trust Building are special tourist attractions. Burin was the winner of the Provincial Tidy Towns competition for several years.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

The purpose of the Feasibility Report is to assess the proposed boundary expansion to obtain the information required to make a recommendation on the Town’s request to extend its Boundary for consideration by the Minister of MAE.

The Feasibility Process commenced with a Public Notice being sent to all residents of Burin and the proposed expansion area and with a meeting with the Town Council and the Public on January 17, 2019. Approximately seventy-six residents attended the Public Meeting and information was provided on the Feasibility Process. All those in attendance were provided with a Contact Information Circular and were encouraged to take one for their neighbours and to provide their views on the proposed expansion. Questions were raised on the service currently provided in the proposed expansion area and the service to be provided as well as potential taxes if the areas were included in Burin’s Service Boundary.

Subsequent to the Public Meeting several residents provided information indicating that they were not in favour of the proposed expansion, however, most indicated their approval subject to the provision of specified services. The owner of Golden Sands expressed her opposition to the proposed expansion.

Burin provides the normal range of municipal services and programs and has the equipment to provide such services in-house. These services include water and sewer, street lighting, snow clearing, road maintenance, garbage collection, fire protection, planning and development, emergency preparedness, and recreation. Burin has a fully modern fire department with the requisite equipment to adequately protect its residents and those within the outlying communities.

Burin is in a sound financial position and well placed to undertake the proposed expansion without encountering any financial challenges. Construction within Burin has been very active with eighty-six (86) residential and seven (7) commercial permits being issued between 2012 and 2018. Burin still has a total of one hundred and fifty-seven (157) potential residential building lots available within its current Municipal Service Boundary.

Burin is governed by a seven (7) member Council with meetings every third (3rd) Tuesday. Burin has a complement of standing committees and management structure like that of comparable municipalities. Burin’s 2019 budget totals \$3,928,415.00 and its residential mil rate of 6 mils and water and sewer fee of \$360.00 is very reasonable and comparable to other municipalities in its position.

Burin is no stranger to boundary changes having expanded its boundary several times since its incorporation in 1950. Burin’s Municipal Planning Boundary was expanded to include the Tides Brook – Golden Sands area in 1975. The rationale for the expansion at that time was to ensure this area was included in their boundary as it was commonly accepted to be within Burin and to prevent other municipalities, who were undertaking expansion of their municipality, from expanding into this area. The other reason was to provide some level of control over development within this area and to limit such development to that of seasonal cottages. Burin has been providing fire protection services to the Tides Brook – Golden Sands Area, without any financial compensation and the expansion of their Municipal Service Boundary would enable them to tax properties in this area and obtain financial compensation for the services provided.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

The residents of the area and those utilizing the amenities of Golden Sands all enjoy the amenities of Burin without any financial contribution to the Town’s operational and capital costs.

The benefits of this expansion would be an improvement in revenue for the Town, greater development control over the area, more equitable sharing of municipal service costs, potential stabilization of tax rates and access by residents in the expansion area to an expanded level of municipal services at reasonable tax levels.

The area under consideration is the existing Municipal Planning Area that has been in place since 1975. It is a natural progression of Burin’s Municipal Service Boundary to include all its Municipal Planning Area.

As indicated, the expansion area is currently being provided fire protection services by the Town of Burin without any financial contribution by the residents of the area and Golden Sands. Garbage Collection service is being provided in a limited manner as property owners must bring their garbage to a single location at the end of the access road to their cabins/homes. Annual fees of \$170.00 are charged to properties on roads serviced by a municipality or the Department of Transportation and Works. Summer Homes owned by residents of Burin are charged an annual fee of \$85.00 whereas Summer Homes owned by non-peninsula residents are charged an annual fee of \$170.00.

Road maintenance for the Tides Brook area is paid for by its residents. Road Maintenance for the private roads within the Golden Sands area has been paid for by its owners.

While the expansion area is under the planning and development control of Burin, a major concern that has arisen is that some residents are and have been using their approved seasonal residential properties as year-around residences.

The expansion area is not serviced by a municipal water and sewer system. Residents of the expansion area use either shallow wells or artesian wells and septic tanks and disposal fields with all costs for services being the responsibility of property owners.

The expansion area is not serviced with regular streetlights except for area lighting provided by individual property owners.

The expansion area is provided snow clearing services by individual property owners at their own cost.

There are no recreation facilities other than the privately owned Golden Sands area, within the proposed expansion area. Any residents of the expansion area who wish to participate in recreational activities may do so at Burin’s recreational facilities without any financial contribution to their operational or capital costs.

The expansion area does not come under any Emergency Preparedness Plan and individual property owners are left to cope with any emergencies that may arise on their own.

There is a total of eighty-three (83) year-around properties or properties that are capable of been occupied year-around within the expansion area plus sixteen (16) buildings that can be classified

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

as properties suitable only for seasonal occupancy. There are sixteen (16) properties included in the eighty-three (83) homes that are located along the Golden Sands road, a private toll road, plus Golden Sands properties themselves.

The current roads of 4.132 kilometers within the expansion area is below Burin’s Road Standards. If the expansion area is included in Burin’s Municipal Boundary there would be an expectation that the roads within the area would be brought up to Burin’s Road Standards. The cost to bring these roads up to Burin’s Road Standards is estimated to be \$1,484,404.00. This amount does not cover the upgrading of the Golden Sands private road as it is a gated toll road. The Town is willing to discuss the possibility of moving the Toll Gate closer to the Golden Sands, subject to the agreement of the owner and upgrading that portion of the road (the area outside the Toll Gate) to create a year-around access for the private property owners on this road. The Town will dedicate a reserve fund of \$73,000.00, of which a total of \$50,000.00 will be applied towards upgrading the roads to Town Standards and the installation of streetlights with the remainder being set aside to cover any cost associated with the snow clearing of these roads. It is anticipated that there may be a requirement to add an additional seasonal employee to provide snow clearing services during the winter months and this cost can be accommodated within the \$23,000.00 that is not earmarked for the upgrading of roads and the installation of streetlights.

When the expansion area is included within Burin’s Municipal Boundary greater focus will be placed upon planning and development control within this area at minimal cost.

Fire protection is currently being provided to the proposed expansion area and as such there will be no additional cost associated with this service.

Garbage Collection service will be provided to the proposed expansion area as part of the normal practice of the provision of such service to the rest of Burin and the cost will be the same as that charged to the residents of Burin. This will result in a reduction of \$50.00 per year which is subsidized by an individual’s property taxes. The exception to this arrangement is Garbage Collection service to properties located on the gated Golden Sand road unless the gate is relocated as previously suggested. If the gate is relocated garbage collection service to these properties will be the same as that on all other municipal roads.

Street lighting will be provided in the expansion area on a street by street basis at the time of upgrading of the roads within this area. As previously mentioned, the cost of this service can be accommodated within the annual \$73,000.00 reserve funds for road upgrading, street lighting and snow clearing services.

Revenue from the expansion area will be in the form of property taxes. Out of the total of eighty-three (83) residential properties outside Golden Sands, a total of sixty-seven (67) will be taxed on an average estimated assessed value of \$155,802.00 which will produce an annual tax bill of \$934.81. It is noted that any property that is assessed higher than \$155,802.00 will pay higher taxes and any property assessed lower than \$155,802.00 will pay less taxes. All property will be assessed at the minimum residential property rate of \$400.00 until such time as the actual assessment is carried out. The assessed value of \$155,802.00 is based on the average assessed value of homes on Winterland Road, Hillview Heights, and Berryhill Road, less a 30% discount,

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

to accommodate the difference between these properties and those within the expansion area that do not have paved streets and are not receiving municipal water and sewer services. The properties on Golden Sands Road have been assessed at the same estimated value. A total of sixteen (16) properties have been assessed the minimum residential property tax of \$400.00 per year. As previously noted, this is only an estimated value and the actual assessed value will not be known until an actual assessment has been conducted by the Municipal Assessment Agency (MAA),

Two (2) options were considered to obtain an estimate of municipal taxes to be paid by the Golden Sands area if the expansion proposal to include it in the Town of Burin is approved. The first option is to apply the minimum annual property tax of \$400.00 per year to each cabin/cottage excluding the main building. The second option is to use an estimated assessed value like other municipalities with similar facilities within their municipal boundaries who tax such properties based on assessed values plus water and sewer fees where applicable. A review of other facilities within the Province provided information on the Funland Resort in Cormack with ten (10) cabins at an assessed value of \$434,100.00. It was decided that an estimate of assessed value for property taxes would be more appropriate as all buildings are under the ownership of Golden Sands. A reasonable estimate of \$998,430.00, based on the number of buildings on the Funland Resort in comparison to those on Golden Sands was used. This is an estimated assessed value and only an assessment by MAA following the approval of the proposed expansion will the actual assessed value be determined. Two (2) options were also used for the estimate of business taxes for four (4) months of operation during the year. The first option was based on the annual Business Tax of \$400.00 per year for the four (4) months of operation. The second option was based on the estimated assessed value of Golden Sands at the Town of Burin’s general commercial business tax rate for the four (4) months of operation during the year. The second option was used to obtain an estimate of business taxes for Golden Sands. Council is prepared to hold discussions with the owners of the Golden Sands to determine an appropriate and fair option for taxes, i.e. taxes based on the assessed value of the Golden Sands property and buildings or a grant-in-lieu of taxes. Council recognizes the benefit to the Town and tourism activities within the region of having Golden Sands within its boundary. It can be referred to as the Golden Sands Resort like the Funland Resort in Cormack and marketed as such. The Town Council is prepared to include information on the Golden Sands Resort in its Community Profile to help attract tourists to Burin and the Resort to the mutual benefit of both.

There will be no financial impact of including the expansion area within Burin’s Municipal Boundary on existing Burin residents. The residents of the expansion area will be paying municipal property taxes like those being paid by the current residents of Burin except they will not be paying the annual water and sewer fee of \$360.00 to reflect the lack of water and sewer services, but will be receiving all other services currently being provided to the residents of Burin.

Burin’s population has declined by 6.3% since 2001 and the expansion of Burin’s Municipal Service Boundary should help to stabilize its population.

Current residents of Burin have access to Councillors on a ratio of 331 (the 2016 population of 2,315 divided by the seven {7} councillors) per Council member. With the limited number of

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

approximately forty (40) year-around residents within the expansion area, the access to Councillors will be at a ratio of 336 (2,355 {2,315 plus 40 divided by the seven (7) councillors) per Council member.

There will be no issue of community identity as the expansion area has been viewed as being part of Burin since its Municipal Planning Boundary included this area in 1975.

There are no physical constraints to the provision of services to the expansion area except for water and sewer services which is not practical or financially feasible to provide.

Burin has the existing administrative structure and staff to provide municipal services and programs, in coordination with that provided to the Town, to the expansion area in a cost effective and efficient manner.

The proposed expansion is feasible in terms of revenues and expenditures and equitable to the residents of Burin and the expansion area. Taxes paid in Burin and proposed for the expansion area is like that paid in other comparable municipalities. The option of a regional council is not viable at this time as the scope and concept of a Regional Council has not been finalized to date by the Provincial Government.

The proposed expansion area is relatively small in a geographic and year-round population perspective and therefore its inclusion in Burin’s Municipal Service Boundary is the only logical outcome and presents no challenges to Burin’s current municipal structure.

