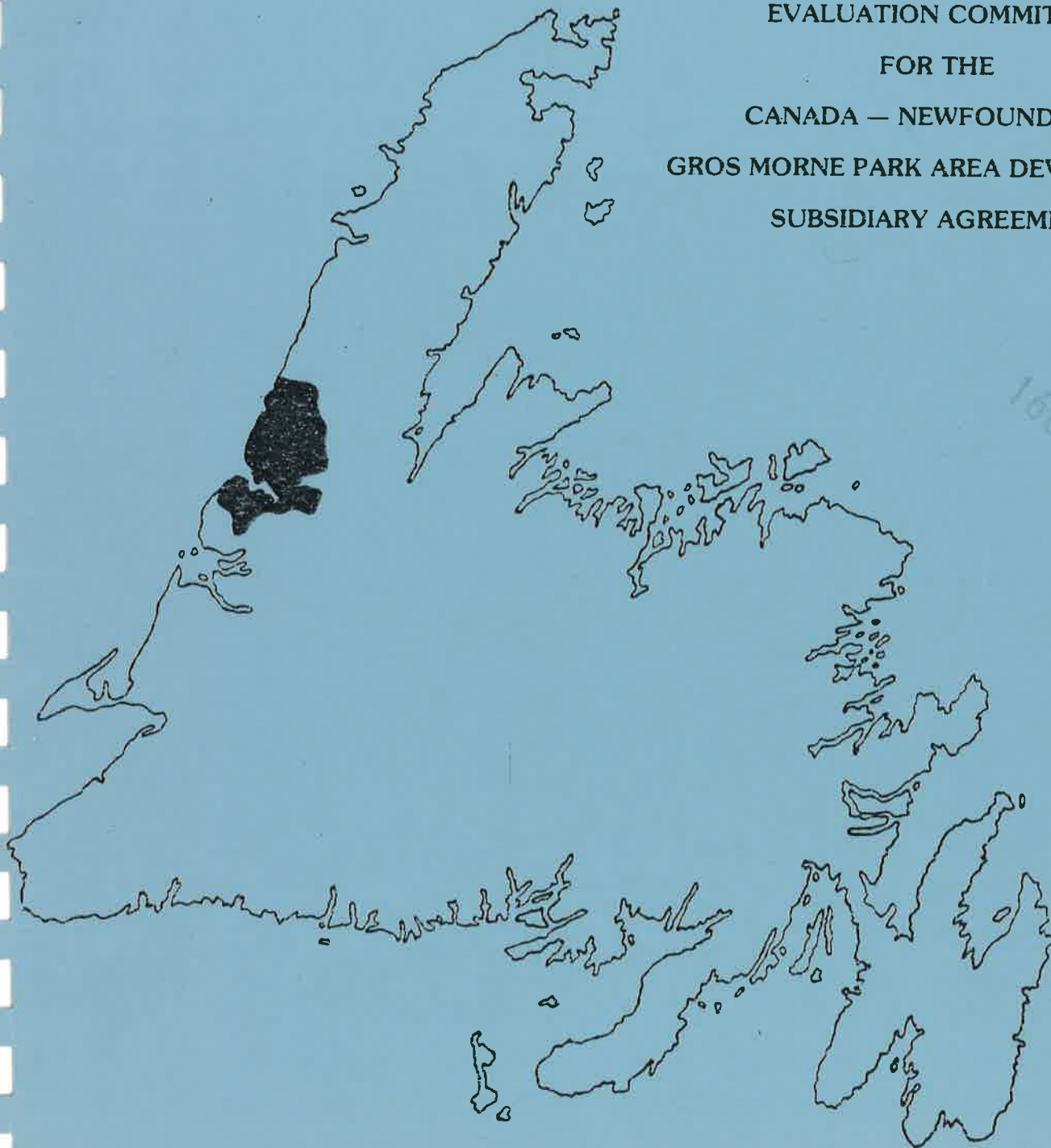


FINAL REPORT OF THE  
EVALUATION COMMITTEE  
FOR THE  
CANADA — NEWFOUNDLAND  
GROS MORNE PARK AREA DEVELOPMENT  
SUBSIDIARY AGREEMENT



160548

**POLICY &  
COORDINATION  
RESOURCE  
CENTRE**



TO  
A Mr. D.G. Wells  
Manager  
Analysis & Evaluation

FROM  
DE W.A. Cavey  
Development Analyst

*Bill*

SECURITY - CLASSIFICATION - DE SÉCURITÉ
OUR FILE - N / RÉFÉRENCE 101099
YOUR FILE - V / RÉFÉRENCE
DATE September 14, 1983

SUBJECT  
OBJET Gros Morne Sub-Agreement

Attached please find one final copy of the subject noted evaluation. The first thirteen pages contain an executive summary. The report successfully concludes our evaluation work on the Gros Morne Sub-Agreement.

There are limited copies of the report, therefore, I would be pleased if you would return this copy and I will accept responsibility for future storage and safekeeping.

Attachment

c.c. Mr. P.J. Bates ✓  
Director  
Regional Benefits,  
Analysis & Planning

WC/ws

*P.B.*

GROS MORNE  
EVALUATION REPORT

EXECUTIVE SUMMARY

## INTRODUCTION

On February 1, 1974, the Province of Newfoundland entered into a General Development Agreement (GDA) with the Government of Canada through the Department of Regional Economic Expansion (DREE). The purpose of the GDA is to facilitate joint socioeconomic initiatives between the Province and the Government of Canada, primarily in the form of subsidiary agreements, which are either sectoral or infrastructure oriented. The objective of a subsidiary agreement is to facilitate the implementation of programs aimed towards the realization of specific development opportunities. These subsidiary agreements are jointly financed by both levels of government.

The Canada/Newfoundland Subsidiary Agreement for the Gros Morne Park Area Development was signed on May 28, 1974. It contained a strategy for development to assist in achieving the larger objectives established by the GDA.



CONCLUSIONS

The stated objective of the Canada/Newfoundland Gros Morne Park Area Development Subsidiary Agreement is:

"...to enable Canada and the Province to take advantage of opportunities for increasing employment and earned income of residents along the Great Northern Peninsula of Newfoundland associated with the development of the Gros Morne Park".

It was envisaged that this objective would be achieved through placement of infrastructure as well as tourism development associated with Gros Morne National Park. The establishment of the Park had in itself created much optimism concerning the benefits to be derived from tourism development. It was felt that upgrading and construction of roads as well as construction of water and sewer systems, solid waste disposal sites, etc., would allow the enclave communities to become service centres to handle the expected increase in tourism traffic.

The Evaluation Committee notes that much activity occurred with respect to the placement of infrastructure under the Gros Morne Park Area Development Subsidiary Agreement.

The Evaluation Committee was unable to determine actual direct employment generated in placement of this infrastructure, however, the Committee feels that the impact of construction related employment on the economies of the communities was relatively low. The Evaluation Committee has formulated this conclusion on the findings of the Survey Research Project conducted during the summer of 1980, additional research and field visits undertaken by the Committee.

The following table outlines the programs and the proportion of total Agreement expenditures allocated to each program.

Agreement Programs and Related Expenditures

<u>Program</u>	<u>Expenditure*</u>	<u>Percentage (%)</u>
1. Planning Studies and Development Programs	\$ 279,986	1.2
2. Community Infrastructure	16,370,946	71.6
3. Road Construction	5,966,511	26.2
4. Technical Supervision	160,000	0.7
5. Evaluation - Impact Studies	69,993	0.3
TOTAL	<u>\$22,847,436</u>	<u>100.0</u>

\* Expenditures to March 31, 1982.

From the table, it can be seen that three of the five programs outlined (Programs 2, 3 and 4) could have contributed to increasing direct employment and earned incomes for residents along the Great Northern Peninsula. Programs 1

and 5 were designed to determine the potential for development and assess the impact of the Subsidiary Agreement. It was envisaged that Program 3 - the Road Construction Program, would increase tourist visitation and expenditures on tourism in the Gros Morne area. Although the Evaluation Committee notes that there has been an increase in visitation to the Park area since the signing of the Subsidiary Agreement, the roads alone have not contributed to this increase as much as had been anticipated. The lack of tourism related services as well as lack of promotion and advertising of the Park are factors which greatly inhibited tourism development and related benefits. The construction of the roads alone will not have the desired impact of stimulating tourism growth.

The Evaluation Committee notes that the activity which occurred under the Gros Morne Park Area Development Subsidiary Agreement has provided the enclave communities with the basic infrastructure needed for growth. The key, however, to increasing employment and improving the overall economic climate in general is further tourism development and promotion of the National Park. It is now time for development of tourist related services; for example, additional campgrounds, cabins, swimming pools, etcetera. As well, initiation of a well planned program of promotion and advertising is necessary



to increase awareness of the Gros Morne National Park and the surrounding attractions of L'Anse aux Meadows, the Arches, etcetera. Further development and public awareness are necessary to increase tourism visitation and tourist related expenditures. This in turn will increase employment and earned incomes for area residents.

The responsibility now lies with the Provincial Department of Development (Tourism Branch) and the Federal Parks Canada to make the public and potential tourists aware of the Park's existence and what it and the surrounding area have to offer. Consideration should also be given to the implementation of an Agreement oriented towards tourism and business development in the area. This will enable the residents of the Great Northern Peninsula to fully benefit from the further development of the Gros Morne National Park.





MAJOR CONCLUSIONS BY PROGRAM

1. The objectives of the Planning Studies and Development Program were generally met, with the one exception of the Regional Planning and Land Use Study. This particular study was of limited usefulness as, although the community plans were accepted by the Gros Morne Provincial Authority, they were never accepted or adopted by the local community councils.

BOAT HAULOUT - NEDDY'S HARBOUR



2. The Evaluation Committee concludes that the objective of providing basic infrastructure, in the form of water and sewer systems for the enclave communities, has been met. It should be noted, however, that to accomplish the objective, all construction costs ran significantly over the budgeted allocation - from a low of 18.9% to a high of 326.9%. The Evaluation Committee believes that the quality of life has certainly been improved through installation of the water and sewer systems. The Committee notes, however, that the direct employment impact associated with construction of the systems was low and that to date little indirect employment has resulted from these projects.

#### SEWAGE TREATMENT - ROCKY HARBOUR



3. The objectives outlined for the Solid Waste Disposal Project were met with the exception of the site constructed in the community of Cow Head. The solid waste disposal site located at Cow Head is a health hazard to the community and the problems presently being encountered would not have occurred if proper management and adequate maintenance procedures had taken place. The Evaluation Committee could not locate the terms of reference for the Solid Waste Disposal Study and, therefore, could not evaluate the findings in relation to the Management Committee's expectations.

SOLID WASTE DISPOSAL - COW HEAD





Above: Entrance to Disposal - Cow Head

Below: Entrance - Noris Point/Rocky Harbour





4. The Evaluation Committee concludes that the stated objective of constructing residential lots for the communities of Cow Head, Norris Point and Rocky Harbour was attained. The Evaluation Committee, however, questions the need for the number of lots and some of their associated servicing costs. The Committee feels that it is extremely unfortunate that demand/supply studies were not carried out for all communities prior to commencement of the project.

#### RESIDENTIAL LOTS - ROCKY HARBOUR



5. The Evaluation Committee concludes that the objectives of the Road Construction Program to provide road infrastructure and to contribute to an improved quality of life for area residents were definitely met. However, the impact of the roads program in encouraging tourism and increasing tourism related employment has been less than originally anticipated. The Committee feels that construction of the roads alone will not have the desired impact of stimulating tourism and economic growth. Other factors such as the lack of promotion and advertising have and are contributing to minimal tourism growth in the Gros Morne National Park area. The Evaluation Committee was unable to determine actual direct employment generated from upgrading and construction of the road, however, the Committee feels that employment impact on the economies of the local communities was low in comparison to other sectors in the area.

BRIDGE IN GLENBURNIE AREA



6. The Evaluation Committee feels that the program of Technical Supervision and Related Expenses was handled in a satisfactory manner.
  
7. Work completed under the Evaluation and Impact Studies Program has not contributed to the objectives established for the Subsidiary Agreement. Reports produced were of poor quality, inadequate for management or evaluation purposes. The results of the program have not contributed to the thorough evaluation of the cost effectiveness of Agreement expenditures or the impact (economically, socially) of the implementation of the Subsidiary Agreement on the enclave communities and the Park environment.





Summary

After a careful analysis of all available information, the Evaluation Committee concludes that many of the objectives outlined in the Gros Morne Park Area Development Subsidiary Agreement have been reached. The full evaluation report documents the varying degrees of success and impact of the work completed under the Agreement. There is certainly some satisfaction derived from seeing the completion of this phase of development in Western Newfoundland.

Despite the accomplishments, the Evaluation Committee also concludes that the overriding objective of the Agreement "...increasing employment and earned income of residents ...", was not significantly met. The Committee feels that the program content, which emphasized improvement in the quality of life for area residents and enhancement of the aesthetic beauty of the National Park, has not, to date, shown any promise of having long-term impact on employment or income of residents. It is the Evaluation Committee's opinion that the present situation calls for a new Agreement, designed to actively upgrade and promote the area. This second generation agreement should be oriented towards tourism and small business development. It is our opinion that potential employment and income benefits, arising from the presence of the Park, will not be realized unless firm positive action is taken in this regard.