There have been limited comments from the residents of Burin on the proposed expansion. From observation and hearing of those who came out to the meetings, the vast majority of which were from the expansion area, there were concerns with the potential of increased taxes without the benefit of knowing what services would be provided. Through email and social media contact, there has been some opposition from property owners in the proposed expansion area. From the twenty-one (21) comments received, the majority indicated their support for the proposed expansion subject to the provision of road upgrading and maintenance, snow clearing, garbage collection and streetlights with reasonable tax levels. There were still approximately six (6) who were adamantly opposed to the proposed expansion on the basis that services could not be provided for amount of taxes they would be liable for. The owner of Golden Sands was adamantly opposed to the proposed expansion noting that they currently pay for all services and there would be no additional services provided by the Town. It is noted that the Town previously provided and continues to provide fire protection services to Golden Sands without any financial contribution from the property owner to the Town for such services. Most residents in the expansion area appear to be in favour of the proposed expansion if services such as road upgrading and maintenance, snow clearing, streetlights and garbage collection are provided, and the rate of taxes levied is reasonable.

The results of the Public Hearing will be noted here.

Recommendations made following an assessment of the Town of Burin’s request to expand its Municipal Service Boundary:

- 1) The Town’s request to extend its Municipal Service Boundary to match its Municipal Planning Boundary to include Tides Brook – Golden Sands area be approved.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

- 2) In conjunction with the approval to expand its Municipal Service Boundary, the following actions are recommended to be undertaken by Council upon the approval of the proposed expansion by the Minister:
- Establish a reserve fund from taxes collected from the expansion area to upgrade roads and install streetlights within the Tides Brook area.
 - Meetings with the owners of Golden Sands to discuss:
 - The potential of moving the existing Toll Gate closer to Golden Sands and adding the access road, up to the newly placed Toll Gate, on the list of roads to be upgraded and have streetlights installed.
 - The potential of a grant-in-lieu of taxes for Golden Sands, and
 - The inclusion of information on the Golden Sands Resort in Burin’s Profile to help attract tourist to Burin and the Resort.

The proposed Municipal Service Boundary will be the same as the current Municipal Service Boundary

The proposed boundary should be approved to take effect on or before November 30, 2019 to provide the Town Council enough time to prepare its 2020 budget with the revenue and expenditures required to provide the service to the Tides Brook – Golden Sands area.

In summary the existing residents of Burin living on Winterland Road, Hillview Heights, and Berryhill Road, based on an assessed value of \$222,574.00, pay annual residential taxes of \$1,335.44. It is noted that any property with an assessed value in excess of the average assessed value of \$222,574.00 pays higher taxes and any property with an assessed value less than this value will pay less taxes. If approved, the residents of the proposed expansion area would pay annual residential taxes of \$934.81 based on an estimated assessed value of \$155,802.00. It is noted that any property assessed higher than the estimated assessed value of \$155,802.00 will pay more taxes and any property with an assessed value less than this value will pay less taxes. Residents of Burin also pay an annual water and sewer tax of \$360.00, however, this would not be applicable to the residents of the proposed expansion area as they do not have municipal water and sewer services. Residents of both the current Town of Burin and the proposed expansion area would pay an annual garbage collection fee of \$120.00, a reduction of \$50.00 per year for those residents within the expansion area that currently pay garbage collection fees. The residents of both Burin and the expansion area will be provided similar services for residential property taxes, namely road maintenance, road upgrading, street lighting, snow clearing and fire protection.

Extending the Municipal Service Boundary of the Town of Burin to take in the area of Tides Brook – Golden Sands, currently within its Municipal Planning Boundary Area, would be advantageous to the municipality in both the short-term and long-term. The research has demonstrated that the advantages outweigh the disadvantages.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

The major problem of fulltime residents occupying, what was approved as seasonal cottages, without paying taxes to Council will be eliminated. Fire Service will no longer be provided without compensation. There will be tighter controls over development and the type of developments that can occur as a result of the extra revenue obtained from the expansion area. Services will be enhanced in the expansion area, especially in road maintenance, road upgrading, street lighting, snow clearing, garbage collection, and fire protection. Taxes within the expansion area will be as they are for the current residents of Burin. These services can be provided at no additional cost to the current taxpayers of Burin as the revenue from the expansion area will cover the expenses of providing these services. As future development takes place in the expansion area, the overall financial position of Burin will be improved.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Introduction

On August 14, 2017, the Town of Burin submitted a request to the Minister of Municipal Affairs and Environment asking that he approve the preparation of a Feasibility Report to expand the Town’s municipal servicing boundary to match the municipal planning boundary. (Appendix 1)

The Town’s request was for the preparation of a Feasibility Report to expand its Municipal Service Boundary was approved by the Minister on April 12, 2018. (Appendix 2)

The Town of Burin issued a Request for Proposals dated September 24, 2018 to extend their municipal service boundary to match their municipal boundary. This extension would result in having the Tides Brook – Golden Sands area being included in the Town’s municipal service boundary. (Appendix 3)

The Request for Proposals outlined the following Scope of Work for the Feasibility Process:

1. Prepare a Feasibility Report in accordance with the Municipalities Act, 1999 with a recommendation for the consideration by the Minister of Municipal Affairs and Environment (DMAE).
2. The Report should provide an analysis of current issues and needs of the communities involved and any future issues and needs that may result.
3. Meet and work in consultation with representatives of the Town of Burin, property owners, other stakeholders under consideration, the general public in those areas in order to ensure the accuracy of information, data and projections contained in the Report.
4. Provide copies of all written submissions submitted at the public hearing or at any other time, a synopsis of the evidence taken at the public hearing, and copies of any documents or things pertaining to the Feasibility Report that have been considered in preparing the report.
5. The provision of a Preliminary Report, following the public hearing, for review by the Town of Burin, the DMAE and other relevant stakeholders, as applicable, with all relevant comments provided to be considered for incorporation into the final Report.
6. The provision of an electronic and hard copy of the final Report to the Town of Burin together with any supporting products and documentation.

The Request for Proposals further outlined the following Terms of Reference for the Feasibility Process:

1. Review all documentation relative to the municipal proposal and interview municipal administrators and government officials as necessary.
2. Prepare a clear statement of the purpose of the Report.
3. Prepare a statement explaining and describing the existing situation in the area under consideration, relative to the purpose of the Report, and an outline of the possible impact of the proposal on the area.
4. Evaluate the effect of the proposal relative to the following criteria:
 - i. **Access** of the people to elected and appointed official;
 - ii. **Representation** in accordance with the distribution of population;
 - iii. **Community identity**;
 - iv. **Physical constraints** to municipal servicing;
 - v. **Administrative capability** of the municipality;

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

- vi. **Co-ordination** of municipal services and functions throughout the area concerned;
 - vii. **Cost efficiency** of the type of administration proposed for the scale of services required;
 - viii. **Feasibility** in terms of revenues and expenditures;
 - ix. **Equity** in terms of both the taxpayer’s ability to pay and the benefits received;
 - x. **Response** of tax yields to changes in economic activity;
 - xi. **Equality** among adjoining municipalities considering their different needs and assets;
 - xii. **Simplicity** of proposed municipal structure; and
 - xiii. **Acceptability** of proposals at local and regional levels.
5. Conduct a public hearing for the purpose of giving the public an opportunity to have input into the process.
 6. Review alternative approaches and options to the proposal and relative acceptability of each.
 7. Provide a Report to the Minister which details the findings of the Study and provides recommendations relative to:
 - i. A description of the proposed boundary; and
 - ii. The effective date of any boundary changes.

LW Consulting submitted a Proposal to the Town of Burin dated October 9, 2018 in response to the Request for Proposals. (Appendix 4)

During a regular public Council meeting held on October 30, 2018 the Town of Burin accepted LW Consulting’s Proposal to complete the Service Boundary Extension Feasibility Report. (Appendix 5)

LW Consulting was appointed to prepare the Feasibility Report to extend Burin’s municipal service boundary on November 8, 2018 by the Honourable Andrew Parsons, QC, Minister of Municipal Affairs and Environment. (Appendix 6)

The Order appointing LW Consulting to prepare the Feasibility Report was Gazetted on December 28, 2018. (Appendix 7)

The contract for LW Consulting to prepare the Feasibility Report on the proposed expansion to Burin’s boundary was signed on January 17, 2019. (Appendix 8)

Legislative Requirements

This Feasibility Report is being prepared in accordance with Section 3 and 9 of the *Municipalities Act, 1999 (the Act)*. These sections state:

3. (1) *The Lieutenant-Governor in Council may, by order, on the recommendation of the minister and subject to a feasibility study being prepared under section 9*
 - (c) *establish and alter boundaries of towns; and*

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

9. (1) *The minister shall order the preparation of a feasibility report in the required form before making a recommendation for an order of the Lieutenant-Governor in Council under section 3.*

Overview of Burin

Burin is located on the Burin Peninsula in Placentia Bay, Newfoundland and Labrador. The Burin Peninsula is often affectionately nicknamed “The Boot” due to its resemblance to the footwear when seen on a map with the Town of Burin located near the “heel”. Burin is approximately 318 kilometers from the Capital City of St. John’s. The Town is steeped in history and scenic beauty. It offers many amenities of a larger centre with a small-town atmosphere.

The waters off the coast of Burin held an abundance of fish and with its sheltered harbours provided an ideal location for the establishment of a fishing industry. Burin was settled as a fishing community, with the earliest known evidence of settlement in 1718. The community thrived as one of the busiest fishing ports on the island until the cod moratorium in 1992. It struggled but rebounded with the purchase of the fishing plant by High Liner Foods from Fishery Products International (FPI) in 2007. The plant, a value-added secondary processing facility, created a continuation of significant economy activity for Burin until 2012 when it ceased its operations eliminating the 121 full-time jobs. Today, Burin’s economy is dependent on residential growth and tourism. However, while there is limited commercial activity, Council continues to promote the secondary processing facility for other commercial uses.

The Town was incorporated in 1950, and included Burin North, Ship Cove and Burin Bay. Over the next few years the boundaries were extended to include the communities of Collin’s Cove, Kirby’s Cove, Path End, Bull’s Cove, Black Duck Cove, and Long Cove. A major expansion took place in 1970 when the boundaries were extended to take in the communities of Little Salmonier, Hollett’s Farm area, Burin Bay Arm and Salt Pond. In 2001, Burin further expanded its boundaries to include the Town of Port aux Bras.

The extension into the Salt Pond area expanded Burin’s boundaries to include a modern regional hospital, major college and the central location for primary and high schools. It also made lands available for residential growth and limited commercial growth in the area.

This new growth area was a departure from the characteristics of old Burin and thus led to the Town’s motto: “A Blend of the Old and New”.

The 1929 Tsunami was a significant time in Burin’s history with many tragic and heroic stories significantly documented in literature and newsprint. Newfoundland was not part of Canada in 1929. It was a colony of Britain, poor and relatively undeveloped. Population was low and scattered in isolated rural fishing outposts. There were no roads across the island until the 1960s and there was no road connection from St. John’s to the Burin Peninsula. An entire section has been dedicated on the 1929 Newfoundland Tidal Wave in the Tidal Wave Memorial located in Burin.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Town of Burin’s Flag and Crest

The crossed instruments are burins, instruments for engraving on stone; this emblem is appropriate considering the abundance of rocks and stones throughout the Community. The crested blue ripples in the background signify the sea, the source of Burin’s livelihood. This coat of arms was designed by former Town Manager, Keith E. Warren, and a local graphic artist Boyd Holloway.



Town Council of Burin’s Mission

The Town Council of Burin was an early example of the visionary planning required to be a successful municipality through the creation of a Strategic Plan. The Mission and Values for the Town of Burin arising from that Plan were as follows:

Mission

The Town Council of the Town of Burin strives to provide affordable, quality programs and services to residents, and to be accountable to taxpayers to providing sustainable local government services that are within our means.

Town Council of Burin’s Values

Heritage

We are committed to preserving, celebrating, and sharing our past and the proud history and people of our Town.

Public Safety

We are committed to ensuring the safety and protection of our community for the wholesome enjoyment of residents of all ages.