FINAL REPORT OF THE  
EVALUATION COMMITTEE  
FOR THE  
CANADA - NEWFOUNDLAND  
GROS MORNE PARK AREA DEVELOPMENT  
SUBSIDIARY AGREEMENT

May 1983

May 1983

Co-Chairmen  
Gros Morne Park Subsidiary Agreement

Gentlemen:

The Evaluation Committee takes pleasure in submitting this final evaluation report. We wish to thank all Federal and Provincial officials involved in the management and implementation of this program for their cooperation. Special thanks to Mr. Doug Heffernan, the Intergovernmental Affairs Secretariat Management Committee representative who greatly assisted the Evaluation Committee by providing much of the information necessary to produce this report.

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W.A. Cavey  
Regional Economic Expansion

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M.K. Hynes  
Executive Council

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GROS MORNE NATIONAL  
PARK

Cow Head-St. Paul's  
Enclave

ST PAUL'S  
INLET

WESTERN  
BROOK

Sally's Cove

Curzon to  
Glenburnie  
Enclave

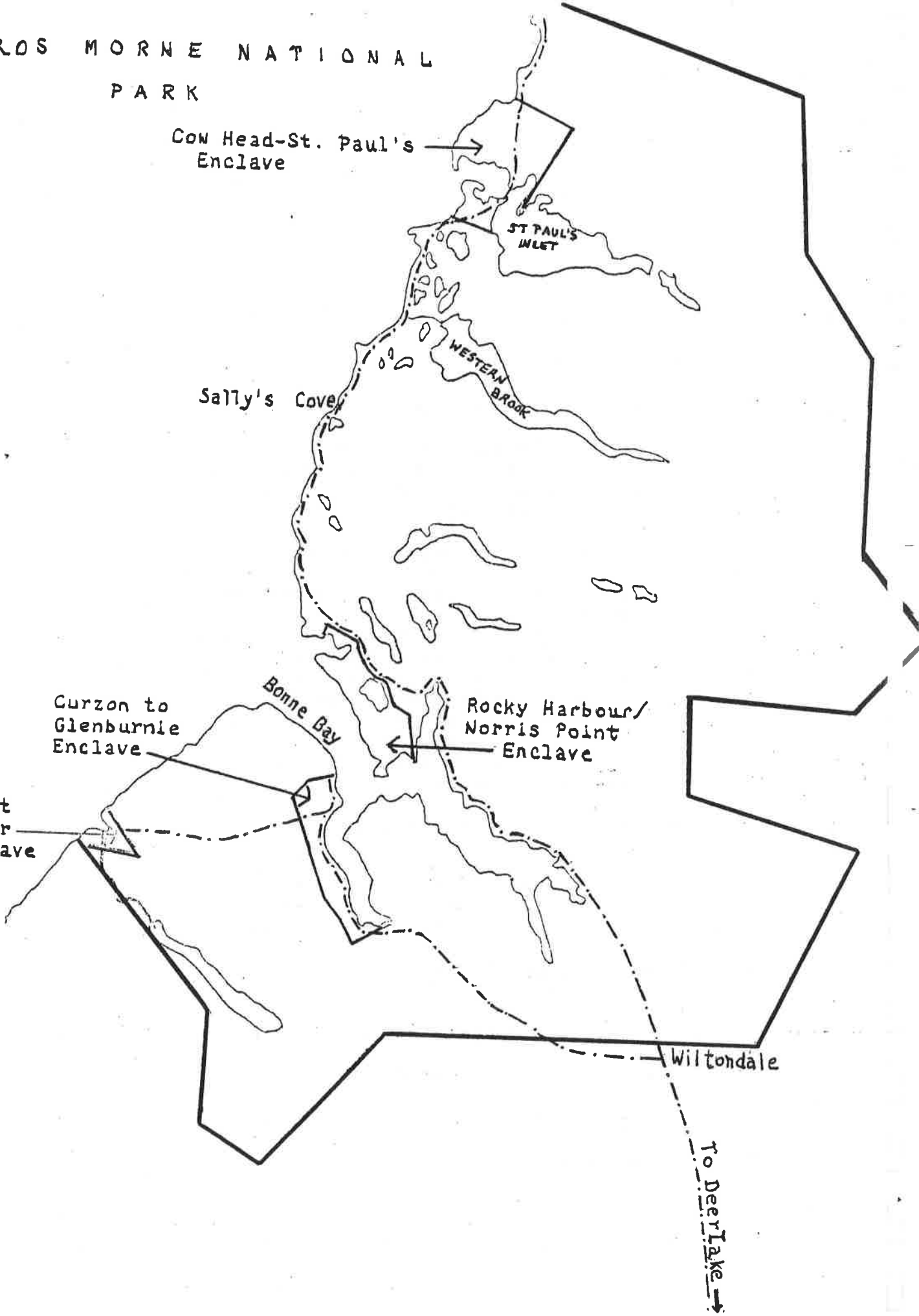
Bonne Bay

Rocky Harbour/  
Norris Point  
Enclave

Trout  
River  
Enclave

Wiltondale

To Deer Lake →



SUMMARY AND  
MAJOR CONCLUSIONS

## Summary

After a careful analysis of all available information, the Evaluation Committee concludes that many of the objectives outlined in the Gros Morne Park Area Development Subsidiary Agreement have been reached. This evaluation report documents the varying degrees of success and impact of the work completed under the Agreement. There is certainly some satisfaction derived from seeing the completion of this phase of development in Western Newfoundland.

Despite the accomplishments, the Evaluation Committee also concludes that the overriding objective of the Agreement "...increasing employment and earned income of residents ...", was not significantly met. The Committee feels that the program content, which emphasized improvement in the quality of life for area residents and enhancement of the aesthetic beauty of the National Park, has not, to date, shown any promise of having long-term impact on employment or income of residents. It is the Evaluation Committee's opinion that the present situation calls for a new Agreement, designed to actively upgrade and promote the area. This second generation agreement should be oriented towards tourism and small business development. It is our opinion that potential employment and income benefits, arising from the presence of the Park, will not be realized unless firm positive action is taken in this regard.



### Major Conclusions

1. The objectives of the Planning Studies and Development Program were generally met, with the one exception of the Regional Planning and Land Use Study. This particular study was of limited usefulness as, although the community plans were accepted by the Gros Morne Provincial Authority, they were never accepted or adopted by the local community councils.
  
2. The Evaluation Committee concludes that the objective of providing basic infrastructure, in the form of water and sewer systems for the enclave communities, has been met. It should be noted, however, that to accomplish the objective, all construction costs ran significantly over the budgeted allocation - from a low of 18.9% to a high of 326.9%. The Evaluation Committee believes that the quality of life has certainly been improved through installation of the water and sewer systems. The Committee notes, however, that the direct employment impact associated with construction of the systems was low and that to date little indirect employment has resulted from these projects.
  
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waste disposal site located at Cow Head is a health hazard to the community and the problems presently being encountered would not have occurred if proper management and adequate maintenance procedures had taken place. The Evaluation Committee could not locate the terms of reference for the Solid Waste Disposal Study and, therefore, could not evaluate the findings in relation to the Management Committee's expectations.

4. The Evaluation Committee concludes that the stated objective of constructing residential lots for the communities of Cow Head, Norris Point and Rocky Harbour was attained. The Evaluation Committee, however, questions the need for the number of lots and some of their associated servicing costs. The Committee feels that it is extremely unfortunate that demand/supply studies were not carried out prior to commencement of the project.
  
5. The Evaluation Committee concludes that the objectives of the Road Construction Program to provide road infrastructure and to contribute to an improved quality of life for area residents were definitely met. However, the impact of the roads program in encouraging tourism and increasing tourism related employment has been less than originally anticipated. The Committee feels that

construction of the roads alone will not have the desired impact of stimulating tourism and economic growth. Other factors such as the lack of promotion and advertising have and are contributing to minimal tourism growth in the Gros Morne National Park area. The Evaluation Committee was unable to determine actual direct employment generated from upgrading and construction of the road, however, the Committee feels that employment impact on the economies of the local communities was low in comparison to other sectors in the area.

6. The Evaluation Committee feels that the program of Technical Supervision and Related Expenses was handled in a satisfactory manner.
  
7. Work completed under the Evaluation and Impact Studies Program has not contributed to the objectives established for the Subsidiary Agreement. Reports produced were of poor quality, inadequate for management or evaluation purposes. The results of the program have not contributed to the thorough evaluation of the cost effectiveness of Agreement expenditures or the impact (economically, socially) of the implementation of the Subsidiary Agreement on the enclave communities and the Park environment.

Chapter 1

Introduction

1.1 Background

On February 1, 1974, the Province of Newfoundland entered into a General Development Agreement (GDA) with the Government of Canada through the Department of Regional Economic Expansion (DREE). The purpose of the GDA is to facilitate joint socioeconomic initiatives between the Province and the Government of Canada, primarily in the form of subsidiary agreements which are either sectoral or infrastructure oriented. The objective of the subsidiary agreements as stated in the GDA is to enable the implementation of programs aimed towards the realization of specific development opportunities. These subsidiary agreements are jointly financed by both levels of government.

The Canada/Newfoundland Subsidiary Agreement for the Gros Morne Park Area Development was signed on May 28, 1974, and consisted of a strategy for tourism development to assist in achieving the larger objectives established by the GDA. The Agreement and the programs contained within were specifically designed to "enable Canada and the Province to take advantage of opportunities for increasing employment and earned incomes of residents along the Great Northern Peninsula of Newfoundland associated with the development of the Gros Morne Park".

## 1.2 Evaluation

The evaluation of the Canada/Newfoundland Subsidiary Agreement for the Gros Morne Park Development was initiated in accordance with Section 11 of the Agreement. This section states that "...Canada and the Province shall jointly effect an assessment of the programs...with regard to the stated objectives..." and "...that Canada and the Province shall also jointly effect an evaluation of this Agreement with respect to the general economic and socioeconomic development of Newfoundland." An objective evaluation of the Agreement should isolate those programs which have generated significant benefits in employment, income and infrastructure to the Great Northern Peninsula, as well as the Province as a whole.

An Evaluation Committee for the Gros Morne Subsidiary Agreement was formed to carry out this evaluation in late January of 1980. The Committee membership includes representatives from the Provincial Cabinet Secretariat and the Federal Department of Regional Economic Expansion.

## 1.3 Report Outline

This report will devote most of its attention to examination of each of the programs in terms of the efficiency with which they were conducted and effectiveness;

i.e., the extent to which the stated objectives were attained (Chapter 3). A brief methodology chapter (Chapter 2) explains the approach used in conducting the final evaluation of the Canada/Newfoundland Subsidiary Agreement on Gros Morne. A concluding chapter (Chapter 4) summarizes the report and presents the overall findings and conclusions as determined by the Evaluation Committee.

Chapter 2

Methodology

2.1 Terms of Reference

The terms of reference submitted to the Management Committee in February 1980 outlined a work schedule consisting of the following activities:

- (1) Documentation of program objectives and their relationship to the stated objectives of the Agreement;
- (2) Collection of data through status reports, surveys, and any other means available to the Committee;
- (3) Formulation of performance indicators and norms;
- (4) Analysis of data;
- (5) Performance measurement;
- (6) Report Writing.

2.2 Evaluation Work Plan

The Evaluation Work Plan submitted to the Management Committee in June 1980 outlined a detailed documentation of objectives, evaluation criteria, (performance indicators), data sources and collection and financial requirements pertaining to the hiring of a research analyst and the conducting of three surveys in the Gros Morne Park area during the summer of 1980.



### 2.3 Performance Indicators

To facilitate a quantitative and qualitative analysis of the final programs and their projects implemented under the Agreement, performance indicators were identified for each. The evaluation team adopted this approach primarily because it felt that before conclusions could be reached as to the performance of the Agreement as a whole, each of the respective projects and programs required analysis. The conclusions reached as to the performance of each project would be used to determine the performance of each program. This in turn would be used to formulate the final conclusion as to the performance of the Subsidiary Agreement as a whole.

Appendix I contains a detailed breakdown of the performance indicators used for each project/program. It will be noted that two types of indicators were employed; namely, efficiency and effectiveness indicators. Efficiency indicators, for the purpose of this report, essentially attempt to establish input-output ratios, the input being largely expenditures incurred and matched against the quantifiable output generated by the expenditure. As well, efficiency indicators center on the internal management of the projects, the overall procedures employed and the programs' general organization as it affected the impact of the program. Generally, in this context, the effectiveness indicators aid in determining

whether or not the objectives of the programs or projects have been attained and attempt to quantify where possible the socioeconomic benefits which have materialized or may materialize in the future (as a result of the project/program expenditures). In many cases quantification was not possible, necessitating a subjective consensus by the evaluation team as to program/ project effectiveness.

#### 2.4 Performance Standards or Norms

The evaluation team attempted, where possible, to obtain from previous experience in the Province and from publications, information as to reasonable levels of efficiency (input-output ratios) and effectiveness which should be attained for the types of program expenditures carried out under the Agreement. It was obviously necessary to take into consideration unique local conditions and the standards were only used as a guidelines in assisting the evaluation team in reaching conclusions as to the relative efficiency and effectiveness of the programs.

#### 2.5 Survey Research Project

The need to collect information on the effect of programs funded under the Subsidiary Agreement and on the current situation in the Park area resulted in a survey research project being conducted during July and August 1980.

The primary purpose of the research endeavour was to obtain information which would contribute to an evaluation of the impact of the DREE Subsidiary Agreement and, more generally, the effect of the creation of the Gros Morne National Park on area communities.

The three surveys that were undertaken in the Gros Morne Park area during the summer of 1980 were the Business, Tourist and Household surveys. The Business Survey was conducted to collect data from local businesses in the Gros Morne area enclave communities, while the Tourist Survey was conducted to obtain information on visitation to the Park and area. The Household Survey was designed to collect data on the perceived and tangible changes in lifestyle of area residents in enclave communities. These surveys have assisted the Evaluation Committee in assessing the socioeconomic impact of the DREE Subsidiary Agreement and the effect of the creation of the National Park has had on the local communities.

Chapter 3

Evaluation of the

Performance of the Agreement

3.1 Introduction

The Gros Morne Subsidiary Agreement was divided into five programs as follows:

	<u>Amount<sup>1</sup></u> \$	<u>%</u>	<u>Amount of<sup>2</sup></u> <u>P.A. Auth.</u> \$	<u>%</u>
1. Planning Studies and Development Programs	279,986	1.3	279,986	1.2
2. Community Infrastructure	16,399,549	71.97	16,370,946	71.6
3. Road Construction	5,966,511	26.1	5,966,511	26.2
4. Technical Supervision	160,000	0.6	160,000	0.7
5. Evaluation Impact Studies	69,993	0.3	69,993	0.3
<b>TOTAL</b>	<u>\$22,876,039</u>	<u>100.0%</u>	<u>\$22,847,436</u>	<u>100.0%</u>

Each of the programs outlined contains a number of projects. The Management Committee for the Agreement had the authority to reallocate funds within a program from one project to another whereas, the reallocation between programs could be done by Ministerial approval only. The allocation of funds and their utilization to March 31, 1983, according to the records of Intergovernmental Affairs Secretariat, are shown in Table 3.1.

<sup>1</sup> These amounts represent the allocations as determined by the Management Committee up to March 18, 1982.

<sup>2</sup> These amounts represent expenditures made up to October 31, 1982.

Table 3.1

Gros Morne Subsidiary Agreement

<u>Program</u>	<u>Utilization of Funds</u>		
	<u>Original Allocation</u> \$	<u>Revised Allocation to March 31, 1983</u> \$	<u>Exp. to March 31, 1983</u> \$
1. <u>Planning Studies and Development Programs</u>			
1.1 Studies related to Tourism Development	100,000	76,800	76,800
1.2 Regional Planning and Land Use Study (Deer Lake to Park Boundary)	70,000	100,027	100,027
1.3 Development Program for Inshore Sports Fishing	<u>300,000</u>	<u>103,159</u>	<u>103,159</u>
Sub-Total	<u>470,000</u>	<u>279,986</u>	<u>279,986</u>
2. <u>Community Infrastructure</u>			
2.1 Rocky Harbour Water and Sewer Systems	3,630,000	4,318,650	4,318,650
2.2 Rocky Harbour Residential Lots (50 serviced lots)	198,000	662,620	662,620
2.3 Norris Point/Neddy's Harbour Water and Sewer System	1,760,000	2,772,310	2,772,310
2.4 Norris Point Residential Lots (25 serviced lots)	110,000	375,375	375,375
2.5 Cow Head/St. Paul's Water and Sewer Systems	1,320,000	3,469,532	3,440,930
2.6 Cow Head Residential Lots (20 serviced lots)	77,000	300,826	300,826
2.7 Trout River Water and Sewer Systems	880,000	2,239,170	2,239,170

Table 3.1

Gros Morne Subsidiary Agreement

<u>Program</u>	<u>Utilization of Funds</u>		
	<u>Original Allocation</u> \$	<u>Revised Allocation to March 18, 1982</u> \$	<u>Exp. to October 31, 1982</u> \$
2.8 Woody Point Water Extension and Sewer Systems	440,000	1,878,501	1,878,501
2.9 Solid Waste Disposal Study and Construction (all Enclaves)	<u>253,000</u>	<u>382,564</u>	<u>382,564</u>
Sub-Total (2)	<u>8,669,000</u>	<u>16,399,549</u>	<u>16,370,946</u>
3. <u>Road Construction</u>			
3.1 Access Roads and & Road Construction 3.5 (and paving) from Highway 430 (73) Norris Point-Neddy's Harbour to Rocky Harbour.	3,025,000	2,052,142	2,052,142
3.2 Highway 430(73) reconstruction approximately 8 miles from St. Paul's to Shallow Bay including the main roads of Cow Head.	2,090,000	2,290,111	2,290,111
3.3 Route 431(44) - 3.4 Upgrading, paving & of approximately 0.7 3.6 miles Woody Point to Park boundary, of approximately 1.2 miles from Park boundary to Trout River and reconstruction of bridges (Glenburnie to Woody Point)	<u>726,000</u>	<u>1,624,258</u>	<u>1,624,258</u>
Sub-Total (3)	<u>5,841,000</u>	<u>5,966,511</u>	<u>5,966,511</u>

Table 3.1

Gros Morne Subsidiary Agreement

<u>Program</u>	<u>Utilization of Funds</u>		
	<u>Original Allocation</u> \$	<u>Revised Allocation to March 18, 1928</u> \$	<u>Exp. to October 31, 1982</u> \$
4. <u>Technical Supervision and Related Expenses</u>	<u>130,000</u>	<u>160,000</u>	<u>160,000</u>
Sub-Total (4)	<u>130,000</u>	<u>160,000</u>	<u>160,000</u>
5. <u>Evaluation - Impact Studies</u>	<u>30,000</u>	<u>69,993</u>	<u>69,993</u>
Sub-Total (5)	<u>30,000</u>	<u>69,993</u>	<u>69,993</u>
 TOTAL	 <u>\$15,139,000</u>	 <u>\$22,876,039</u>	 <u>\$22,847,436</u>

SOURCE: Intergovernmental Affairs Secretariat  
Claiming Records.



From Table 3.1 it can be seen that out of the budget of \$22,876,039 allocated for all programs, \$22,847,436 was spent as of March 31, 1983. It can also be seen that all projects were initiated, however, some projects and programs were enlarged through the reallocation of funds.

As stated earlier, before judgements were made on the performance of the five programs in total, it was necessary to evaluate the performance of each project. This chapter will address itself, in turn, to each of the programs and their respective projects.

The Evaluation Committee acknowledges that many of the Provincial Government departments have officially changed their names (i.e., Department of Municipal Affairs and Housing to Department of Municipal Affairs). However, the Committee has elected to use the name stated in the documentation provided for this evaluation.

3.2 Program 1 - Planning Studies and Development Programs

Objectives: To undertake research studies:

1. to determine the potential for tourism development;
2. to provide an orderly transportation plan for the TCH and the Park Boundary;
3. to determine means of preventing further pollution of water bodies draining into those within the Park;
4. to prepare municipal plans for designated communities; and
5. to investigate the feasibility of construction a marina and sports fishing facility to enhance tourism development.

Original Allocation	\$470,000
Revised Allocation (1980)	289,800
Revised Allocation (1982)	285,674
Utilization - October 31, 1980	227,510
Utilization - March 31, 1983	279,986

This program consisted of three projects which were designed: to prepare municipal plans for adoption by designated communities; to determine the amount of tourism development which was to occur in the enclave communities; to provide for the orderly development of the communities.

3.2.1 Master Tourism Study

Original Allocation	\$100,000
Revised Allocation (1974)	69,000
Revised Allocation (1974)	76,800
Utilization - October 31, 1980	76,843
Utilization - March 31, 1983	76,800

The Gros Morne National Park Area Subsidiary Agreement included a provision for the completion of a Master Tourism Study with an allocation of \$100,000 made available for its financing. This project was intended to facilitate an identification of existent resources, and those required, for tourism development to occur in the enclave communities. A Master Tourism Plan would form the basis for planning and development in the area.

Terms of Reference were drafted to set the parameters of the research study. It was determined that five areas were to be considered to gain an overview of the possible development of the tourism industry in the enclave communities. These were: a) market potential, b) land use planning, c) recreational requirements, d) services to meet the demands of residents, relocatees and tourists, and e) financial resources available for the implementation of tourism development projects. The Terms of Reference also specified that public participation be an integral component

of the research process. A report was demanded as well as a set of maps for each enclave community indicating the natural and cultural features located in each.

Sunderland, Preston, Simard and Associates Ltd. were awarded the contract valued at \$69,000 in November 1974. A month later, an addendum to the proposal was submitted by the consultant and accepted by the Management Committee. Included in this addition was to be an examination of the feasibility of establishing a ski site in the Gros Morne area, possibly by summer 1977. This addendum called for an extra \$7,800, bringing the total commitment to the project to \$76,800.

The research project commenced November 1974 and was completed by December 1975. Copies of the draft plan were circulated for comment to community councils and selected government departments before final submission to the Management Committee. The three-volume report was approved and accepted by the Management Committee in August 1976.

During the research process, representatives of Sunderland, Preston, Simard and Associates Ltd. also acted in a consultants' capacity in relation to the Management Committee. This occurred when decisions were to be made that

could influence the development of the tourism industry in the enclave communities. For example, the consultants were approached for their comments on the recommendations presented in the Deer Lake - Gros Morne Highway Zoning Study regarding the establishment of a highway service centre at Wiltondale. Sunderland et al. were asked to assess the proposal in light of its impact on the economy of the enclave communities. It was believed that integrated planning was essential for the overall tourism development of the Gros Morne enclave area.

The final submission to the Management Committee consisted of a three-volume report compiled by the consultants during their research. Volume I of the Gros Morne Tourism Plan Text, presented an assessment of the potential for tourism development in the area. Firstly, a market analysis presented visitation projections to 1985. Those statistics were then used to assess the implications of the forecasting in terms of future demand for accommodation and recreational facilities. The feasibility of establishing a ski site was given consideration in the study. It was recommended that no major effort be undertaken in this direction for at least five years at which time a feasibility review be completed. The competition of Marble Mountain was seen as too strong to

warrant such a development in the Gros Morne area. That operation adequately met the demand for such a facility in Western Newfoundland.

Each of the enclave communities was discussed in terms of the potential for tourism development. An overview was presented, suggesting development proposals for each community and giving a summary of the overall potential of the area. The requirements of a tourism industry were outlined by services and facilities available and those deemed essential for development. Included were suggestions for the establishment of increased accommodation in the form of luxury hotels, fully serviced campgrounds, etcetera." The amounts of capital essential for development were outlined and the sources of financing identified.

Employment potential in tourism related service industries was examined with the current availability of labour and manpower requirements considered. Finally, "Guidelines for Community Growth" reviewed the tourism potential existent in those communities for which development plans were not being prepared, i.e. Cow Head, Rocky Harbour, and Norris Point. The infrastructure in place and requirements for the future, based on projections, were presented for each

community. Building and landscaping guidelines were sketched bearing in mind preservation of the aesthetic appeal of the area.

It should be noted that the consultants suggested a centralized approach to development concentrated on the communities located on Bonne Bay, i.e., Woody Point, Norris Point, and Rocky Harbour. Consequently, the recommendations concerning the location of facilities, such as luxury hotels, were based on that principle.

Volume II, Gros Morne Tourism Plan Illustrations, contained maps of each of the enclave communities and Parsons Pond which lies on the coastline, north of the Park boundary. Each map identified local, cultural and recreational sites plus those to be developed according to the Tourism Plan Text. Natural features were also included giving their potential for tourism development. These maps also outlined the prospects for tourism development. Existent land use in terms of economic activity generated from non-tourism enterprises was not detailed, although development land was identified.

Volume III, Gros Morne Tourism Plan Appendices, represented a compilation of data collected during the research process. Statistics reflecting information found through park visitor surveys conducted in Gros Morne and Terra Nova National Parks were given. An examination of tourism trends was also included and some forecasting was undertaken. All of the communities in the enclaves, as well as Parsons Pond, were studied and a profile was drawn up for each. These profiles were based on information collected by other researchers plus the field work undertaken by the consultants themselves. Finally, an explanation of the employment figures utilized was included.

The Executive Council sanctioned the release of the Tourism Plan in October 1976. A sub-committee was established by the Management Committee to review the report, coordinate distribution to the public and receive response from concerned individuals and/or groups. It was apparent from the report submitted by the sub-committee that the Tourism Plan essentially lived up to the expectations established in the Terms of Reference. The sub-committee did express doubts about the accuracy of projections based on the inadequacy of data available on visitation. Overall, the sub-committee appeared satisfied with the work produced.



The Gros Morne Tourism Plan appears to be a comprehensive review of the situation existing at the time the research was conducted, however, a number of points were not covered as demanded in the Terms of Reference. Data was not collected on tourist expenditures in the enclave communities at the time of the research. The impact of the relocatees on local communities in terms of infrastructure requirements was not examined. Nor were recommendations made to identify the best location for certain recreational facilities in the enclaves, specifically an outdoor, heated pool, children's playground, and tennis courts. Consideration was also not given to the need for a multi-use complex in spite of this being requested in the Terms of Reference.