Affordability

We believe in the principles of public accountability and providing services at the most reasonable and affordable rates possible.

Support

We are a generous and supportive community, always there to lend a hand and come forward to assist those in need.

Natural Resources

We cherish our clean drinking water and other natural resources and are committed to good stewardship and sound natural resource management for the benefit of our people.

Services

We value and support the provision of excellent municipal services on behalf of our residents and take pride in our record of service delivery.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Economy

Up until the early 1990s the local economy was largely dependent on the fishing industry. The federally imposed cod moratorium which was instituted in 1992 had a heavy impact on the fishing industry. The cod moratorium essentially ended the offshore fishing industry requiring that the Town of Burin modernize and concentrate its future in education, health care, technology, and tourism.

Tourism

The Tourism sector has grown in the absence of the fishing industry. Burin offers many scenic attractions, hiking, harbour front boardwalk, walking trails, and traditional Newfoundland hospitality. Burin offers modern accommodations including the Burin Efficiency Units. There are many Bed and Breakfasts (B&B’s) located throughout the community.

Popular Golden Sands is in Burin’s Municipal Planning Boundary. It is open for four (4) months of the year. It generally opens annually on May 24th weekend and closes following the Labour Day weekend in September. It is a major seasonal attraction with a beautiful sandy beach on a Freshwater Pond. Its shallow water provides for excellent swimming for children. Boat rentals, miniature golf, playground, and a trackless train are all offered by the Golden Sands owner. It offers a full canteen and take-out restaurant services. The park has RV sites with 30 amp and water, firepits, daily garbage pickup and 23 cabins with either one, two, or three bedrooms.

Heritage Square is comprised of the Burin Heritage House Museum (two {2} buildings on opposite sides of the street, set in a parkland overlooking the ocean). The museum depicts the heritage and lifestyle of a seafaring people and is one of the best community museums in the province.

The Oldest Colony Trust Building (formerly the old cold storage shed) is being developed as a culture centre and the interior has been painted by local artists with murals depicting historical events.

Burin was the winner of the Provincial Tidy Towns competition in 2000, 2006 and 2015 emphasizing its scenic beauty and tourism potential.

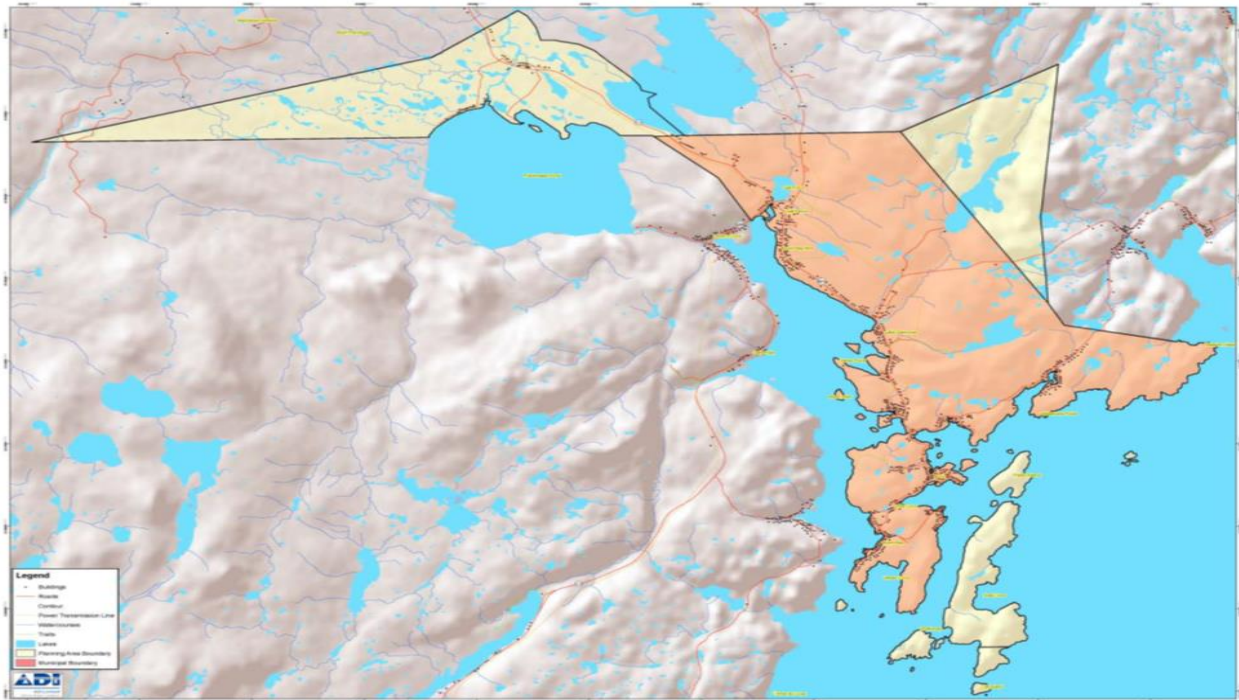
Purpose of the Feasibility Report

The purpose of this Feasibility Report is to assess the proposed boundary expansion by the Town of Burin in accordance with Sections 3 and 9 of the *Municipalities Act, 1999* and the criteria and Terms of Reference established in the Request for Proposals issued by the Town of Burin. This assessment will provide the information required to make a recommendation on the request for the proposed expansion by the Town of Burin for consideration by the Minister.

The proposed boundary expansion is to extend Burin’s Municipal Service Boundary to match its Municipal Planning Boundary and accordingly include the area known locally as Tides Brook – Golden Sands within its Municipal Service Boundary. (Map 1)

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Map 1 -Burin Planning Area



Overview of the Feasibility Process

The Feasibility Process commenced with a Public Notice being sent to all residents of Burin and the Tides Brook – Golden Sands area by Canada Post. (Appendix 9) A meeting was held with the Town Council of Burin on January 17, 2019 at 6:00 pm to provide them with an overview of the Feasibility Study Process.

A Public Meeting was held in Burin at the 50 Plus Club on January 17, 2019 at 7:00 pm, wherein a total of seventy-six (76) residents of Burin and area attended. (Appendix 10)

What We Heard

A Slide Show presentation on the Feasibility Process was provided to those in attendance on the request by the Town of Burin to expand their Municipal Service Boundary. (Appendix 11) The presentation covered:

1. Introduction
2. Overview of LW Consulting
3. Feasibility Study
4. Objective
5. Area for Consideration
6. Feasibility Review Process

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

7. Public Consultation
8. Required Public Input and Information
9. How You Can Participate
10. Conclusion (Q and A)

A Contact Information Circular was distributed to all attendees who were encouraged to provide their support, objections, questions, or concerns by any of the methods outlined therein. (Appendix 12) Everyone was requested to take extra copies to provide to residents of the area to ensure everyone was aware of the proposed expansion. A special Facebook Page “**Burin Feasibility Process**” and Twitter Account “**@LWConsulting_NL**” was established to distribute and receive information on the Feasibility Process.

During the meeting the following issues were raised by those in attendance and are presented as the personal views on the issues and concerns of those who raised them at the meeting:

- Eastlink internet services are not available in the Tides Brook area
- Tides Brook area is fully developed
- Lack of additional available land for development
- The status of crown land in the area was raised and questions were raised on whether the status of crown land would change to Town owned land or remain as Crown land, however, it was noted that the status of crown land will not be effected by the approval of the proposed expansion area becoming part of Burin
- Area has Town Services except for water supply services
- The proposal is a tax grab by the Town Council of Burin
- Any decision to expand should be based on a majority decision by a plebiscite
- Part time property owners pay for garbage collection
- Will seasonal property owners be taxed differently?
- What will the Town of Burin offer the residents of the area? It was noted that this issue will be addressed in the Feasibility Report

The meeting ended with a reminder to everyone of the importance to provide feedback to the Consultants by any of the methods outlined in the Contact Information Circular. They were also requested to take copies of the Contact Information Circular to give to their neighbours in the area who were not at this meeting.

The availability of our social media output/input tools resulted in the following summary of the reaction from the Public:

- 1) No objection to the Town taking over the road maintenance and garbage collection for the payment of property tax;
- 2) Not in favour of property tax or fee without services being provided;
- 3) Garbage cannot be produced in a home in Burin and in the expansion area as you can only live in one place at a time;
- 4) Garbage in the proposed expansion area is brought back to home in Burin for disposal;
- 5) Roads are plowed in the expansion area by residents at their cost;
- 6) Roads in the expansion area are not up to the required standards to enable garbage collection;

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

- 7) Water and sewer services will never be provided due to excessive cost and infrastructure required;
- 8) Snow clearing cannot be provided due to roads not being up to Town standards and the cost to upgrade the roads will be beyond the cost of providing municipal services;
- 9) Residents with homes in Burin already pay property taxes and this should be considered for those with seasonal homes in the expansion area;
- 10) Seasonal cabin homeowners should not pay the same amount of taxes as those who live year around in the expansion area;
- 11) Property owners in the expansion area would not object to paying a reasonable fee for fire protection;
- 12) No objection if road maintenance, upkeep, snow clearing, and street lighting were provided;
- 13) Town water supply, fire protection, road maintenance, snow clearing, garbage collection and street lighting would have to be provided for expansion to be supported;
- 14) Roads would have to be maintained all year around, some streetlights and garbage pickup at the end of their driveway for reasonable property taxes in order to support expansion;
- 15) Roads to be brought up Town standards, maintained, snow cleared, street lighting, garbage collection and fire protection to be provided.;
- 16) Lots of development potential within the Town of Burin, with little development potential in the expansion area and development in the expansion area is presently frozen due to the salmon rivers in the area;
- 17) Water and sewer will not happen in the foreseeable future and taxes should reflect this;
- 18) Charge all property owners for fire protection like what adjacent communities are charged;
- 19) Approval for expansion subject to the provision of road maintenance and upgrade, snow clearing, garbage collected at their property and street lighting;
- 20) If land in the area is unfrozen strict guidelines must be put in place for any development due to environmental concerns and maintaining safety for wildlife;
- 21) Opposed to the expansion as property owners in the expansion area already pay for garbage collection, snow removal and road maintenance but are prepared to pay for fire protection;
- 22) Opposed to the expansion as it is a tax grab and not financially feasible to provide services to this area;
- 23) Already pay for water system, septic system, garbage pickup, streetlight and road maintenance;
- 24) Would like to have road maintenance, snow clearing, streetlights and garbage collection and water and sewer would be a big bonus;
- 25) Would like to have road maintenance, snow clearing, streetlights, garbage collection but limit any growth to keep the “cottage country” feel;
- 26) The owner of Golden Sands advised that they get no service from the Town and pay for garbage collection, road maintenance, streetlights and voiced opposition to the proposed expansion;
- 27) Have septic field and water but would support a fee for fire services and a civic address;
- 28) Road maintenance, snow clearing, and garbage collection would be too expensive;
- 29) Should charge a flat fee based on the number of months the property is used;

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

- 30) Opposed to paying fees for a cottage on the Golden Sands Road for seasonal use and there is a cost for access via Golden Sands Road and for a key during winter months;
- 31) Opposed to paying significant taxes for a seasonal cottage when municipal taxes are paid in another municipality;
- 32) Some cabins are owned but not the land which is covered by a “Permit to Occupy” fee paid to the Provincial Government;
- 33) Already pay poll tax, garbage collection, road maintenance and streetlights;
- 34) Could be in favour of the expansion but need more information.;
- 35) Lack of internet services in the expansion area; and
- 36) Will attend next meeting with an open mind.

Analysis of Burin’s Municipal Services

Burin provides municipal services like that provided by other similar municipalities.

Table 1 - Municipal services provided to residents and businesses of Burin	
Water and Sewer	Street Lighting
Snow Clearing	Road Maintenance
Garbage Collection	Fire Protection
Planning and Development	Emergency Preparedness
Recreation	Fiscal

The Town provides snow clearing, road maintenance, and other municipal services with Town owned equipment.

Table 2 – Public Works Equipment	
2017 Single Axle Dump Truck	2018 Mack Tandem Dump Truck
2004 John Deere Front End Loader	2011 John Deere Backhoe
1988 Caterpillar Front End Loader	2015 Half Tonne Pickup
2013 One Tonne Plow and Pickup	2009 One Tonne Plow and Pickup
2006 GMC 5500 Plow and Sander	2005 80 JD Excavator
2009 160 D JD Excavator	

Water and Sewer

According to Census Canada there were a total of 1,145 private dwellings in Burin in 2016, referred to by Census Canada as a separate set of living quarters with a private entrance either from outside the building or from a common hall, lobby, vestibule or stairway inside the building. 760 households are serviced with water and sewer; 360 households are serviced with water only; and 4 households are serviced with sewer only.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Street Lighting

The provision of streetlights is of great importance to residents for the provision of easy, safe pedestrian and vehicular movement within the Town. Burin has streetlights strategically located throughout its Municipal Service Boundary.

Snow Clearing

Burin provides snow clearing services in-house with its own equipment as listed in Table 2.

Road Maintenance

Burin has twenty-eight (28.1) kilometers of roads of which 23.6 kilometers are paved and 4.5 kilometers are gravel. Repairs and maintenance of these roads are provided in-house with its own equipment as listed in Table 2.

Garbage Collection

Garbage Collection services are provided by the Burin Peninsula Regional Services Board (BPRSB) at a fee of \$170.00 per residential property. However, Council charges its residential property owner a fee of \$120.00 with the \$50.00 difference being subsidized by Property Taxes.

Any extra waste that the Council wishes to dispose of is taken to the waste disposal site and tipping fees are charged.

Fire Protection

Burin has a fully modern fire department equipped with Jaws of Life; Ice Water Rescue Recovery Kit; 10,000-Watt Generator; and SCBA Air Compressor. There are twenty-nine (29) firefighters, including the Fire Chief. Fire Fighting Equipment is listed in Table 3.

Table 3 – Fire Fighting Equipment	
2015 International Fire Rescue Unit	2008 International 1000 Gallon Pumper
1999 GMC 1000 Gallon Pumper	2010 Courtesy Van

During the period of 2014 to 2018, inclusive the Town of Burin Fire Department responded to the following calls for service:

Table 4 – Fire Calls					
Year	Fire	False Alarms	Motor Vehicle Accidents	Assistance	Total
2014	3	6	1	1	11
2015	12	3	2	5	22
2016	13	6	3	0	22
2017	5	6	5	0	16

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

2018	12	13	3	4	32
Total	45	34	14	10	103

Planning and Development

The provision of building and development control are essential for municipalities. This is particularly relevant to municipalities who are experiencing or anticipating growth. The management of development provides for orderly growth and compatibility of uses. It enables Burin to provide services more cost effectively.

The Town of Burin’s Municipal Plan, 2010-2020, establishes guidelines for the sustainable management of development on lands within the Burin Planning Area Boundary by setting out a ten-year land use strategy. This Plan provides a policy framework for the land use zoning and subdivision regulations, to be administered by Council through development and subdivision permits.

Burin’s authority to manage development is provided by both the *Municipalities Act, 1999* and the *Urban and Rural Planning Act, 2000*.

The *Municipalities Act, 1999* Section 194 states:

“A person shall not within a municipality

- a) erect a building;
- b) extend, repair, relocate or demolish an existing building;
- c) change the use for which an existing building is or was last held or occupied;
- d) occupy a building that has been vacant for a period of 6 months or more or a newly constructed building,

except in accordance with a written permit from the Council.”

This legislative authority requires that all development within the Town’s municipal boundary be assessed and approved by Council prior to the development taking place.

The *Urban and Rural Planning Act, 2000* provides for the implementation of a Municipal Plan and associated Development Regulations. The Plan and Regulations are tools to enable Burin to achieve development goals it sets and provides the instrument whereby development is guided in a fair and open manner.

Development applications and the issuance of building permits are approved by Council and administered by the Town Manager.

The Town is also guided in its development by an Integrated Community Sustainability Plan (ICSP) 2010.

Emergency Preparedness

The Town has an Emergency Plan to address any emergencies matters at the municipal level.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Recreation

Recreation has played a significant role in the history of Burin. The Central Park Multipurpose Complex includes a regulation size softball field. In addition, there are five (5) playgrounds, and a full-size fenced basketball court with an asphalt surface and various small playgrounds throughout the Town. A regulation size soccer field is in Salt Pond. An additional soccer field is located at Pearce Junior High School. These field are used for both senior and minor soccer. Burin is well known for its participation in Soccer’s Challenge Cup being a 2-time Provincial Challenge Cup Champion.

Fiscal

The Town of Burin is in a sound financial position. This is a result of prudent management and good stewardship by the Council. It’s Property Tax Rate of 6 mils with a minimum annual tax of \$400.00; and Water and Sewer Tax of \$360.00 per annum is very reasonable. These tax rates are reflected in the 2019 Operating Budget with balanced revenues and expenditures of \$3,928,415.00.

Construction Statistics

From 2012 to 2018 the Town Council of Burin approved the construction of eighty-six (86) residential properties (sheds, garages and houses) and seven (7) commercial buildings.

Potential Residential Development:

The Town of Burin has approximately one hundred and fifty-seven (157) residential lots for potential future development within its current Municipal Service Boundary. They consist of the following;

Table 5 – Potential Residential Development	
Location	Units
Bridget Estates	81
WW Builders	15
BND Construction	10
Main Street	21
Evergreen Crescent	30
Total	157

Members of Town Council, Standing Committees, Staff, ATIPP Officials, Budget, and Tax and Fee Structure

Burin is governed by a seven (7) member Council. Public Council meetings are held on every third (3rd) Tuesday.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Table 6 – Members of Council

Kevin Lundrigan	Mayor
Howard Lundrigan	Deputy Mayor
Marcus Evan	Councillor
Darrell Riggs	Councillor
Everett Farwell	Councillor
Betty Francis	Councillor
Mary Myles	Councillor

Burin has various Standing Committees as outlined in Table 7.

Table 7 – Town of Burin Standing Committees

Public Works Committee	Planning and Development Committee
Recreation Committee	Asset Management Committee
Finance Committee	

Burin management structure is outlined in Table 8.

Table 8 – Management Structure

Position and Classification	Name
Town Manager, Management	Leo Hartson
Town Clerk, Management	Joanne Jackman
Director of Operations & Public Works	Troy Hollett
Eight (8) Full Time union employees	
One (1) casual union employee	

Burin’s Access to Information and Protection of Privacy (ATIPP) Official is outlined in Table 9.

Table 9 – ATTIP Official

Position	Name
Coordinator	Leo Hartson, Town Manager

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Burin’s 2019 Budget highlights are outlined in Table 10.

Table 10 – 2019 Budget	
Revenue Classifications	Amount
Property Tax (Residential and Commercial)	\$1,019,514
Business Tax	\$98,645
Water and Sewer Tax (Residential and Commercial)	\$473,332
Poll Tax	\$44,800
Utility Tax	\$130,093
Other Authorized Tax	
Sales of Goods and Services	\$192,180
Other Revenue from own sources	\$50,407
Provincial Government Grants and Subsidies	\$1,585,832
Federal Government Grants and Subsidies	\$333,612
Total Revenue	\$3,928,415
Expenditure Classifications	
General Government	\$862,787
Protection Services	\$110,095
Transportation Services	\$333,084
Environmental Health	\$485,383
Planning and Development	\$74,850
Recreation and Cultural Services	\$387,516
Fiscal Services	\$1,674,700
Total Expenditures	\$3,928,415

Burin’s 2019 Tax and Fees are outlined in Table 11.

Table 11 – 2019 Tax and Fee Structure	
Residential Property Tax	6 mils (Min. \$400)
Commercial Property Tax	6 mils (Min. \$400)
Retail Stores/General Commercial Business Tax	12 mils (Min. \$400)
Industrial Business Tax	20 mils (Min. \$400)
Professional Offices Business Tax	20.5 mils (min. \$400)
Financial Institutions Business Tax	200 mils (Min. \$400)
Cinema Business Tax	9 mils (Min. \$400)
Other Industrial Business Tax	36.5 mils (Min. \$400)
Business Tax (no fixed place of operation)	7/25 of 1% of gross revenue (Min.\$400)
Public Utilities Tax	2.5% of gross revenue
Residential Water Tax	\$276 per year

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Residential Sewer Tax	\$84 per year
Commercial Water Tax	\$276 per year
Commercial Sewer Tax	\$84 per year
Poll Tax	\$400 per year
Waste Collection Fee	\$120 per year, per unit

Boundary Expansion Background

The Town of Burin is no stranger to expanding its boundaries and providing services to a growing community as noted earlier when its original service and municipal planning areas were expanded.

During research for this Feasibility Report, it was established that Burin’s Municipal Planning Boundary was expanded to include the area of Tides Brook – Golden Sands in 1975 with the order coming into effect on December 12, 1975. (Appendix 13) Golden Sands was first started in 1966 and since 1975 has been in Burin’s Municipal Planning area.

The area within the Town’s Municipal Planning Boundary, known as the Tides Brook-Golden Sands, and whether the Town’s Municipal Service Boundary should be expanded to include this area has been a subject of discussion by the Burin Town Council for many years. Burin provides normal municipal services to residents within their Municipal Service Boundary area and taxes all properties within this area. Burin controls development within its Municipal Planning Boundary through its Municipal Plan and Development Regulations, however, it does not provide normal municipal services or collect taxes from the property owners within the area outside its Municipal Service Boundary, the area of Tides Brook – Golden Sands. Every effort was made to locate the Municipal Plan dealing with the expansion of Burin’s Municipal Planning Boundary; however, it could not be located. In discussion with individuals of the Town, at the time the Municipal Planning Boundary was expanded to include the Tides Brook – Golden Sands area, information was obtained on the rationale for this expansion. Information provided indicated that the Municipal Planning Boundary was expanded to bring the land that was commonly known and accepted to be located within Burin’s Boundary for two (2) purposes. The first was to ensure that this area was included in Burin’s Municipal Planning Area to eliminate any moves by other surrounding municipalities, who were expanding their boundaries at the time, to expand into this area. The second was to bring some level of control over development within this area and to limit such development to that of seasonal cottages. Upon a review of the development that currently exists within the expansion area, limited success was achieved in maintaining development to that of seasonal cottages.

In recent years the issue of seasonal cabin development becoming year-round housing became a growing concern for Council. Residents of this area and those utilizing the amenities of Golden Sands are not making any financial contribution to the operational cost of the municipality

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

including fire services, while enjoying all other Town’s amenities. The seasonal and expanded year-round development in the area needs to be properly controlled. With expanded development in this area, tax revenues did not accrue to the Town while the demand for fire protection increased without appropriate compensation. This was the genesis of Council’s decision to make an application to the Department of Municipal Affairs and Environment for approval to conduct a Feasibility Study to extend its Municipal Service Boundary to take in the Tides Brook-Golden Sands area.