The consultants played a fairly active role in the planning undertaken in the Gros Morne area. They were approached by the Management Committee to present their views as indicated above. At one point, representatives of Sunderland, Preston, Simard and Associates Ltd. sought financing for a promotional campaign in support of a luxury hotel. It was their intention to approach Canadian and international hotel business people to find an interested

party to support the venture. This proposal was not accepted by the Management Committee.

R.J. Noah and Associates Ltd., the consulting firm responsible for the Sports Fishery and Marina Demand Study, sought input from Sunderland, Preston, Simard and Associates Limited. R.J. Noah was studying the facilities needed in a marina complex design and required information on projected user demand. As this had been a concern of the Tourism Plan, the authors were asked for their opinion on the subject at hand. The information supplied was contained in the final report submitted by R.J. Noah and Associates Ltd. in 1976.

Projections for the level of development to be achieved in the Gros Morne National Park area are, from today's perspective, rather grandiose. Recommendations for the construction of hotels at luxury, first-class and economy standards appear unrealistic based on the tourism situation in the area at present. It should be noted that at the time of researching, there was a great deal of optimism surrounding the potential for tourism development due to the establishment of Gros Morne National Park. As well, L'Anse aux Meadows National Park was being developed and was expected to draw tourists who would possibly visit Gros Morne National Park en

route. The energy crisis was not perceived as having any influence by altering travel patterns. Given these factors, it appeared that the recommendations made by the consultants were in keeping with the trends of the time.

It is difficult to clearly determine the utility of the Tourism Plan. Undoubtedly, it influenced the formulation of the community development plans for Trout River, Woody Point-Glenburnie, and St. Paul's. These were financed through another project of the Gros Morne Subsidiary Agreement with the contract awarded to Sunderland, Preston, Simard and Associates Ltd., the same consultants who completed the Tourism Plan. The consultants had contributed to studies other than these reports, as previously discussed.

Although the Tourism Plan appears to be of limited value for planning in the area at present, the consultants did meet many of the expectations established in the Terms of Reference.

3.2.2 Regional Planning and Land Use Study

Original Allocation	\$ 70,000
Revised Allocation (1979)	111,000
Revised Allocation (1982)	105,715
Utilization - October 31, 1980	67,626
Utilization - March 31, 1983	100,027

The Regional Planning Program was designed to assist in devising a coordinated development strategy for the enclave communities in relation to the National Park. This included the encouragement of tourism as a vehicle for economic development within the region. Several studies were financed under the Subsidiary Agreement and were designed to assist in an integration process to facilitate an orderly flow of traffic from the Trans Canada Highway at Deer Lake to the southern boundary of the Park. Environmental concerns were also evident for the area as any pollution might affect the Park. A zoning study was initiated to examine these issues.

Provision was also made in the Subsidiary Agreement for the formulation of community development plans for Trout River, Woody Point-Glenburnie, and St. Paul's. Arising from this project was an implementation phase for the plans. This latter endeavour was also sponsored by the Subsidiary Agreement. These three undertakings required commitments of \$12,536, \$22,292, and \$23,060 respectively.

Two other studies were financed under this program relating directly to other projects. A \$1,231 study of the bacteria effects of raw sewage was conducted in St. Paul's Bay to determine the need of a sewage treatment plant for the community. Other research conducted in Cow Head was related to the water system (\$8,496). These studies will be further discussed in the context of the specific program.

Highway Zoning Study (Deer Lake to Park Boundary)

The Terms of Reference for the highway zoning study outlined a number of requirements to assure the orderly development of the area located between the Trans Canada Highway and the Park boundary. The Highway Zoning Study was awarded to Project Planning & Engineering Ltd. of St. John's. The consultant produced a report in August of 1973 indicating the need for control of development for the area leading to the Park boundary. The report outlined the orderly development of three commercial sites at Wiltondale, White Hill Brook and a smaller development at Cormack. The consultant recommended the Wiltondale development because it considered Wiltondale, the end of the line where civilization ended and wilderness began and, therefore, felt that an accommodation and service

point near the southern limits of the Park was essential. The second site recommended for development was White Hill Brook. This was chosen because of the existing number of cabins in the area and its proximity to Bonne Bay Big Pond. It was in fact the first point on the new highway, eleven miles from the T.C.H., where access could be gained to a large pond with splendid scenery. The last site proposed was at Cormack but it was recommended that development of this site take place after work was completed on the other two proposed sites. The summary of conclusions and recommendations indicated that interim action was needed until a comprehensive regional plan was formulated and that in order to control development along the Gros Morne Highway, the Protected Road Regulations be adopted to cover the portion of highway from Deer Lake to the boundary of Gros Morne National Park.

The Evaluation Committee noted a letter to a member on the Management Committee from Sunderland, Preston, Simard and Associates Ltd. dated April 22, 1975, relating to the proposed development at Wiltondale. Sunderland et al. indicated that consideration should be given to restricting development at Wiltondale mainly because it felt that such development would be a detriment to the enclave communities. Development at Wiltondale would result in the formation of a

new community and therefore would not provide employment opportunities to the enclave communities. Sunderland et al. did not agree with the Project Planners' opinion that once you left Wiltondale you were entering complete wilderness, since in as little as 20 miles from the Park boundary one reaches Rocky Harbour. Sunderland et al. also felt that trailer and tent grounds would be acceptable in the Wiltondale area, provided they were located off the highway and not visible from the highway and the Park.

The Evaluation Committee concludes that the consultant met the Terms of Reference and that the objective of providing an orderly transportation plan from the T.C.H. to the Park boundary was achieved. The Committee feels, however, that the recommendations outlined in the letter from Sunderland et al. were more appropriate than were those provided by the study completed by Project Planning & Engineering Limited.

Community Plans - Trout River, Woody Point  
- Glenburnie, St. Paul's

The purpose of this project was to ensure that the enclave communities identified would be able to move toward the adoption of municipal plans. In order to implement the

project, the Management Committee enlisted the services of the Provincial Planning Office, Department of Municipal Affairs and Housing, to draft a terms of reference for public tendering. Such a document was prepared and submitted by the Director of the Provincial Planning Office in November 1974.

Tenders were called with four proposals received from interested consultants. These were reviewed by the Director of Urban and Rural Planning, Provincial Planning Office, as well as a DREE official who was a member of the Canadian Institute of Planners (MCIP). Both parties analysed the proposals and recommended that the contract be awarded to Sunderland, Preston, Simard and Associates Limited. It was noted that the consultant was able to submit the lowest bid due to their previous involvement in the region with the Tourism Plan. The information available to them through that experience lowered the cost estimate that was presented. A contract valued at \$20,000 was signed in March 1975.

According to the terms of reference, the planning process was to be carried out in consultation with the respective councils. The objective was the preparation of a development plan (including a report and maps) for each of the specified communities. A short-term goal was the establishment of policies and guidelines to assist community



councils and other agencies in the control and promotion of local development. In the long-term, the plans were to be "capable of forming the base for more lasting municipal plans at such time as council is ready and able to proceed to this stage". These plans were to form the basis of a ten-year plan projecting the requirements to be met over that period of time.

All work conducted fell under the jurisdiction of the Urban and Rural Planning Act. The consultant was responsible for maintaining contact with the Provincial Planning Office and the Gros Morne Provincial Authority. As well, it was a requirement that continual liaison occur between the consultant and the councils to maximize the input of the latter groups into the plans. It was suggested that at least three meetings be held with councils or local groups during the stages of formation of the plans until their final adoption. The consultants' task would be completed upon the acceptance of the plan by the councils. It would also have to be approved by the Provincial Planning Office and the Gros Morne Provincial Authority. This approval was to be based upon the plans conformity with related legislation and policies of federal and provincial governments.

The consultants did arrange to hold discussions with local councils and the development associations for their contribution to the development plans. Future land use plans were given tentative approval by the Provincial Planning Office in July 1975. Finalized plans for Trout River and Woody Point were later presented to the Management Committee in October 1975. Plans for St. Paul's were delayed due to the council's dissatisfaction with the Park boundary that was established. Discussions with Parks Canada in Ottawa revealed that boundaries would not be altered in spite of local dissatisfaction.

It should be noted that despite acceptance of these plans by the Gros Morne Provincial Authority, they did not receive approval from the councils concerned. It had been a condition of the terms of reference that the consultant's contract would not be fulfilled until the work they produced was deemed acceptable by the local governing bodies. This was not the case with this contract.

In April 1978, the co-ordinator of the Gros Morne Provincial Authority requested that the Management Committee grant approval for hiring a regional planner. The services of the planner consisted of a six-month period of employment to work in the enclave communities. A terms of reference was

drafted by the Provincial Planning Office for the implementation program.

The Planning Implementation Program was an effort to institute the plans produced by Sunderland, Preston, Simard and Associates Limited. According to the terms of reference, the plans were to be reviewed and standardized before they would be suitable for acceptance. An educational program was to be undertaken to familiarize local councils with the policies contained in the plans plus the process of planning and the administration of their regulations. The plans and regulations would be formally adopted by council with the assistance of the consultants. Finally, a report was to be prepared on "the attitudes of council toward planning and development control and criteria for establishing an effective system of development control for the Gros Morne Park communities." The consultant was required to work closely with local councils, the Provincial Planning Office, and the Gros Morne Provincial Authority office.

Proposals received were reviewed by the Provincial Planning Office with the consulting firm of Sunderland, Preston, Simard and Associates Ltd., submitting the lowest bid of \$15,300 plus expenses. The services of a Mr. J.A. Abbas

were given to the project on a full-time basis for a six-month period starting in June 1978. One month later the Planning Implementation Program was combined with the Evaluation Study being conducted at that time, to defray the cost of the expenses associated with each.

It appears that Mr. Abbass eventually assumed the position as an individual planner responsible for the project taking a leave of absence from the consulting firm. Reference is made to this fact in the records examined, although no official statement was found confirming this situation. It should be noted that little written information was located on this<sup>s</sup> matter.

From discussions with the Department of Municipal Affairs and Housing, it is evident that the plans were never adopted by local councils. The finished product from the planning implementation program was a commentary on the communities and the attitude of the residents toward the Park. The paper's analysis was based on a series of meetings which discussed the issues facing the enclave communities.

Although the plans were approval by the Department of Municipal Affairs, at the time of writing this report, the Provincial Planning Office has also designed an additional set of community plans for all of the communities in the enclave

areas. Given the previous investment in the area directed toward regional planning, it is questionable whether the Department of Municipal Affairs and Housing should have to be involved in this process. The finances committed under the Subsidiary Agreement should have assured that plans were in place for the communities of Trout River, Woody Point Glenburnie, and St. Paul's. Undoubtedly, the consultants were working in a social environment which was not the most receptive to their work. The hostilities felt towards the establishment of the National Park were particularly strong at the point of the consultant's involvement. One still must question the fact that little was seemingly accomplished after a \$45,000 expenditure. The utility of the plans presented by the consultants is indeterminable as they have not been formally accepted. Local councils were given copies of the completed plans and may have used them as reference documents in their activities.

The consultants work appears to have been somewhat lax as neither contract fulfilled its stated objectives. Consequently, the contribution made to regional planning in the enclave communities has been rather limited in spite of the \$45,000 invested under the Subsidiary Agreement.

3.2.3 Inshore Sports Fishery and Marina Study

Original Allocation	\$300,000
Revised Allocation (1980)	102,000
Revised Allocation (1982)	103,159
Utilization - October 31, 1980	83,041
Utilization - March 31, 1983	103,159

This project was initiated to explore the feasibility of inshore fishery activities in the Gros Morne National Park area, assess the options available and contribute to a development scheme. It was anticipated that a program supporting an inshore sports fishery would encourage tourism development in the Park area.

In order to determine the potential for development programs for an inshore sports fishery, a research study was suggested. A terms of reference was drafted under the auspices of the Management Committee with input from representatives of the provincial Department of Fisheries, Parks Canada and the Ministry of Transport. The original scope of the study was broadened to allow examination of the demand for a marina complex as well as for an inshore sports fishery. The terms of reference as distributed when tenders were called, are shown on the following page.

Terms of Reference

1. Development of an inshore (saltwater sports fishery)
  - a) the demand for this type of activity,
  - b) what species and quantity of fish are available and what species should be emphasized in the development of an inshore sports fishery,
  - c) what types of boats and other equipment is required to carry out these fishing activities,
  - d) examine existing boats and provide the cost required to modify them for sports fishery,
  - e) what is the cost of the recommended boats and other equipment including any required shore facilities,
  - f) what are the insurance and other legal requirements for proposed operators? The final report should contain a copy of all federal and provincial regulations that would apply to such an operation,
  - g) what is the length of the season when such activities can be carried out?

The consultant should make recommendations regarding the actual operation of a salt water sports fishery; e.g., the availability of suitable existing equipment, the need for

additional equipment, the need for advertising, rental rates to be charged, etc.

2. Identify the demand for a marina complex.
  - a) what is the demand for this type of facility?
  - b) what types of facilities are required? Provide recommendations on the various levels of development, i.e., ideal, barely functional and recommended best type,
  - c) where is the most suitable location?
  - d) what is the cost of providing the recommended facilities?
  - e) what is the expected operating cost?
  - f) who should operate and manage a marina - government or private?
  - g) during what time frame should this be developed?

Public Participation: During the study program contact should be made between the contractor and interested organized groups and individuals in the area to ensure that the study will consider the interest of the residents in the area. Such public contact should be arranged in conjunction with the Gros Morne Provincial Authority.



Reporting Procedure: The contractor will report periodically to a DREE Management Committee. Day-to-day problems will be dealt with by the Gros Morne Provincial Authority.

The contract for the study was awarded to R.J. Noah and Associates Ltd. in November 1974, for the amount of \$29,000. An addenda was later accepted to the original terms of reference based on a proposal submitted by the consultant in January 1975. It was suggested that the potential for a bluefin tuna sports fishery be examined separately by way of an exploratory fishing trip. The purpose of the trip was to tag and release tuna caught; record data on sightings, numbers, weather conditions, water temperatures, time, location, style of trolling, and species of bait. A tuna boat was to be hired with four crew members. The trip would also require the services of a project director and an observer. The estimated total for this study was \$8,000.

The need for the services of a fisheries specialist was also included in the proposal. Dr. W. Templeton, an expert in marine biology, was available to contribute to the research project. Dr. Templeton was expected to identify species, occurrence, distribution, and habits of suitable

species, plus generally guide the exploratory fishing effort. His assistance was also expected in the development of the final recommendations to be presented in the consultant's report. The Management Committee approved an additional \$1,500 for Dr. Templeton's fee, bringing the total allocation to \$39,000. The actual expenditure was \$39,072.

Interim reports were submitted by the consultant with a final report, Gros Morne Sports Fishery and Marina Demand Study, accepted by the Management Committee in August 1976. The report was approved for release to the public by the Executive Council in December 1976. A sub-committee of the Management Committee was established to review the report, coordinate its release to the public, receive comments from individuals and groups, and make recommendations based on their findings. The sub-committee's review was to assist the Management Committee in developing their own recommendations to be presented to the Executive Council.

During the work of the above-mentioned sub-committee, individual members presented their reviews of the consultant's report. It was apparent from the submissions that the members believed the consultant did not meet the

terms of reference established. The information sought was not supplied as demanded. There were indications that potential existed for an inshore sports fishery, particularly for cod and mackerel. As well, a site was selected for a marina complex in the area. Several shortcomings of the report were also identified. The demand for an inshore sports fishery was not clearly presented and criticism was levied against the quality of information provided concerning the species of fish available in the area. There was neither an inventory of facilities already existing in the area nor projections of equipment required for an inshore sports fishery development program. The associated costs and regulations were not discussed.

The marina demand study was also lacking in terms of providing the data requested by the terms of reference. Recreational boating patterns for Newfoundland were estimated based on the relationship between household income and recreational boating activity. This was modelled upon a study conducted in the northeastern United States in 1962. The data supplied was questioned given the assumptions made by the consultant in conducting his research.

A location was suggested by the consultant for the proposed marina complex. This conclusion was reached after considering alternate sites. It should be noted that the consultant presented a convincing case for Neddy's Harbour north side but eventually recommended Neddy's Harbour south side.

The bluefin tuna exploratory fishing trip did not appear to meet the terms of reference established by the Management Committee. Very little information was contained in the report concerning the potential for a bluefin tuna sports fishery in the area. Instead an extensive description of the excursion was presented including the capture of a 710 pound tuna. This fish was not tagged and released, but taken to Lewisporte for weighing. This changes the nature of the "exploratory fishing trip". There were no recommendations arising from this section of the report except the suggestion that a similar experiment be conducted in 1976. This was not approved by the Management Committee.

Dr. Templeton's input is not clearly demarcated in the final report. A section entitled "Species Occurring in Bonne Bay" included the identification and description of species, however, details concerning the distribution and presence of the fish in Bonne Bay were not presented.

Public participation in the consultant's report appears to have been limited. Input was received from the Assistant Superintendent of the Park regarding wind and water conditions in Bonne Bay. This contributed to the identification of an appropriate site for the marina. Sunderland, Preston, Simard and Associates Ltd. were consulted given their involvement in the design of a tourism plan for the Gros Morne National Park area. Their input was received in relation to the marina complex and the facilities that would be required.

The location selected at Neddy's Harbour was the cause of a certain amount of controversy. There had been in the past a degree of animosity between the north and south sides of Bonne Bay partially derived from the pattern of development of the Gros Morne National Park. Administrative offices had been centered in Rocky Harbour leaving the perception that the area has benefited to the greatest extent. The residents of the south side generally hold the opinion that this hinders tourism and other development opportunities for their area. Consequently, the proposal that a marina be constructed in the Rocky Harbour-Norris Point enclave area was met with opposition from the south side of Bonne Bay. Concern

was also expressed that a marina development would interfere with the commercial fishery in the area.

The marina complex did not gain approval for construction due to the lack of demand for such a facility. It was evident from the consultant's study and the sub-committee's work that small trailerboat haulouts were more urgently needed in the area. The Department of Fisheries had expressed intentions of constructing a marine service centre in the Woody Point enclave under the DREE Inshore Fisheries Subsidiary Agreement. It was agreed that recreational boaters could make use of this facility. It was, therefore, decided that Neddy's Harbour would be the site where a trailer-boat haulout would be constructed under the Gros Morne Subsidiary Agreement. The contract for construction was awarded in July 1980 to Norock Associates Ltd. for \$45,900. It is difficult to determine whether recreational boating will interfere with commercial fishing in Bonne Bay. It has been suggested that a booklet be made available to boaters containing information on the location of moorings.

The project objectives established by the Subsidiary Agreement were met insofar as an investigation into the

feasibility of constructing a marina and sports fishing facility was conducted. An investment was made which resulted in meeting the demand expressed for facilities by commercial inshore fishermen and recreational boaters, that is, the trailer-boat haulout in Neddy's Harbour. The consultant's report, however, was inadequate in relation to the terms of reference established for the work contracted.

#### 3.2.4 Conclusion

The Evaluation Committee feels that the Gros Morne Tourism Plan appears overall to have been a comprehensive review of the situation existing at the time the research was conducted. The Evaluation Committee feels, however, that a number of issues requested in the terms of reference were not covered as requested. Given the fact that there was much optimism surrounding the potential for tourism development due to the establishment of both the Gros Morne National Park and the L'Anse Aux Meadows National Park and the fact that the energy crisis was not perceived as being a detriment to travel patterns, the recommendations made in the Tourism Plan were acceptable at the time. Given the present situation, however, they appear somewhat unrealistic.

The Evaluation Committee feels that the Regional Planning and Land Use Study was of limited success, as although the community plans developed by the consultant were accepted by the Gros Morne Provincial Authority, they were never accepted or adopted by the local community councils concerned.

Given the investment made towards regional planning (\$45,000) under the Subsidiary Agreement, it is unfortunate that the Department of Municipal Affairs and Housing has to be involved in the process of designing a set of community plans for the enclave communities. The Evaluation Committee does note that the consultants were working in a social environment which was not receptive to their work or to the establishment of the National Park, however, the fact remains that the objectives of the contracts awarded to the consultant were not met.

The Evaluation Committee concludes that the objective of providing an orderly transportation plan from the TCH to the Park boundary was achieved. The Committee, however, feels that the recommendations outlined by Sunderland et al. were more appropriate with respect to development than were those proposed by the Deer Lake to Gros Morne Park Boundary Study.



The Evaluation Committee feels that the objectives of the Inshore Sports Fishery and Marina Studies Report were met to a some degree. An investigation into the feasibility of constructing a marina and sports fishing facility was conducted and resulted in a trailer-boat haulout in Neddy's Harbour being constructed to meet the demand of commercial inshore fishermen and recreational boaters. The Evaluation Committee, however, feels that the consultant's report was inadequate in relation to the terms of reference established for the work contracted.

The Evaluation Committee feels that the objectives of the Planning Studies and Development Program were met to a certain extent with the exception of the Regional Planning and Land Use Study.

3.3 Program 2 - Community Infrastructure Program

Objectives: To provide serviced residential lots, water and sewer systems, solid waste disposal sites, and sewage treatment plants to enclave communities; To raise the quality of life of area residents; To protect fresh and salt waters from pollution; and, To preserve the aesthetic value of the landscape to fit with the National Park.

Original Allocation	\$ 8,668,000
Revised Allocation (1980)	16,438,088
Revised Allocation (1982)	16,380,494
Revised Allocation (1983)	16,399,549
Utilization (1976)	8,306,426*
Utilization (1978)	11,717,286*
Utilization - October 31, 1980	15,252,684
Utilization - March 31, 1982	15,941,265
Utilization - March 31, 1983	16,370,946

This program consisted of nine projects all designed to improve the quality of life for the Gros Morne area residents through the installation of water and sewer systems and the construction of solid waste disposal sites in all enclave communities. The construction of residential lots was designed to facilitate the orderly development of growth within the enclave communities through the provision of serviced lots for relocated individuals and families desiring to remain within the Gros Morne area.

\*Estimated Utilization

3.3.1 Rocky Harbour Water and Sewer System

Original Allocation	\$3,630,000
Revised Allocation (1978)	3,792,058
Revised Allocation (1979)	3,968,912
Revised Allocation (1980)	4,697,187
Revised Allocation (1982)	4,330,545
Revised Allocation (1983)	4,318,650
Utilization (1976)	3,106,014*
Utilization (1978)	3,642,743*
Utilization - October 31, 1980	4,317,390
Utilization - March 31, 1982	4,330,544
Utilization - March 31, 1983	4,318,650

This project's objective was to improve the quality of life for residents of the community of Rocky Harbour through the installation of a water and sewer system to connect the local households to this service. Provision was also made to extend this water and sewer service to the West Link access road for the use of potential commercial developments.

Installation and connection of the Rocky Harbour water and sewer was conducted in three phases:

- Phase I - Installation of the in-community water and sewer systems;
- Phase II - Construction of a supply line from the source, Little Rocky Harbour Pond, to the in-community distribution system; and

\* Estimated utilization

Phase III - Purchase and installation of the sewage treatment plant at Rocky Harbour Bottom. Connection of the water and sewer service to the West Link access road.

Work on the Rocky Harbour water and sewer system began in 1974 when the contract for Phase I - installation of the in-community system was awarded to Babb Construction Limited of Harbour Grace, Newfoundland. The contract price for Phase I was \$1,688,454 plus \$168,846 for engineering for an estimated total cost of \$1,857,299. The contract price for Phase II - the supply line to the in-community system was also awarded at the same time to Babb Construction Limited for the contract price of \$1,134,287 plus \$113,429 for engineering, giving an estimated total cost of \$1,247,716. These two phases were later combined to facilitate more accurate accounting control.

Installation of the sewage treatment plant was awarded to Ken White (1973) Limited at \$326,219. The purchase of the sewage treatment plant from Industrial Systems Limited was approved in February 1976 at a cost of \$103,542. An additional \$15,543 was authorized to cover extra charges due to changes in the blowers and the chlorination unit.

Installation of the sewage treatment plant was completed and in operation by July 1977.

A number of problems arose with respect to the completion of the Rocky Harbour water and sewer system. At Management Committee Meeting No. 21 (summer 1976) concern was expressed that Babb Construction Limited was already one year behind schedule. In January 1977 the main portion of the water system for the community was turned on. At that time 40 households had yet to be connected to the water system with the major part of the sewer system still not functioning. A considerable amount of testing was also left for the coming spring. Installation and operation of the water and sewer system was finally completed in September of 1977 at a total cost of \$3,401,485. It should be noted that not all of the community of Rocky Harbour was connected to the water and sewer. A section of the community, Shear's Lane, had to be omitted from the original contract due to the exorbitant cost per unit of servicing attributable to the land grade. The Evaluation Committee certainly agreed with Management's decision to prioritize areas for servicing.

In November of 1977, after the water and sewer system had been completed, the Management Committee were informed that Babb Construction Limited, the contractor, and Newfoundland Design Associates Limited, the consultants for

the project, were in dispute over the final costs attributable to the project. The contractor had indicated his intention to claim for extras in connection with the river crossing and Gospel Hall sections (Phase I) due to changes in the site plans, and delays which he contended caused considerable difficulty in completing the project. In other correspondence, the contractor indicated that the extremely bad soil conditions over a large portion of the job had warranted the bringing in of a soil specialist by the consultant to deal with the problem. The soil conditions, the contractor felt, had caused a lengthy delay in completing the project, resulting in considerable extra expense.

In October of 1978, the Management Committee decided that no further action would be taken until the contractor had submitted a final claim for services. In July of 1979, Babb Construction Limited submitted a claim for additional costs incurred on Phase I in the amount of \$393,611 plus interest. This matter was referred to the Provincial Department of Justice for a recommendation. The Department of Justice recommended that the Gros Morne Provincial Authority negotiate with the contractor's solicitors. This was done but the matter was not settled. In February 1980, the Department of Justice recommended compensation be paid to Babb Construction Limited on the contract overrun claim as per the report

completed by the consultant, (approximately \$100,000) Newfoundland Design Associates Limited. In April 1981, Babb Construction Limited initiated legal action to recover the additional expenses incurred on Phase I of the Rocky Harbour water and sewer project. The Management Committee authorized the payment of \$100,000 to the Supreme Court of Newfoundland against the contractor's claim. The dispute was settled in February 1982 when an out of court settlement was reached with Babb Construction Limited. The \$100,000 paid by the Management Committee to the Supreme Court of Newfoundland was accepted by Babb Construction in full settlement for the outstanding claim.