Rationale for the proposed expansion

1. Full time residents in Burin’s Municipal Planning area (outside the municipal service boundary) do not pay taxes or contribute to the cost of providing fire protection while receiving the amenities of Burin without any financial contribution to the operational cost of the Town.
2. The area is perceived to be part of Burin, enjoy its amenities, fire protection, and should be contributing to the Town’s revenue base.
3. All residents within expansion area should pay taxes to provide fairness to those residents living within the Municipal Service Boundary.
4. Additional revenue will be generated for Burin by expanding its tax base.
5. Permanent Residents within the expansion area will obtain the right to vote in municipal elections.
6. Burin will be able to provide additional municipal services in comparison to those currently being received.
7. Burin will have additional resources to provide greater control over building, development, and environmentally sensitive areas in the expansion area.
8. This expansion will increase Burin’s population and potentially the amount of it’s Municipal Operating Grant (MOG).
9. This expansion will increase Burin’s potential to keep the mil rate at its current level and potentially decrease it in the future.
10. In the event Burin’s boundary is not expanded, there is the potential for an increase in the number of applications for Crown Land within the expansion area for residential development; This lends itself to the continuance of avoiding paying municipal taxes and will result in a loss of residential taxes for Burin.
11. An expansion will provide the potential for a grant-in-lieu of taxes, or direct property and business taxes from Golden Sands.
12. What commenced as a seasonal cabin development and was the basis for the approval of original building permits has now grown into a major issue of having such cabins becoming year-round residential development with many of those developments rivaling major upscale residential development within Burin.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Some random examples of development within the proposed expansion areas:



Benefits of Expansion to Burin residents and businesses

1. Improved tax base resulting from the boundary expansion.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

2. All residents of the existing Town and the expansion area will be paying for services received.
3. Golden Sands, a sizable business, will be brought within the Municipal service Boundary to reflect the reality that they are now located within Burin’s Planning Boundary and will provide some financial contribution to the Town of Burin.
4. Additional and appropriate development control within the expansion planning area will result in additional revenue to the Town of Burin.
5. More equitable sharing of municipal service costs.
6. Stabilization of the tax rates within the Town of Burin in the short, medium and long-term.
7. Increased development area for Burin with appropriate development, regulatory control, and environmental protection for sensitive areas, within the expansion area.
8. Those residents living in the expansion area that own a business in Burin will have a greater attachment to the community.

Benefits of Expansion to Residents within the Expansion Area

1. Improved access to garbage collection.
2. Reduction of \$50.00 per year on garbage collection. (Burin charges \$120.00 per Household (HH); Burin Peninsula Regional Service Board (BPRSB) charges \$170.00 per HH).
3. Road upgrading, maintenance, and street lighting.
4. Snow clearing services.
5. Guaranteed access to fire protection.
6. Enhanced development and building control.
7. Septic system control – adherence and enforcement of Municipal Regulations.
8. Ability to vote in Burin’s municipal elections and legitimate input into their affairs.
9. A fair and responsible contribution by Golden Sands for the services provided and the amenities utilized by them and their customers towards the operational cost of Burin in which they are located and from whom their customers obtain service.
10. The inclusion of information on Golden Sands in the Town of Burin’s Profile to increase tourism for both the Town and Golden Sands.

Arguments for and against expansion

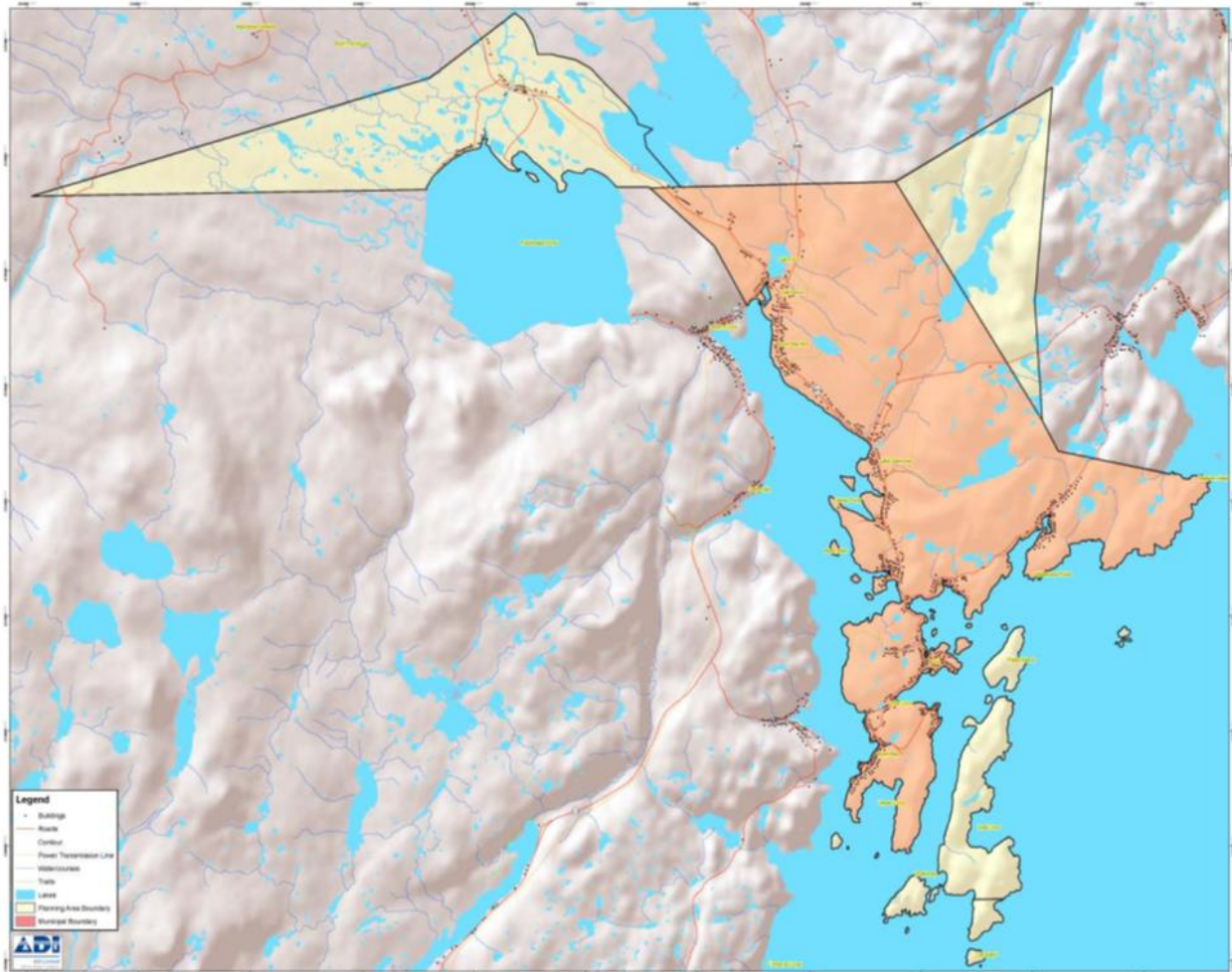
1. Potential expectations from residents of the expansion area for additional services and upgrading of roads to be met immediately.
2. Potential reduction in property insurance cost due to fire protection services from the municipality in which they reside.
3. Additional control over taxation by their municipal government.
4. The provision of additional specific service(s) over that which is now provided.
5. Potential increased demands for water supply.
6. Resistance by property owners within expansion area to the payment of municipal taxes.
7. Expectation of increased and/or additional municipal services for the payment of municipal taxes.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Area Under Consideration

The Burin Town Council is seeking to expand its Municipal Service Boundary to include an area known locally as Tides Brooks - Golden Sands. This would include all of the area from the Municipal Service Area Boundary at Southwest Arm and then following the existing Municipal Planning Boundary along the current boundary of Winterland to the North, Lewin’s Cove to the South and Marystown to the East as outlined in Map 1 – Burin Planning Area, a map extracted from the Town of Burin’s Municipal Plan.

Map 1 - Burin Planning Area



FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Planning Area showing all roads, properties and Golden Sands

The Expansion Area is identified on the following Google Map showing all roads, properties and Golden Sands .

Map 2 - Planning Area Showing all Roads, Properties and the Golden Sands



Analysis of Services within the Expansion Area

Fire Protection

The expansion area is currently being provided fire protection by the Burin Town Council. While one could take the position that since the area is not in Burin’s Service Boundary, there is no obligation to supply fire service. However, the moral obligation to provide fire protection service in such areas is prevalent among Councils and Fire Departments across the Province and the practice is to respond in the case of an emergency. There is a reluctance to deny aid if an emergency call is made.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

The full cost of fire service is being borne by the Town of Burin. (It is noted that Burin charges \$60.00 per household to Town of Fox Cove-Mortier; Town of Lewin’s Cove; Big Salmonier; and Epworth for fire protection services).

Garbage Collection

The expansion area comes under the jurisdiction of Burin Peninsula Regional Services Board (BPRSB). There are limited garbage collection services being provided to the expansion area by the BPRSB (some residents must bring their garbage to a single location at the end of road access for some cabins/homes).

The BPRSB General Policy on the provision of garbage collection service is:

- 1) Any road that is serviced by a municipality or by Department of Transportation and Works, the householder is charged at one hundred (100%) of the annual fee currently at \$170.00 per year.
- 2) Summer Homes owned by Burin Peninsula residents are charged at fifty percent (50%) of the annual fee of \$170.00 for a total of \$85.00.
- 3) Summer Homes owned by non-Peninsula residents are charged on hundred percent (100%) of the annual fee of \$170.00.

Road Maintenance

The Roads leading to the homes and cabins in the expansion area are gravel roads. These roads were constructed by the property owners as a means of getting access to their cabins and cottages. The roads are not up to the road standards as per Burin’s Roads Policy. They are the equivalent of a Standard Class 4 Road. These roads are maintained by the property owners within the expansion area at their own cost.

Planning and Development Control

The Tides Brook – Golden Sands area is within the Municipal Planning Boundary of the Town of Burin. Consequently, the Town Council has control over development in the area.

The Town of Burin Municipal Plan 2010 – 2020 has the area designated as Residential Seasonal (RS) on the Future Land Use Map. Consequently, the Municipal Plan includes the following policies, as per Section 4.2.1.3, that apply to Seasonal Residences:

1) Policy R-9

It shall be a policy of Council to permit seasonal residential or cottage uses on a discretionary basis in areas with adequate access and provision for waste disposal in the Rural Zone and as a permitted use in the Seasonal Residential zone, provided that such uses do not conflict with the resource-based uses permitted in this designation of the Municipal Plan and under the Development Regulations.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

2) Policy R-10

It shall be a policy of Council that any future cottage development in the cottage planning area located at Freshwater Pond shall be done under an approved cottage plan. Applications for other types of development within this area should be referred to the Land Management Division.

3) Policy R-11

It shall be a policy of Council to not issue a permit where it is of the opinion that the proposal is for a seasonal residence or cottage to be used as a year-round place of residence.

One of the major concerns of Policy R-11 is that several residents are and have been using their approved seasonal residential properties as year-round residences. Again, it may be viewed as taking advantage of a situation to avoid the payment of municipal taxes while enjoying the benefits of being in proximity to a municipal government and getting fire protection and other services without having to contribute to their cost.

Water and Sewer

The expansion area is not serviced with a municipal water and sewer system. Residents of this area use either shallow wells or artesian wells for their water supply. Sewer is provided by septic tank and disposal field and any maintenance required is at the property owners cost.

Street Lighting

The expansion area is not serviced with regular street lighting except for lighting provided by individual property owners on their own property.

Snow Clearing

Snow Clearing services within the expansion area is provided by individual property owners at their own cost.

Recreation

The expansion area has no recreation facilities, except for Golden Sands, a privately-owned facility, whose services are provided at a cost established by Golden Sands. Any of the residents of the Tides Brook area who wish to participate in recreation activities may do so at Burin’s recreation facilities without any financial contribution towards their operational and capital costs.