Additional costs incurred for Phases I and II of the project included \$4,011 to lift manholes to allow paving, \$6,257 for the installation and supply of power facilities to the chlorination building by the Newfoundland and Labrador Hydro Corporation (NLHC) and \$8,129 for connection of underground services between the Visitor's Reception Centre and the chlorination building. Total costs incurred for installation of the in-community system, construction of the supply line and installation and operation of the sewage treatment plant were \$3,871,753 (not including the settlement).

West Link Access Road Servicing

Provision was also made under the Rocky Harbour water and sewer system project to connect the West Link access road, the area designated for use by future potential commercial and light industrial users. During 1977, five routes were suggested by Newfoundland Design Associates Limited, the consulting engineers, as possibilities for the Service Link (0.2 miles) connecting the West Link access road to the main water and sewer system. This matter was later referred to the Department of Consumer Affairs and Environment for a recommendation before a final decision was made. Approval was given to Route 3 by the Department of Consumer Affairs and Environment in January 1978. However, the consultant for the project disagreed with the selection of Route 3 because of the extraordinarily high maintenance costs. The consultant was then requested to provide an estimate for the next least costly route, Route 1. In March 1978, consideration was given to both Routes 1 and 3, with Route 3 being approved by the Management Committee after much discussion. The decision to select Route 3 was based on the fact that this route was initially more economical and did not encroach on private property, while Route 1 required an estimated \$90,000 over Route 3 and would encroach on private property. However, further opposition to Route 3 was encountered from the Rocky Harbour Town Council and Parks Canada, again on the grounds of



high maintenance costs. In September of 1978, the decision to select Route 3 was reversed and approval was given to Route 1 on the condition that the Department of Tourism would expropriate private land if a price agreement could not be negotiated.

Construction activity on the Service Link was conducted in two phases. In October of 1978, Phase I of the Rocky Harbour West Link Sewer Service was awarded to Pinsent Construction Limited at a contract price of \$149,315. Phase I was sub-contracted to Bonne Bay Contractors Limited and was 80% completed by November 1978 when operations ceased for the winter months.

At this time the West Link Policy Committee was formed comprised of members from the Gros Morne Provincial Authority, the Department of Municipal Affairs and Housing, Newfoundland and Labrador Housing, the Rocky Harbour Community Council and the Department of Forestry and Agriculture, Crown Lands Division. The Committee was responsible for zoning and pricing land along the West Link access road, and for setting development and marketing procedures for the commercial lots. In April 1979, the Committee recommended that the West Link area be zoned light industrial, commercial, and highway commercial with land to be sold at \$60.00 per foot of frontage.

Phase I, sub-contracted to Bonne Bay Contractors, was completed in May 1979 at a final cost of \$117,423. Phase II of the Service Link was awarded to Bay Developers of Corner Brook, Newfoundland at a contract price of \$174,804. The contractor commenced work in May 1979 and completed the contract in October 1979. At the request of the Rocky Harbour Community Council, three fire hydrants were installed on the West Link access road. Bay Developers were given approval by the Management Committee to perform this work as an extension to their contract. Total direct costs incurred on Phase II of the project, including installation of fire hydrants, was \$188,847. Total costs for both Phase I and Phase II of servicing the West Link access road, including both direct and indirect costs, totalled \$336,897.

### 3.3.2 Norris Point Water and Sewer System

Original Allocation	\$1,760,000
Revised Allocation (1978)	2,777,316
Revised Allocation (1980)	2,781,711
Revised Allocation (1982)	2,772,310
Utilization (1976)	2,140,602*
Utilization (1978)	2,524,833*
Utilization - October 31, 1980	2,705,983
Utilization - March 31, 1983	2,772,310

This project was designed to improve the quality of life for residents of the community of Norris Point/Neddy's

\*Estimated Utilization

Harbour through the construction of a water and sewer system. It was envisaged that through the provision of basic infrastructure Norris Point/Neddy's Harbour would develop as a service centre for the Gros Morne National Park.

Installation of the Norris Point/Neddy's Harbour Water and Sewer was conducted in two phases:

- Phase I - Installation of the supply and distribution system;
- Phase II - Purchase and installation of the sewage treatment plant near Wild Cove.

Approval was given at Management Committee Meeting No. 2 to award Phase I - installation of the supply and distribution system - to Viking Construction Limited at a tendered cost of \$1,665,102 plus engineering for a total estimated cost of \$1,831,611. In September 1976, an extension to this contract was approved to cover the cost of installing connections within 3 feet of existing homes in Neddy's Harbour and for 10 homes in the new subdivision in Norris Point.

Approval was given originally to purchase a sewage treatment plant from Industrial Systems Limited at a cost of

\$86,905. However, the purchase price was subsequently increased to \$93,500 to cover the cost of the installation of chlorination equipment. In late 1975, Pinsent Construction Limited of Stephenville was awarded the contract for installation of the Norris Point sewage treatment plant.

Although work on the Norris Point Water and Sewer system commenced in 1974, it was not completed and in full operation until November 1978. A number of problems arose with respect to the system. In May 1978, concern was expressed by the Management Committee over the continuous problems being experienced with the operation of the system. In June 1978, the Norris Point Community Council made it clear that it would not accept responsibility for the Sewage Treatment Plant until it was operating properly. A number of recommendations were made by the consultant, Gorman Butler Associates Limited, in a letter to the Department of Municipal Affairs and Housing. It outlined the need for repairs and the installation of a canopy, lights, drain valves, etc., necessary to get the sewage treatment plant operating efficiently. The Management Committee approved the repairs and the system was finally made operative in November 1978.

The Evaluation Committee understands that further problems arose with the system in 1979 which required that

additional funds (\$4,049) be expended to cover the cost of raising overflows in sewage lift stations Nos. 4, 5 and 6. The Department of Municipal Affairs and Housing in 1979 also requested further Agreement funds to replace the pumps in lift stations 1 and 2, however, the Management Committee refused approval of this request as the system had been turned over to the Department and maintenance and repairs was now its responsibility.

The Evaluation Committee concludes that the communities of Norris Point/Neddy's Harbour now have an operational water and sewer system. Final costs for the Norris Point/Neddy's Harbour water and sewer system were \$2,772,310 a total of \$1,012,310 or 57.5% over and above the original allocation for the project.

3.3.3 Cow Head/St. Paul's Water and Sewer Systems

Original Allocation	\$1,320,000
Revised Allocation (1977)	2,442,383 <sup>1</sup>
Revised Allocation (1978)	2,658,869
Revised Allocation (1980)	2,966,782
Revised Allocation (1982)	3,445,010
Revised Allocation (1983)	3,469,532
Utilization (1976)	845,084 <sup>2</sup>
Utilization (1977)	2,246,278 <sup>2</sup>
Utilization (1979)	2,759,024 <sup>2</sup>
Utilization - October 31, 1980	2,999,507
Utilization - March 31, 1982	2,989,723
Utilization - March 31, 1983	3,440,930

Installation of the Cow Head/St. Paul's water and sewer system was conducted in three phases:

Phase I Installation of the water and sewer system in the community of Cow Head;

Phase II Purchase and installation of the sewage treatment plant at Cow Head; and

Phase III Installation of the water and sewer system in the community of St. Paul's.

<sup>1</sup> St. Paul's water and sewer system project did not start until 1977. At this time, the original allocation of \$1,320,000 had been expended on the Cow Head water and sewer system necessitating a revised allocation to cover the cost of installation of the water and sewer system at St. Paul's.

<sup>2</sup> Estimated Utilization

Cow Head Water and Sewer System

Original Allocation	\$1,320,000 <sup>3</sup>
Revised Allocation (1977)	1,306,504
Revised Allocation (1981)	1,306,962
Utilization (1976)	845,084 <sup>4</sup>
Utilization (1977)	1,106,399 <sup>4</sup>
Utilization - October 31, 1980	1,385,496
Utilization - March 31, 1983	1,306,961

Approval was given at Management Committee Meeting No. 1 to award the contract for Phase I - installation of the water and sewer system in the community of Cow Head to Dart Construction Limited of Grand Falls. The contract price was \$621,868 plus engineering for a total estimated cost of \$684,055. Dart Construction completed its contract in the summer of 1975 at a total cost of \$818,086, approximately \$194,218 over and above the original contract. Revisions in the contract recommended by the consultant, Project Planning and Engineering Limited, increased the contract price awarded to Dart Construction Limited.

<sup>3</sup> This amount was originally allocated for both the Cow Head and St. Paul's water and sewer systems.

<sup>4</sup> Estimated utilization.

Work on Phase II - purchase and installation of the sewage treatment plant at Cow Head began in May 1975 when M & M Construction Limited of St. John's was awarded the contract for the intake and the remainder of the main sewage line. The contract price was \$237,560 plus engineering for an estimated total cost of \$261,316. The sewage treatment plant was purchased from Industrial Systems Limited in June 1975 for \$69,615. This price was later revised upwards to \$71,500. Upon completion of the intake and mainline, in October 1975, M & M Construction Limited was awarded installation of the sewage treatment plant at a contract price of \$83,000 plus engineering for an estimated cost of \$91,300. M & M Construction Limited completed its contract on the sewage treatment plant in the fall of 1976. Final cost to March 31, 1982, for the intake and main sewage line was \$207,288, while final cost for installation of the sewage treatment plant was \$162,973. The cost of the Cow Head water and sewer system was \$1,188,146 plus engineering for a total of \$1,306,961.

Although the original budget for both the Cow Head and St. Paul's water and sewer systems was \$1,320,000, the Cow Head system consumed most of this budgeted amount. This necessitated the allocation of additional funds to cover the cost of the St. Paul's system.



The Evaluation Committee understands that although the sewage treatment plant was completed in the fall of 1976, it was operating for only a brief period of time. The plant did not operate properly because of the fact that it had tilted out of alignment. Project Planning and Engineering was informed of this problem by the Management Committee in the fall of 1977. In September of 1978, the consultant advised the Department of Municipal Affairs and Housing that the plant had tilted due to the existence of a compressible soil layer underneath a portion of the plant and the cost of rectifying the results of that settlement would be \$15,300. The consultant also noted that the plant had deteriorated during the period of shutdown and had not been properly maintained. The consultant estimated the cost of start-up and repairs because of deterioration would be \$20,285, however, they did not feel that the repairs were justified. The consultant felt that because the Cow Head system had been run on by-pass for the two years while the plant was inoperative, with no noticeable damage to the environment, the need to repair the plant was not really necessary. The consultant also felt that given the population densities on the Northwest coast, it was difficult to justify and readily accept the thesis that a sewage treatment plant was mandatory in such exposed areas where dilution levels were so high and population levels so low.

Nevertheless, the Department of Municipal Affairs and Housing then requested that \$35,585 be authorized under the Gros Morne Subsidiary Agreement to rectify the problems with the Cow Head sewage treatment plant. The Management Committee denied approval of these funds because no funds were remaining in the Agreement for this request, and the system was now the responsibility of the Department of Municipal Affairs and Housing to maintain.

The Cow Head Town Council, in late 1979, informed the Management Committee that the water system was inadequate to accommodate the town's future economic (proposed fish plant) and safety requirements (fire protection). The Management Committee gave approval to conducting an option and feasibility study to increase the water pressure of the Cow Head water system. In February of 1980, Newplan Consultants Limited was awarded the contract for the study. A final report on the existing water system and the feasibility of increasing the water pressure was tabled in April of 1980. The town council then requested financial assistance to install one of the systems proposed as feasible in the Newplan study. However, additional funds were not available under the Subsidiary Agreement for work to increase the water pressure at that time.

The Evaluation Committee concludes that the objective of providing infrastructure in the form of a basic water and sewer system for the community of Cow Head has been met. However, the Committee also notes that the system originally envisaged is not operational. The sewage treatment plant has never worked properly since installation and is not likely to be operational in the future. The problems of tilting, further deterioration, as well as the costs to repair the plant, tend to suggest that future operation is unlikely and economically unfeasible.

The Evaluation Committee feels that the problems encountered with the Cow Head sewage treatment plant should not have been allowed to occur. The Committee feels that the problem with the site on which the plant was built should have been foreseen by the consulting engineers when engineering studies were carried out to determine the feasibility of the site. The Committee cannot determine who ultimately accepted responsibility for the problem. Obviously Project Planning and Engineering did not accept the responsibility as their letter to the Department of Municipal Affairs and Housing, in September of 1978, indicated that they felt a sewage treatment plant was not necessary given the population and the small amount of pollution involved. The Management Committee in its minutes of October 17, 1977, placed the blame for the problems

encountered on the Department of Municipal Affairs and Housing's tardiness in assuming responsibility for the system as a whole.

With respect to the Cow Head water system being inadequate to accommodate future economic requirements, the Agreement's main requirement was to provide basic infrastructure needed to aid Cow Head in developing as a service centre for the Gros Morne National Park. The Evaluation Committee feels that the Management Committee was generous in allowing a study to be conducted to assist the town council in determining alternatives to increase the water pressure of the Cow Head water system. The Committee notes that additional funds to increase the water pressure were approved by the Management Committee. Pelley Enterprises Limited was awarded the contract to construct a new water line off the main system and completed the project at a cost of \$361,498 (\$328,635 plus engineering). The Evaluation Committee feels that instead of approving these additional funds, the funds expended earlier on the sewage treatment plant could have been used towards increasing the water pressure for the water system.

The Evaluation Committee concludes that the basic infrastructure in the form of a water and sewer system for Cow Head has been put in place. However, the problems with the sewage treatment plant need not have occurred with better planning and foresight.

St. Paul's Water and Sewer System

Original Allocation (1978)	\$1,135,879
Revised Allocation (1979)	1,656,784
Revised Allocation (1980)	1,659,392
Revised Allocation (1981)	1,638,911
Utilization (1978)	1,351,479*
Utilization (1979)	1,451,634*
Utilization - October 31, 1980	1,614,011
Utilization - March 31, 1982	1,682,762
Utilization - March 31, 1983	1,772,471

In May 1975, R.T. O'Keefe, consulting engineers, were engaged to conduct a preliminary design and provide cost estimates for Phase III - the St. Paul's water and sewer system. Construction activity on the project did not commence, however, until September of 1977, when O'Connell Limited of Corner Brook was awarded the main contract for

\*Estimated Utilization

provision of water and sewer services to the community. The estimated cost was \$1,032,617 (Contract I), plus engineering for a total cost of \$1,245,878. The main contract (Contract I) did not provide for the proposed intake and pumphouse (Contract II).

O'Connell Limited completed Contract I in July 1978, at a cost overrun of \$195,999. The consultant approved the overruns for additional labour, equipment and materials necessary to complete the project. The Management Committee authorized payment of the \$195,999 in November 1978. A bonus of \$16,200 was also authorized for payment to O'Connell Limited for early completion of the contract. O'Connell Limited also submitted a claim of \$63,961, but this amount was not approved by the Management Committee. However, O'Connell Limited brought legal action, resulting in an additional \$15,948 being awarded by the Courts. The total contract paid to O'Connell Limited, including the court settlement, was \$1,303,419, a difference of \$270,802 or 26% over and above the original contract awarded.

Other costs approved under this project were \$50,285 for the construction of a hydro transmission line to Two Mile Pond and \$4,753 for the raising of manholes. Final costs incurred for the installation of the St. Paul's water and sewer main system were \$1,772,471 including engineering.

Contract II - Intake and Pumphouse

In June 1978, the Management Committee requested that the consultant prepare a design plan and cost estimates for the intake and pumphouse - Contract II. Later the consultant was also requested to prepare a design plan and cost estimates for the operation and installation of a sewage treatment plant for the St. Paul's system. A number of problems arose with respect to Contract II. R.T. O'Keefe tabled cost estimates for both the pumphouse/intake and the sewage treatment plant at Management Committee Meeting No. 44. Estimates were also provided for operation and maintenance of the sewage treatment plant. However, the consultant failed to produce the design plan for the intake and pumphouse at this time. The Management Committee was also having difficulty in obtaining from the consultant the final costs for Contract I.

In October 1978, the Management Committee wrote the consultant outlining its concern over the delays in scheduling the completion of a comprehensive water and sewer system for the community of St. Paul's. The Management Committee indicated that it had not been provided with detailed plans of the pumphouse and related work, and expressed concern that the main system itself had been completed a considerable time ago. The Management Committee noted that the consultant had been engaged to conduct the design of the full system for over a year. The Management Committee in its letter requested that it be provided with a written brief outlining the current status of the project including the scheduling of the initial phases of development beginning with the preliminary design, tendering dates, construction schedule costs, etcetera. The Management Committee also requested explanations for any overruns in connection with the main contract, a final design of the uncompleted work with final cost estimates, and a summary indicating the full cost of the complete water system.

In November 1978, the Management Committee was informed that there was still a delay in obtaining the design of the pumphouse and intake, this being due to a decision on



whether to use mechanical or electric pumps. The consultant assured provision of the design by December 1, 1978. At this point, the Management Committee agreed that, if plans for the pumphouse and intake were not ready for tendering soon, Mr. O'Keefe would be dismissed and a new consultant hired. In February 1979, it was reported that R.T. O'Keefe had been contacted and that the design for the pumphouse and intake was still not available for government approval. The consultant was also not prepared to give a firm completion date.

In July 1979, the design plans for the pumphouse and intake were finally approved (a year behind schedule), and in August the Department of Municipal Affairs and Housing was authorized to call tenders. In October 1979, Young's Construction Limited was awarded the contract for construction and installation of the intake and pumphouse at a contract price of \$186,500. The estimated date of completion was February 1980. Further problems arose in December 1979 when it was reported that construction of the pumphouse/intake was running behind schedule, attributable to problems being experienced between the consultant and the contractor. It was decided that a meeting would be held between the Department of Municipal Affairs and Housing, Gros Morne Provincial Authority

R.T. O'Keefe and Young's Construction Limited outlining the duties and responsibilities of each. In January 1980, it was reported that Young's had completed installation of the pump-house, intake and outlet. However, due to internal problems between R.T. O'Keefe and Young's Limited, the necessary electrical and mechanical work required for the system to be operational had not commenced.

The dispute between the consultant and the contractor was over who would eventually install the electrical portion of Contract II, the contractor or a sub-contractor. In April 1980, it was reported that constant delays were being experienced with Contract II. The Management Committee recommended that completion of the St. Paul's water system receive top priority. In June 1980, approximately 50% of the mechanical work had been completed. All electrical equipment had been ordered but work had not commenced on installation due to continuing problems between the consultant and the contractor. In October 1980, further problems arose. While flushing and testing the water storage tanks and water main, two pumps burned out. The matter was referred to R.T. O'Keefe and the Department of Municipal Affairs and Housing for recommendations. By November, the contractor had rectified the

situation to the point where manual operation of the system was ready for final testing by the appropriate authorities.

The problems with the St. Paul's water and sewer system continued into 1981 when the Management Committee received correspondence from the Department of Municipal Affairs and Housing requesting approval of \$40,000 to have a competent electrical engineer modify the existing system. Modifications in the form of supplying new pumps, electrical pressure control, mechanical and chlorination units would be necessary to ensure the long-term satisfactory operation of the St. Paul's pumphouse. After much discussion the Management Committee approved the \$40,000, however, the point was made that government engineers had originally approved the design of the St. Paul's pumphouse as presented by R.T. O'Keefe. Concern was also expressed over the overall performance of R.T. O'Keefe in its handling of the whole St. Paul's water system as well as the rationale of having two consultants. Since R.T. O'Keefe and the electrical engineer would be working conjointly on the St. Paul's pumphouse, concern was expressed over who would accept responsibility if additional problems became evident.

In March 1981, R.T. O'Keefe was informed by the Department of Municipal Affairs and Housing that its professional services were no longer needed for the St. Paul's water system. The Department of Municipal Affairs and Housing then authorized Wells Engineering Limited to undertake a technical review of the electrical and mechanical installation of the St. Paul's water supply and pumphouse. The review was to determine the necessity or even desirability of making changes or installing additional equipment to make the system operate automatically.

In April 1981, Wells Engineering Limited tabled their report on the problems associated with the St. Paul's water system. The report indicated that the system was well constructed but seemed to be "overdesigned". Two possibilities for correction of the system were recommended:

- (1) One possibility would cost \$45,800 on a project management basis and would not be guaranteed to solve the problems.
- (2) The other possibility would cost \$92,310 on a tender basis and would be designed to solve the problems.

The Management Committee discussed the report in detail but decided that further analysis of both alternatives was necessary before a decision could be made. In May, the Department of Municipal Affairs and Housing recommended that Wells Construction Limited be authorized to spend \$92,310 to solve the problems. In June, the Management Committee decided that all options had been considered and approved the \$92,310 necessary to make improvements to the system. The Department of Municipal Affairs and Housing then decided to advise the St. Paul's Community Council of the recommended changes to obtain its views before work commenced.

By September 1981, problems were still being encountered. The St. Paul's Community Council was reluctant to approve the changes recommended for the pumphouse and was also questioning the need for repairs. The Management Committee expressed concern over the delay for two reasons:

- (1) The Federal/Provincial Agreement expired on March 31, 1982, and
- (2) The control line should be completed before the winter set in, otherwise additional costs would be incurred.

The Management Committee felt that it was imperative to obtain council approval so that the problems with the system could be rectified before the Agreement expired. The Gros Morne Provincial Authority informed the Department of Municipal Affairs and Housing that it would not maintain responsibility for the St. Paul's water and sewer system after December 31, 1981. The Evaluation Committee understands that approval was given by the community council and that Hans Electric Limited was awarded the contract to repair the pumphouse. The cost of the installation of the intake and pumphouse to March 31, 1983, was \$338,710 (\$307,724 plus engineering). This included the main contract as well as a claim settlement of \$14,588 awarded to Young's Construction Limited and repairs to the pumps by the St. Paul's Community Council. The project is not yet complete as of March 31, 1983.

During the installation of the water and sewer system in St. Paul's, the question was raised as to whether or not the community needed a sewage treatment plant to treat the raw sewage spilling into St. Paul's Bay. In early 1976, the Department of Municipal Affairs and Housing and R.T. O'Keefe both recommended that a sewage treatment plant was not necessary. However, in December 1977, the Parks Canada representative on the Management Committee wrote the

Federal Department of Environment expressing concern over the fact that raw sewage would be spilling into St. Paul's Bay upon completion of the sewer system. By late January a Marine Study on St. Paul's Inlet had been prepared by Parks Canada and copies were submitted to the Management Committee for review. In September 1978, the provincial Department of Consumer Affairs and Environment and the federal Department of Environment formally indicated that a sewage treatment plant was necessary. The consultant, as previously noted, was then asked to prepare a design plan, as well as provide installation and operating cost estimates for a sewage treatment plant.

In December 1978, the Management Committee received a letter from the Department of Municipal Affairs and Housing recommending that a sewage treatment plant was not necessary for the community of St. Paul's. The Department asked the Management Committee to consider the financial burden which would be placed upon the residents of St. Paul's in trying to maintain and operate such an expensive addition to the system. The Department noted that many problems had already been experienced with the sewage treatment plants that had been installed in other communities in the area and it felt that St. Paul's did not have the tax base needed to fund repairs, if necessary, to the system. Therefore, in February

1979, the Management Committee indicated that a sewage treatment plant would not be included at that time in the design of the St. Paul's water and sewer system.

In December 1979, the Management Committee was informed that the St. Paul's Herring Fishermen's Committee, the St. Paul's Community Council, the Department of Consumer Affairs and Environment and the federal Department of Environment were all lobbying for a sewage treatment plant for the community of St. Paul's. At that time, the Management Committee approved funds under Program 1 - Planning Studies and Development Program for an assessment of the effects of raw sewage on St. Paul's Bay. R.T. O'Keefe did the assessment at a cost of \$1,231. In February 1980, the Management Committee authorized funds, again under Program 1, for a Bacteria Monitoring Program. The Department of Fisheries and the Department of Consumer Affairs and Environment assisted in the preparation of the terms of reference and in evaluating the data. The study included a fecal coliform count on shellfish species in order to determine potential contamination resulting from the discharge of untreated sewage into St. Paul's Inlet. Expenditures to March 31, 1982 for this monitoring program were \$32,412.



In March 1982, a report on the program was tabled. The report, St. Paul's Effluent Monitoring Program produced by ShawMont Martec Limited, indicated the following:

1. No significant changes could be detected in the water quality of the study area.
2. There was no observable change in the distribution or diversity of the marine benthic community.
3. To date no discernable effects can be noted in productivity of the fishery resource of the area or in gear efficiency.
4. Significant levels of coliform bacteria were detected in tissues sampled from shellfish in the area but sources of contamination other than sewage effluent introduced to the system via the outfall, cannot be excluded.
5. No observable detrimental effects on the aesthetic appeal of the St. Paul's area could be attributed to materials originating from the sewage outfall.

The Evaluation Committee feels that the report produced by the consultants justified the expenditures made.

The Evaluation Committee notes that to date the community of St. Paul's does not have a fully operational water and sewer system. Many problems arose with respect to the installation of the system and the Evaluation Committee feels that the problems encountered were directly attributable to the poor performance of the consultant, R.T. O'Keefe. Problems with the consultant were evident from the beginning of the installation project. The consultant refused to give a firm completion date for a design plan for the intake and pumphouse and finally produced the plan a year behind schedule, possibly under the threat of dismissal. There was also difficulty in obtaining final costs on Contract I, and constant problems between the consultant and the contractor were experienced. In March 1981, R.T. O'Keefe was finally dismissed. At this time, Well's Engineering Limited was engaged necessitating authorization of additional funds to correct the deficiencies with the system. The Evaluation Committee feels that the consultant should have been dismissed when problems first arose.

The Evaluation Committee feels that the Department of Municipal Affairs and Housing must accept responsibility for many of the problems that were encountered as they were responsible for hiring and dismissing the consultant. As well, the Department of Municipal Affairs and Housing originally approved a water and sewer system which, according to Well's Engineering Limited, was "overdesigned". Poor supervision on the part of the Department now requires that additional funds be spent to rectify problems which should not have occurred.