Emergency Preparedness

The expansion area does not come under any Emergency Preparedness Scheme as such Schemes are the responsibility of municipal organizational structure. Individual property owners are left to cope with any emergencies that may arise on their own.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Potential Residential Development

A review of maps for the expansion area in the Crown Lands Division indicates that there is some land available for potential infill development, however, it is difficult to say whether such land is ripe for development without an actual inspection to determine soil conditions. Any future development will be based on an application to Crown Lands and if approved subject to a building permit from the Town Council of Burin. If the Tides Brook – Golden Sands area is approved to be included in Burin’s Municipal Service Boundary this process will still have to be followed as the land will still be under the ownership of Crown Lands. On this basis it is believed that there is limited potential residential development within the expansion area.

Analysis of Proposed Expansion

Roads

There is a total of eighty-three (83) year-round properties or properties that are capable of being occupied year around within the expansion area. In addition, there are sixteen (16) properties that can be classified as being only suitable for seasonal occupancy. Included in the referenced eighty-three (83) home, are sixteen (16) properties serviced by private lanes along Golden Sands road (private toll road) plus the Golden Sands properties themselves.

Table 12 – Burin Expansion of Boundary – Information from Site Visit			
ROAD	YEAR-ROUND HOMES OR CAPABLE OF YEAR- ROUND	CABINS	ROAD LENGTH KM
Our Cove Road	10		1.337 km
Private Road		1	.0 km
Private Driveway (Molloy)	1		.0 km
Fifth Avenue	6		.269 km
Old Tides Brook Road	12	7	.640 km
Pony’s Pond Road	24	1	1.511 km
Burin Bay Road	12	5	.375 km
Main Road		2	.0 km
By Bridge	2		
Off Golden Sands Road	16		.0 km
TOTAL	83	16	4.132 km

The Town of Burin’s Roads Standard Policy is:

1. Council may take over ownership or assume responsibility for any roads within the municipality if the following conditions are met:
 - Proper ditching on each side of the road which includes the installation of driveway culverts.
 - Culverts to be emplaced where necessary, where side roads attach to main highway or adjoining roads.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

- *There must be a minimum of three homes on the road.*
- *The road must have a 15m right of way, which includes road width, road shoulder and ditch area.*
- *A 15m turn around must be provided on cul-de-sacs.*
- *The road surface must be finished with a smooth Class “A” gravel surface.*
- *The entire road right of way must be surveyed and all legalities completed.*

A view could be held, and supported by legislation, that before the roads in the expansion area are taken over as a responsibility of the Council, they would have to be upgraded to conform to the Town’s Road Standards Policy. However, it would be difficult to put the burden of upgrading those roads on the property owners in the expansion area since they have already contributed to the cost of the current access roads, albeit substandard in accordance with Council’s Policy. They will also be subject to taxation if the Municipal Service Boundary is expanded. For Council to justify moving its Municipal Service Boundary and thus imposing municipal taxes, it needs to demonstrate to the property owners that there will be increased service benefits. Road upgrading, road maintenance, street lighting, and snow clearing are services that the Town can provide.

These roads will require additional upgrading should Burin take possession of them by improving the width, drainage, and the provision of adequate room for turnarounds at the end of some roads, and by adding Class “A” material to the surface. The Town can, over a period, improve the roads to comply with the Burin’s Road Policy and its requirement for in-town gravel roads. Considerations will be given to width, ditching, culverts, turnarounds, and surface standards. There will be an immediate requirement to construct turnarounds at the end of Our Cove Road, Fifth Avenue, Old Tides Brook Road, Pony’s Pond Road and Burin Bay Road.

A Limit of Servicing Agreement (LOSA) was signed by the Minister of Municipal Affairs and Environment (MAE) and the Town Council of Burin in the early ‘90s. This LOSA identifies the roads within the municipality that would qualify for Provincial Capital Works Funding. The roads in the Tides Brook – Golden Sands Area are outside the LOSA. MAE has since changed the restrictions for LOSA so that roads with structures located on them can now become eligible for funding.

The major cost will be road maintenance and upgrading. CAP Management Services completed a cost estimate in February of 2017 to upgrade the roads identified in Table 13. These estimates were confirmed by Craig Moore, in March of 2019 to be accurate. The estimates identified the construction costs and engineering cost to widen the roadways to 8 meters with a 6-meter driving surface. It also provided for the cul-de-sacs, culverts, proper ditching and drainage and a Class “A” Road Surface.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

The estimates are:

Table 13 – Cost Estimates to Upgrade Roads in Expansion Area			
Road Name	Cost	HST	Total
Our Cove Road	\$445,902	\$66,886	\$512,788
Fifth Avenue	\$109,327	\$16,399	\$125,726
Old Tides Brook Road	\$164,703	\$24,705	\$189,408
Pony’s Pond Road	\$450,678	\$67,602	\$518,280
Burin Bay Road	\$120,176	\$18,026	\$138,202
TOTAL	\$1,290,786	\$193,618	\$1,484,404

There is no provision to upgrade the private lanes along Golden Sands road or Golden Sands road access. The road leading to the Golden Sands is a private toll road and is gated, thus preventing public access, therefore no estimate to upgrade was obtained. It is anticipated that this road will remain status quo as the responsibility of Golden Sands. However, the Town is willing to hold discussion with Golden Sands with a view to relocating the existing Toll Gate closer to Golden Sands and upgrade the portion of the road outside the Toll Gate and thereby creating year-around access for the private property owners on this road.

As shown in Table 13, the overall total cost of \$1,484,404.00 to upgrade the 4.132 kilometres of roads in the expansion area is significant. A major portion of the tax revenues generated in the expansion area will be allocated to a Reserve Fund to be applied towards upgrading the roads until such time as Council is satisfied that the roads meet its current Roads Standards Policy. Council may also consider applying for Provincial Capital Works funding for the roads within the proposed expansion area and this would reduce the cost and time to upgrade those roads. Council may also consider the use of some of the Federal and Provincial Gas Tax funding to reduce the cost and time to upgrade those roads.

Development Control

The function of controlling development can be administered with current staff. The revenue from the expansion area will enable the Town to put additional focus on this function. The administrative branch of Council will have little difficulty in having this area added as part of its current responsibility. The only cost will be a nominal amount budgeted for incidental administration. Hence, an allocation of \$1,200.00 will be added to the budget to cover this expense.

Fire Protection

The Town of Burin currently provides fire protection to the expansion area. There will be no additional cost associated with the provision of this service.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Waste Collection

The current practice of collecting garbage and other waste materials will not change in the existing Municipal Service Boundary area. The method and fee structure will remain as follows:

- 1) Garbage and waste management services are provided by the Burin Peninsula Regional Services Board (BPRSB). Council pays a household fee of \$170.00 to the Board for this service. However, the Council only charges its householders a fee of \$120.00. The \$50.00 difference is being subsidized by Property Tax.
- 2) Any extra waste that the Council wishes to dispose of is taken to the waste disposal site and a tipping fee is charged.

From information obtained it is believed that in the expansion area, the BPRSB only has two (2) cottage owners paying the annual fee for waste collection. They are located on Pony’s Pond Road. These owners live in the area year-round.

In the Tides Brook Road area, the cottage owners hire a private contractor to collect their waste. In this regard, BPRSB receives tipping fees for disposal at the waste management site.

As all the cottages and cabins in the expansion area are not located on municipally owned roads or roads owned by Transportation and Works, the owners are not billed for any services nor are there any services provided. However, it is reasonable to assume that some or all the garbage from these areas is brought back to any homeowners living in Burin and therefore potentially adding to Burin’s garbage collection costs.

The expansion of Burin’s Municipal Service Boundary to match the Municipal Planning Boundary and the acceptance of responsibility for the roads for summer and winter maintenance would result in the Burin Town Council charging the appropriate fees for waste collection. The collection of waste responsibilities would become that of the BPRSB as per its General Policy to collect garbage along municipally owned roads.

The fee structure for garbage collection in the expansion area would be the same as it now is in Burin’s Municipal Service Boundary area which is:

- 3) Garbage and waste management services are provided by the Burin Peninsula Regional Services Board (BPRSB). Council pays a household fee of \$170.00 to the Board for this service. However, the Council only charges its householders a fee of \$120.00. The \$50.00 difference is being subsidized by Property Tax.
- 4) Any extra waste that the Council wishes to dispose of is taken to the waste disposal site and a tipping fee is charged.

The exception would be the sixteen (16) cottages along Golden Sands road. If this road remains private, the waste collection service will not be available to those cottages. However, if an agreement is reached with Golden Sands to move the toll gate closer to their facility and upgrade

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

the road, garbage services will be provided to the private property owners outside the Toll Gate at the same cost as that provided to all other residents of Burin.

Considering the BPRSB Policy of reducing the fee for summer occupancy to fifty percent (50%) of the annual fee and full-time occupants one hundred percent (100%), Council will need to determine the exact number of cottages that are applicable for these fees.

For the purposes of this Report, projected revenue to be generated through the garbage fee was calculated on the basis that there are approximately twenty (20) cottages occupied year-round. Therefore, the estimated revenue to be generated for garbage collection is:

Table 14 – Revenue from Garbage Fees			
Year-round	Summer	Fee	Amount
20		\$120	\$2,400
	63	\$60	\$3,780
Total			\$6,180

The amount of garbage fees billed to the Burin Town Council by BPRSB for the expansion area will be \$8,755.00. Twenty (20) properties will be charged at \$170.00 per annum and sixty - three (63) will be charged at \$85.00. However, Burin will only charge its residents \$6,180.00 for garbage collection. The difference of \$2,575.00 will be subsidized by property tax.

Street Lighting

At present there is no street, highway or area lighting provided in the expansion area except for that provided by individual homeowners. This is a discretionary service that Council can provide in accordance with its policy and in agreement with the person to which the service is provided. It is recommended that street lighting be installed on a street by street basis at the time upgrading and maintenance is performed. The cost for such service can be accommodated within the annual \$73,000.00 budgeted allocation for road maintenance, upgrading, and street lighting.

Taxation Revenue:

The Municipal Assessment Agency Inc. (MAA) advised that the current residential property assessment for Burin is \$128,000.00. Given that there is a vast disparity between residential values in old vs newer areas of Burin, an average value was determined for the Salt Pond area. Consideration was given to properties along Winterland Road, Hillview Heights and Berryhill Road. The average property assessed value, when you combine the average for these three (3) areas, is \$222,574.00. At the current tax rate of 6 mils, this would amount to an average property tax of \$1,335.44 per annum for the newer part of Town.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

The Salt Pond properties are fully serviced with water and sewer and the roads are in accordance with the Town’s Road Standards Policy and are paved. When compared to the properties in the expansion area, an adjustment is necessary to these values to provide a comparable property tax. This adjusted value will change once the actual property assessment is completed by MAA. For the purposes of the Feasibility Report, sixty-seven (67) properties, excluding properties off Golden Sands road, have been assessed an average value of \$155,802.00 (a reduction of 30%) which will provide an average property tax of \$934.81; sixteen (16) properties have been assessed at the minimum property tax of \$400.00. There are sixteen (16) properties along Golden Sands Road and they have been assessed at an average value of \$155,802.00. This will provide additional property tax revenue of \$83,989.00 from the expansion area (Table 15). It is noted that any property that is assessed higher than \$155,802.00 will pay higher taxes and any property assessed lower than \$155,802.00 will pay less taxes. All property will be assessed at the minimum residential property rate of \$400.00 until such time as the actual assessment is carried out.

There may be some additional funding from the Municipal Operating Grant (MOG); however, seasonal residences are not included in the calculation of MOG’s. Due to the uncertainty of the additional funding that may be received, and the potential minimal amount of such funding, no allocation has been included in the projected revenues for the expansion area.

Property Tax Revenue from expansion area:

Table 15 – Property Tax Revenue from Expansion Area								
Area	Average Assessed Value	Percentage Discount	Discounted Amount	Average Assessed Value Minus Discount	Number of Properties	Total Assessed Value	Mil Rate	Taxation
Excluding Golden Sands Road	\$222,574	0.30	\$66,772	\$155,802	67	\$10,438,734	0.006	\$62,632
Excluding Golden Sands Road	\$95,239	0.30	\$28,572	\$66,667	16	\$1,066,667	0.006	\$6,400
Along Golden Sands Road	\$222,574	0.30	\$66,772	\$155,802	16	\$2,492,832	0.006	\$14,957
Total								\$83,989

Additional revenue will be derived from Golden Sands. There is no assessed value available to calculate the potential property and business tax that would be most applicable to Golden Sands, for the purpose of estimating potential revenues. One (1) option considered was the use of the

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

minimum property tax rate of \$400.00 per property is. This option could also be used to calculate the business taxes for Golden Sands. The minimum business tax rate of \$400.00 would be applicable for the revenue calculation using this option.

The information indicates that there are twenty-three (23) cottages/cabins within Golden Sands except for the main building. By applying the minimum property tax rate, it could yield a property tax revenue of \$9,200.00. Golden Sands is open for four (4) months of the year. It generally opens annually on May 24th weekend and closes following the Labour Day weekend in September. Consequently, based on a four (4) month operating season and on the \$400.00 minimum business tax, business tax revenue could yield \$3,067.00 (twenty-three (23) properties at \$400.00 times 1/3 of the year).

Research has shown that similar resorts and recreational vehicle parks in the Province are taxed by the municipality in which they are located based on the assessed values of the property. They are also charged a business tax for the months they are open for business. In addition, they are charged a water tax where it is applicable to do so.

During research on other Resorts within the Province information was obtained on the Funland Resort in Cormack. This Resort has ten (10) fully equipped self-contained cabins with full kitchens. There are eight (8) two-bedroom and two (2) two-bedroom cabins. There are eighty-two (82) full-service sites and many other un-serviced and tent sites. There is a full-size swimming pool, water slides, minigolf, walking trails, convenience store, liquor express bar/lounge on the Resort. This Resort is located within Cormack’s Municipal Service Boundary and they are subject to property and business taxes based on assessed value provided by MAA. The total assessed value of this Resort is \$434,100 for 2019 and the Resort pays annual property taxes of \$2,496.00 and annual business tax of \$2,127.00 for a total tax bill of \$4,623.00.

If the assessed value of the Funland Resort was used as an indication of the assessed value for Golden Sands, a much larger facility, it could be estimated that the assessed value of Golden Sands could be in the vicinity of \$998,430.00. This is merely an estimated value and there is no way to know, with any degree of certainty, the actual assessed value of Golden Sands without an actual assessment being conducted by MAA, which would be done if the proposed expansion is approved.

Using the estimated assessed value of \$998,430.00 and the Commercial Property mil rate of 6 mils the annual commercial property tax would total \$5,991.00. Using the same assessed value and applying the General Commercial mil rate of 12 mils the business tax for the operational period of four (4) months would total \$3,994.00. The general commercial business tax mil rate is used in the calculation of the business tax estimate for Golden Sands. However, Council has the discretion to establish a new business tax classification and mil rate for Golden Sands and similar type of facilities. For the purpose of estimating revenue that would accrue to the Town of Burin

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

from the proposed expansion the estimated assessed value method has been used with commercial annual property tax of \$5,991.00 and general commercial annual business tax of \$3,994.00 for the four-month operational period of Golden Sands.

Notwithstanding these calculations, the Council has two (2) options of applying taxes to Golden Sands. It can tax based on the assessed values when a proper property tax assessment is completed by MAA. The other alternative is to negotiate a grant-in-lieu tax agreement that is satisfactory to both the Town and the Golden Sands owner. These options will allow Council to be flexible in determining a fair tax burden for this type of business within its jurisdiction.

Expenditures:

Road maintenance and upgrading of the 4.132 kilometers of roads to the Town’s Standards in the expansion area will have the greatest impact on the expenditures for inclusion of this area within the Municipal Service Boundary. As previously noted, the estimated cost of the upgrading the roads is \$1,484,404. The cost to borrow this amount plus interest over an eight-year period, commencing in 2020, at an estimated annual interest rate of 3.75%, would be approximately \$1,720,482.00 over the amortization period. Even with funding coming from a reserve fund of approximately \$50,000.00 per year from the taxes generated from the proposed expansion area the cost would be prohibitive. This burden would not be fair, nor acceptable, to the residents within the current Municipal Service Boundary of Burin.

A much fairer method of completing the roads, to the Town’s standards, would be to have the Town do the work with its own workforce within a budgeted annual allocation for maintenance and upgrading. Based on the Town’s average cost of road maintenance of approximately \$20,000.00 per kilometer and providing an annual reserve from the tax revenues from the expansion area, Council can invest \$73,000.00, less any amount utilized to install street lighting and for snow clearing services annually into the expansion area roads until they are completed to Council’s standards. It is anticipated that there may be a requirement to add an additional seasonal employee to provide snow clearing services during the winter months and this cost can be accommodated within the \$23,000.00 that is not earmarked for the upgrading of roads and the installation of streetlights. Council may also consider applying for Provincial Capital Works funding for the roads within the proposed expansion area and this would reduce the cost and time to upgrade those roads. Council may also consider the use of some of the Federal and Provincial Gas Tax funding to reduce the cost and time to upgrade those roads. Residents must recognize that time will be required to bring all roads up to standard. It is unrealistic to expect this, and the amount of time required will depend on the total tax revenue collected from the area on an annual basis and Council’s success in obtaining cost-shared funding from the Provincial Government. It would not be appropriate or fair to expect the residents of Burin who are not living in the proposed expansion area to contribute taxes for the upgrading of roads in the proposed expansion area.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

In implementing this process, Council will need to:

- 1) Construct adequate turnarounds at the end of each road.
- 2) Assess the roads to identify problem areas that need addressing as to widening, ditching, subsurface and surface upgrading.
- 3) Establish a work priority list based on this assessment – it is suggested that the roads be prioritized based on the highest number of properties on each road.
- 4) Review priority list annually for changes required due to changing circumstances.

By using this approach, Council can justify the boundary expansion as it is no cost to the current taxpayers and the taxpayers in the expansion area will see immediate benefits from their tax investment on a continual basis. One of the immediate and major benefits to the residents of the expansion area is that they will have year-around access to their properties without the effort required to collect funds from the residents living on the roads and managing the contract for maintenance and snow clearing of the roads.

Snow clearing in the expansion area will be provided by the Town’s Public Works Department as part of its normal operations. A budgeted allocation of \$16,949.00 has been provided based on the Town’s average cost per kilometer to provide snow clearing services.

Financial Impact

The Town of Burin is in a healthy financial position as observed from a review of the Town’s Budgets and Financial Statements. Expanding its Municipal Service Boundary to include the Tides Brook - Golden Sands area will not create a tax burden on residents within the existing Municipal Service Boundary. In fact, minimum revenues generated from the expansion area has been estimated to be \$100,154.00. Expenditures are estimated at \$99,904.00 which allows for a small surplus as illustrated in Table 16.

Table 16 Financial Impact for Expansion Area	
REVENUE	
Property Tax:	
Golden Sands	\$5,991
All Other Properties	\$83,989
	\$89,980
Business Tax:	
Golden Sands	\$3,994
Garbage Fees:	\$6,180
Total Revenue:	\$100,154

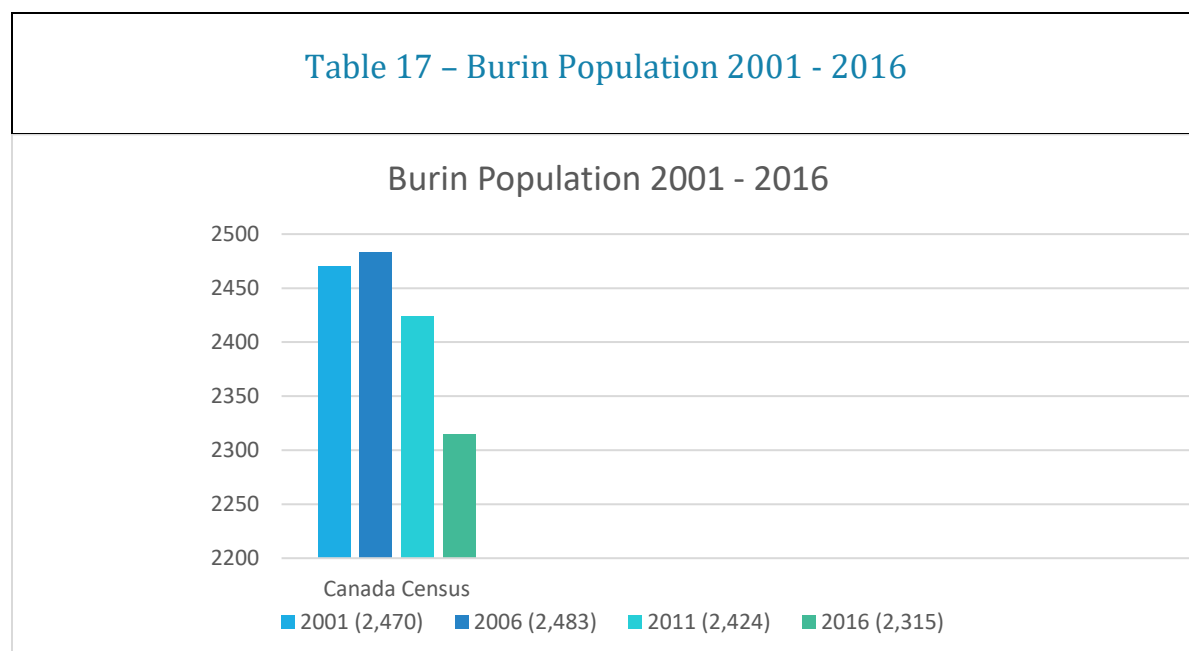
FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

EXPENSES	
Road Maintenance, Upgrading, installation of street lighting and snow clearing	\$73,000
Snow clearing	\$16,949
Development Control	\$1,200
Garbage Collection	\$8,755
Total Expenditure:	\$99,904
Surplus	\$250

Population

Burin’s population, like many rural municipalities within the Province, has seen a steady decline since 2006. This has been due, in a major way, to both a decline in the fishing industry and in the Province’s financial situation.

Table 17 – Burin Population 2001 - 2016



Burin’s population has declined from 2,470 in the 2001 census, to 2,315 in the 2016 census, for a decline of 6.3%. This expansion will help stabilize Burin’s population, and hopefully, provide for some future increase in its population.

Evaluation of Proposed Expansion with Prescribed Criteria

The Request for Proposal issued by the Town of Burin required that the proposed expansion be evaluated against various criteria.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Access of the people to elected and appointed official

Burin’s population according to Canada Census was 2,315 in 2016. With an elected Council consisting of seven (7) members, this provides a ratio of 331 per Council member. As outlined in this Report, there are only twenty (20) properties occupied year around. Canada Census for 2016 reveals that there was a ratio of 2.02 individuals per household in Burin. The expansion will result in an additional forty (40) residents being added to Burin’s population. This will bring Burin’s new population to 2,355. With an elected Council consisting of seven (7) members this provides a ratio 336 per Council member. This is an adequate number of Councillors, like other municipalities of the same population and will meet the needs of all citizens.

The Council meets every third (3rd) Tuesday of every month at the Town Hall and their meeting commences at 5p.m. The size of Burin’s Council is quite normal for a municipality of this size and should pose no problem for the citizens to get access to their elected representatives.

The Town Council has an email address townofburin@eastlink.ca and a website page <https://www.townofburin.com>

The new citizens of Burin, with an expansion into Tides Brook – Golden Sands area, should have a sense of belonging and the ability to contribute to the strategic direction taken by the Town Council. This will reflect the reality of this area being within Burin’s Municipal Boundary and taking the logical step of being included in their Municipal Service Boundary, obtaining municipal services as outlined herein and making a financial contribution to the operation of the Town.

This structure is like other municipalities within the Province of similar size and enables Council to provide the basic services for all its residents in a cost effective and efficient manner.

Representation in accordance with the distribution of population

As noted under Access of the people to elected and appointed official the current residents of Burin are represented with a ratio of 331 per Council member. The addition of an additional forty (40) year-around residents will increase the ratio to 336 per Council member. This minimal increase in population will not negatively impact representation of the increased population to Council members.

Community Identity

As outlined in the Report the expansion area of Tides Brook – Golden Sands has been within the Municipal Planning Boundary since December 12, 1975. This area has been viewed as being a part of Burin since that date and the inclusion of the area in Burin’s Municipal Service Boundary will only promote their belonging to the community of Burin. The residents of the expansion

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

have always viewed themselves as being a part of the community of Burin and this will only confirm and solidify this view.

Physical Constraints to municipal servicing

The only major physical constraint to the provision of municipal services to the expansion area is with water and sewer services. It is recognized by the residents of the expansion area and the Town of Burin that the provision of Water and Sewer services is not practicable or financially feasible. Therefore, it is recommended that water and sewer services not be provided to the expansion area.

Administrative Capability of the municipality

Burin has a total of eleven (11) full time and one (1) casual employee. The Town has three (3) senior employees, a Town Manager, Town Clerk and Director of Operations and Public Works. (Table 8) The staff structure is not expected to change with the proposed expansion. The Town Office is open five (5) days per week. The administrative structure has the capacity to handle the inclusion of the proposed expansion area.

Co-ordination of municipal services and functions throughout the area concerned

The proposed expansion area has been the subject of planning and development control by the Town of Burin since 1975. With its inclusion in the Municipal Service Boundary additional emphasis will need to be place on the planning and development control to ensure that any further development within this area follows the Municipal Plan and Development Regulations.

The upgrading of roads and the installation of streetlights will take place over a period through the investment of approximately \$50,000.00 per year from the previously mentioned \$73,000.00 reserve fund established from the taxes paid by the residents of the proposed expansion area. This amount may change when the properties within the expansion area are assessed by MAE and potential provide more funding for these improvements. Roads will be upgraded in accordance with the number of properties on a give road – the greater the number of properties the higher the priority. Council may also consider applying for Provincial Capital Works funding for the roads within the proposed expansion area and this would reduce the cost and time to upgrade those roads. Council may also consider the use of some of the Federal and Provincial Gas Tax funding to reduce the cost and time to upgrade those roads. Road maintenance will be provided upon the approval of the proposed expansion; however, some challenges may be encountered with such service until all roads within the expansion area are upgraded to Town standards.

Fire protection will be provided as per current practice, however, an opportunity for a decrease in property insurance rates may become available with the reality of guaranteed fire protection from the municipality in which the property is located.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Snow clearing and garbage collection will be provided upon the approval of the proposed expansion; however, some challenges may be encountered with such service until all roads within the area are upgraded to Town standards.

As noted previously water and sewer services will not be provided to the proposed expansion area.

The residents of the expansion area will come under the Town’s Emergency Preparedness Plan upon the approval of the proposed expansion.

Residents of the proposed expansion area will be able to continue to avail of the Town of Burin’s Recreation services, however, now they will provide a financial contribution by way of taxes to their operational and capital costs.

Cost Efficiency of the type of administration proposed for the scale of services required

As outlined within this Report the provision of the specified municipal services can be efficiently and effectively provided by the current administrative structure

Feasibility in terms of revenues and expenditures

As clearly contained within this Report the revenue generated from the proposed expansion area more than adequately meets any additional expenditures and provides for a reserve fund of approximately \$73,000.00 to be used for the upgrading of roads and the installation of streetlights until all roads are brought up to Town standards. (Table 16)

Equity in terms of both the taxpayer’s ability to pay and the benefits received

Residents of the expansion area will pay the same rate of taxes as those within the current Municipal Service Boundary of Burin. Taxes within the expansion area will be based on property assessed values conducted by MAE, the same as those within the current Municipal Service Boundary of Burin. This provides equity to the residents of Burin and those within the expansion area. The estimated annual taxes are approximately \$934.81 for those with taxes based on assessed value with others paying the minimum property tax of \$400.00. Residents within the expansion area will not pay annual water and sewer tax of \$360.00, however, they will pay the annual garbage collection fee of \$120.00, the same rate charged to current residents of Burin.

Response of tax yields to changes in economic activity

There is no change in economic activity associated with this proposed expansion and the tax revenue is compatible with that of the Town of Burin.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Equality among adjoining municipalities considering their different needs and assets

The RFP requested that alternative approaches and options to the proposed expansion and relative acceptability of each be reviewed. For an appropriate review and consideration of the viability of any Regional Council option there needs to be:

- A clear understanding of the expectations, as well as the services and programs to be provided by a Regional Council;
- An appropriate and accountable governance structure;
- Detailed guidelines on the Provincial Government’s financial support for capital infrastructure and operations for a Regional Council;
- A defined functional boundary including maximum geographic size and population;
- Factors that constitutes a sustainable and viable municipality or LSD, including a mechanism that failure to maintain such factors will result in such entities becoming part of a Regional Council.

The Provincial Government has formed a committee to look at regionalization as it pertains to municipalities. It is understood that this committee is tasked with putting forward, for consideration, Regional Government Principles and Main Components. To this end, Government is in the process of implementing two (2) pilot projects to look at a regional governance model. As a result of Government’s actions, for Burin to involve itself at this time would be premature and may cause unnecessary confusion and a public outcry that could jeopardize the work of Government’s Committee.

A review of the following Municipalities was considered for mil rate comparison with the following information being provided:

Table 18 – Comparison of Mill Rates in adjacent Municipalities		
Municipality	Residential Property Mil Rate	Population
Fox Cove-Mortier	Annual Poll Tax only of \$380.00	295
Lewin’s Cove	5 mils	544
Winterland	4.8 mils	390
Marystown	7 mils	5316
Burin	6 mils	2,315

Given the smaller population of the surrounding Towns most of the Residential Property mil Rates are not comparable. Given the population of Burin at 2,315 with a mil rate of 6 and Marystown at 5,316 with a mil rate of 7 would indicate a reasonable mil rate for the Town of Burin.

Given that the proposed expansion area is already within Burin’s Municipal Planning Boundary no other option other than including this area within Burin makes logically sense.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Simplicity of proposed municipal structure

The proposed expansion area is relatively small in a geographic and year-round population perspective and therefore its inclusion in Burin’s Municipal Service Boundary is the only logical outcome and presents no challenges to Burin’s current municipal structure.

Acceptability of proposals at local and regional levels

There has been limited, if any comments from the residents of Burin. From observation and hearing from those who came out to the meetings, the vast majority of which were from the expansion area, there were concerns with the potential of increased taxes without the benefit of knowing what services would be provided. Through email and social media contact, there has been some opposition from property owners in the proposed expansion area. From the twenty-one (21) comments received, the majority indicated their support for the proposed expansion subject to the provision of road maintenance, snow clearing, garbage collection and streetlights with reasonable tax levels. There were still approximately six (6) who were adamantly opposed to the proposed expansion on the basis that services could not be provided for taxes that would be payable. The owner of Golden Sands was adamantly opposed to the proposed expansion noting that they currently pay for all services and there would be no services provided by the Town. The main complaint is that they will have to pay taxes for no increase in services. Most residents in the expansion area appear to be in favour of the proposed expansion provided services such as road maintenance, snow clearing, streetlights and garbage collection are provided, and the rate of taxes levied is reasonable.

As outlined in this report the residents of the expansion area will receive upgraded and maintained roads and streetlights over a period. Council may also consider applying for Provincial Capital Works funding for the roads within the proposed expansion area and this would reduce the cost and time to upgrade those roads. Council may also consider the use of some of the Federal and Provincial Gas Tax funding to reduce the cost and time to upgrade those roads. In addition, residents will be provided with other services including snow clearing, garbage collection, fire protection, recreational facilities and emergency preparedness plan, and enhanced, focused planning and development control, in return for paying annual taxes like the other residents of Burin.

Public Hearing

The results of the Public Hearing will be noted here.

Recommendations

The following recommendations are made following an assessment of the Town of Burin’s request to expand its Municipal Service Boundary:

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

1. The Town’s request to extend its Municipal Service Boundary to match its Municipal Planning Boundary to include Tides Brook – Golden Sands area be approved.
2. In conjunction with the approval to expand its Municipal Service Boundary, the following actions are recommended to be undertaken by Council upon the approval of the proposed expansion by the Minister:
 - Establish a reserve fund from taxes collected from the expansion area to upgrade roads and install streetlights within the Tides Brook area
 - Meetings with the owners of Golden Sands to discuss:
 - The potential of moving the existing Toll Gate closer to Golden Sands and adding the access road, up to the newly placed Toll Gate, on the list of roads to be upgraded and have streetlights installed.
 - The potential of a grant-in-lieu of taxes for Golden Sands, and
 - The inclusion of information on Golden Sands in Burin’s Profile by referring to it as the Golden Sands Resort to focus on increased attention to attract tourist to Burin and the Resort.

Description of the proposed boundary

The proposed Municipal Service Boundary will be the current Municipal Service Boundary. (Appendix 13).

Effective Date of any Boundary Changes

The proposed boundary should be approved to take effect on or before November 30, 2019 to provide the Town Council enough time to prepare its 2020 budget with the revenue and expenditures required to provide the service to the Tides Brook – Golden Sands area.

Conclusion

In summary, the existing residents of Burin, based on an average assessed value of \$222,574.00 pay annual residential taxes of \$1,335.44. In comparison, the residents of the proposed expansion area, if approved to be included in Burin’s Municipal Service Boundary, would pay annual residential taxes of \$934.81 based on an estimated assessed value of \$155,802.00. Residents of Burin also pay an annual water and sewer tax of \$360.00. However, this would not be applicable to the residents of the proposed expansion area as they do not have municipal water and sewer services. The residents of both the Town of Burin and the proposed expansion area would pay an annual garbage collection fee of \$120.00. The residents of both Burin and the expansion area will be provided similar services for residential property taxes, namely road maintenance, road upgrading, street lighting, snow clearing and fire protection.

FEASIBILITY REPORT – THE EXTENSION OF BURIN’S MUNICIPAL SERVICE BOUNDARY TO MATCH THE MUNICIPAL PLANNING BOUNDARY (AN EXTENSION INTO THE TIDES BROOK – GOLDEN SANDS AREA)

Extending the Municipal Service Boundary of the Town of Burin to take in the area of Tides Brook – Golden Sands currently within its Municipal Planning Boundary Area would be advantageous to the municipality in both the short-term and long-term. The research has demonstrated that the advantages outweigh the disadvantages.

The major problem of fulltime residents occupying, what used to be seasonal cottages, without paying taxes to Council will be eliminated. Fire Service will no longer be provided without compensation. There will be tighter controls over development and the type of developments that can occur as a result of the extra revenue obtained from the expansion area. Services will be enhanced in the expansion area; especially, in road maintenance, road upgrading, street lighting, snow clearing, garbage collection, and fire protection. Taxes within the expansion area will be like those in Burin. These services can be provided at no additional cost to the current taxpayers of Burin as the revenue from the expansion area will cover the expenses of providing these services. As future development takes place in the expansion area, the overall financial position of Burin will be improved.