With regard to the need for a sewage treatment plant for the community of St. Paul's, the Evaluation Committee concludes that, given the information provided, the Management Committee was wise in not approving such a plant for the community. The studies funded under the Agreement to determine the need for such a plant indicated that contamination levels were extremely low with the water quality meeting the criteria established by Environment Canada. The Evaluation Committee feels that given the small population and the results of the studies conducted, a sewage treatment plant cannot be justified. The Committee also agrees with the Department of Municipal Affairs and Housing that construction

of such a plant would place a financial burden on a community with a tax base which cannot afford such a facility.

The Committee understands that the solutions put forward by the new consultant will ultimately rectify the problems thereby providing an efficient and fully operational system for the community of St. Paul's. The Evaluation Committee concludes that as of March 31, 1983, the St. Paul's water and sewer system has not been fully completed due to non-arrival of the new water pumps for the pumphouse. As the Agreement has now terminated, installation of the new pumps has become the responsibility of the Department of Municipal Affairs.

3.3.4 - Trout River Water and Sewer System

Original Allocation	\$ 880,000
Revised Allocation (1975)	1,539,326
Revised Allocation (1978)	1,765,472
Revised Allocation (1979)	1,796,565
Revised Allocation (1980)	2,289,613
Revised Allocation (1981)	2,241,447
Revised Allocation (1983)	2,239,170
Utilization (1977)	1,574,014*
Utilization (1978)	1,724,784*
Utilization - October 31, 1980	2,045,381
Utilization - March 31, 1983	2,239,170

Installation of the Trout River water and sewer system was conducted in two phases:

- Phase I     Engineering study and design of system;
- Phase II    Construction of distribution and supply line.

It should be noted from the outset that many problems were encountered with the installation of this system. Three different consulting companies were hired to oversee construction activity. Poor supervision by the

\* Estimated Utilization

consultants resulted in an extraordinarily long time period in completing the system - 5 years.

In 1974, Provincial Planning Associates Limited were hired as consultants to conduct an engineering study and to prepare a design plan for the Trout River water and sewer system. In November 1975, Viking Construction Limited was awarded the contract to install the water and sewer system at Trout River. The contract price was \$1,399,397 plus engineering for an estimated total of \$1,539,326. The scheduled date for completion was November 1976.

Major difficulties arose in June 1977 when the consultant indicated that problems were being experienced with the erosion control system and that an additional \$20,000 would be required to rectify the situation. As well, there was a delay in start up of the sewage lift pumps purchased from Industrial Systems Limited. In November 1977, the Department of Municipal Affairs and Housing expressed concern over the fact that the Trout River water and sewer system was not yet operational. The community council was concerned that both the consultant and the contractor were not on the site and that no firm completion date had been given. At the same

time, the Management Committee was informed that Provincial Planning Associates were dissolving. Howley Engineering was subsequently engaged to act as the new consultant for the project. Mr. M. Howley, a former employee of Provincial Planning Associates, was familiar with the Trout River project.

In January 1978, the Management Committee was informed that the system was still not operational. A meeting was held between the consultant, the contractor and the Management Committee to discuss the situation. The consultant indicated that all parties connected with the project were concerned over the continuous delays being experienced. The problems encountered resulted from Viking Construction's inability to obtain the required materials from the sub-contractor, Industrial Systems Limited. Viking Construction had ordered three panels and six safety guards from Industrial Systems for installation in the sewer lift stations. After considerable time had elapsed, the above mentioned components were received. However, the parts were designed for three phase power instead of single phase power as ordered. Viking Construction, bearing in mind the delays encountered with the

original order, purchased the proper panels from another source and installed the new parts at their own expense. At the same time, Viking Construction discovered that the magnetic starters in the pumps used in pumping water into the storage tanks, were missing. Many unsuccessful attempts at getting the starters forced the contractor to bypass Industrial Systems Limited and attempt to purchase them directly from the manufacturer, however, the manufacturer would deal only through their supplier, Industrial Systems. Industrial Systems subsequently went into receivership, further complicating the matter. Viking Construction then attempted to purchase the starters from the receiver (assuming they were the correct ones) to facilitate immediate installation.

In March 1978, the Management Committee approved overruns to the Viking Contract of \$168,598 plus engineering for a total of \$185,458. The extra costs incurred were for service to new homes, extra pavement, site excavation, etcetera. The Management Committee felt that the consultant should be responsible for some of the unauthorized work included in the claim. This matter was referred to the Department of Justice for consideration.



In May 1978, the Management Committee was informed that the sewer system was finally in operation. Due to electrical malfunctioning in two booster pumps, the water system was still not functioning. The Management Committee wrote the consultant, the contractor, and the Department of Municipal Affairs and Housing outlining its concern and objections to the continuous delays.

In July 1978, the Management Committee received a letter from Howley Engineering Limited which indicated that the system was now working satisfactorily. However, the Management Committee was aware, through correspondence from the Department of Municipal Affairs and Housing (copying the consultant), that this was contrary to the situation and that problems were indeed still being experienced with the system. The Department of Municipal Affairs and Housing and the consultant visited the area to determine responsibility and to take the necessary action to rectify the problems. As a result of this trip, Howley Engineering Limited advised Viking Construction Limited of the deficiencies noted and requested that they be corrected.

At Management Committee Meeting No. 44 (October 1978), the Committee was informed that some repairs had been made to the system, but a number of deficiencies were still outstanding. The Management Committee had met previously with the Department of Municipal Affairs and Housing regarding the competence of Howley Engineering Limited in handling the Trout River water and sewer project. It was generally agreed that the consultant had been incompetent in performing his duties. As a result of the meeting, a letter was tabled from the Department of Municipal Affairs and Housing advising Howley Engineering Limited that another engineering consultant (Newfoundland Design Associates Limited) would be hired to investigate the intake, and the problems with ravine erosion between the pumping station and the storage reservoir. However, the letter noted that Howley Engineering was still responsible for all problems arising from poor supervision on the original contract. In February 1979, the Management Committee was notified that Howley Engineering Limited and Viking Construction Limited had been in the Trout River area to rectify problems experienced with the original installation of the system. One-half of the blocked sewage outfall had been cleared and the water supply chlorine pump had been repaired and installed.

In July 1979, it appeared that problems were again being experienced with consultants. Newfoundland Design Associates Limited, the consultant responsible for improvements to the sewage outfall, water intake, and erosion control, had not submitted their recommendations to the Department of Municipal Affairs and Housing for approval. In late August, the consultant submitted the plans for improvements which were approved by the Department.

In December 1979, Pinsent Construction Limited was awarded the contract for improvements to the water intake, sewage outfall and erosion control. Pinsent then sub-contracted the total project to Bonne Bay Construction Limited. In June 1980, it was reported that the contract was progressing favourably. The contractor completed the improvements in late summer and the Management Committee was informed that the project was finished and fully operational.

An area known as the Trout River Plateau had been omitted from the community's original water and sewer contract. In June 1980, correspondence from the Department

of Municipal Affairs and Housing was tabled giving estimates to install water and sewer service to the plateau area. In July 1980, the Department of Municipal Affairs and Housing appointed Newplan Consultants Limited to design a water and sewer plan for the plateau. In January 1981, Bonne Bay Construction Limited received the contract to service the plateau area. Construction on the plateau water and sewer system commenced in early May 1981. A number of minor problems were encountered with respect to one homeowner disallowing servicing through his land for a homeowner situated behind his property. This was later overcome but required approval of additional funds. Servicing of the Trout River Plateau was satisfactorily completed in September 1981.

In early 1978, it was decided to conduct a study to determine if Trout River required a sewage treatment plant. The Department of Consumer Affairs and Environment was approached to assist in the study. It was decided that a monitoring program would be completed before a decision on the need for such a plant was made. Although \$6,000 was approved by the Management Committee for the monitoring program, only \$752 was spent to March 31, 1983. In July 1980, the

monitoring program was disbanded and a decision that funding of a sewage treatment plant for Trout River would not be authorized. Final costs for the Trout River water and sewer system to March 31, 1983, can be found in Table 3.2.

The Evaluation Committee concludes that poor supervision on the part of the consultants hired by the Department of Municipal Affairs and Housing resulted in an extraordinarily long time to complete the Trout River water and sewer system at substantial additional costs. The original allocation for the project was \$880,000. It took six years to complete the project at \$2,239,170, a total of \$1,359,170 or 154% over and above the original allocation. The Evaluation Committee, however, notes the fact that the Trout River Plateau was not originally a priority area for servicing. Taking this into account, the cost of servicing, as originally intended, was \$1,957,669, a total of \$1,077,669 or 122% over and above the original allocation.

The Evaluation Committee concludes that given the lengthy delay experienced in having the water and sewer system completed and operational, it is not surprising that

substantial additional costs were incurred. The Committee feels that the Department of Municipal Affairs and Housing must take some of the responsibility for the lengthy delays and the failure of the system to be operational within a reasonable time frame. It was the Department of Municipal Affairs and Housing which originally approved the design plan for the system as prepared by Provincial Planning Associates Limited and which later required the hiring of a third consultant to make improvements towards making the system operational. The incompetence of the consultants hired for the original contract should have been detected earlier, thereby allowing quick dismissal and the hiring of a competent consultant to complete the project. Although the matter of the consultant being responsible for unauthorized work was referred to the Department of Justice, the Evaluation Committee could find no mention of whether reimbursement was ever sought from the consultant. The Evaluation Committee in its research observes that, throughout the course of completion of the Trout River water and sewer system, the Management Committee was very earnest in its attempt to get the system functional through placing continuous pressure on the consultants, the contractors and the Department of Municipal Affairs and Housing.

Table 3.2

Trout River Water & Sewer Project

	<u>Description</u>	<u>Total Expended</u>	
		<u>Plus 10% Engineering Allowance</u>	<u>Total</u>
1. Original Contract (Viking Construction)	\$1,399,387	\$139,939	\$1,539,326
Original Contract (Overruns)	167,392	16,739	184,131
Install & Supply Power to Pumping & Lift Stations	6,535	653	7,188
Force Account (Viking Construction)	<u>1,647</u>	<u>165</u>	<u>1,812</u>
Sub-Total (1)	<u>\$1,574,961</u>	<u>\$157,496</u>	<u>\$1,732,457</u>
2. Improvement to Original Contract (Pinsent Construction)	<u>204,054</u>	<u>20,406</u>	<u>224,460</u>
Sub-Total (2)	<u>204,054</u>	<u>20,406</u>	<u>224,460</u>
3. Trout River* Plateau Extension Service (Bonne Bay Contractors)	<u>255,910</u>	<u>25,591</u>	<u>281,501</u>
Sub-Total (3)	<u>255,910</u>	<u>25,591</u>	<u>281,501</u>
4. Monitoring Program	<u>752</u>	<u>-</u>	<u>752</u>
Sub-Total (4)	<u>752</u>	<u>-</u>	<u>752</u>
Total	<u>\$2,035,632</u>	<u>\$203,487</u>	<u>\$2,239,170</u>

\* Includes \$16,165 to cover extra services and manholes excluded from original contract.

3.3.5 Woody Point Water Extension and Sewer System

Original Allocation	\$ 440,000
Revised Allocation (1976)	626,132
Revised Allocation (1978)	808,422
Revised Allocation (1979)	1,830,655
Revised Allocation (1981)	1,860,698
Revised Allocation (1982)	1,872,072
Revised Allocation (1983)	1,878,501
Utilization (1974)	119,833*
Utilization (1976)	452,283*
Utilization (1978)	790,875*
Utilization - October 31, 1980	1,441,774
Utilization - March 31, 1982	1,878,673
Utilization - March 31, 1983	1,878,501

Woody Point Water Extension

Construction activity on the Woody Point water system actually began prior to the signing of the Gros Morne Subsidiary Agreement.\* Work performed by the town council on the water system was approved as a result of acceptance by the Technical Sub-Committee formed to oversee work on the project. In December 1974 the Management Committee authorized approval for work done by the Woody Point Community Council since June 1, 1973. As well, approval was given for extensions to a number of houses to facilitate continued work during 1974. The total amount backdated and paid to the community council was \$119,833.

In 1974, the consultant, E.K. Jerrett & Associates Limited of Bay Roberts, was requested to prepare a report on

\* Estimated utilization.



the supply, demand flows, etc., of the present water system for review by the Department of Municipal Affairs and Housing for recommendation to the Management Committee.

Work on the Woody Point water extension did not begin, however, until August 1976 when Avalon Construction Limited was awarded the contract at \$569,211 plus engineering for a total estimated cost of \$626,132. The expected completion date was the fall of 1976. In December 1976, the Management Committee was informed that work was progressing favourably with the entire water line complete as well as the pump-house and storage tanks installed. The pumps were scheduled to be installed by the spring of 1977, thereby completing the contract.

The Evaluation Committee cannot determine from the documentation available when the Woody Point water extension was completed. However, in November of 1977, the Department of Municipal Affairs and Housing made it clear that it would not accept responsibility for the water system until it was in full working order. The Evaluation Committee understands that problems are, to date, still being experienced with the system. In May 1981, a report commissioned by the Department of Municipal Affairs and Housing and prepared by Newfoundland

Design Associates Limited (not the original consultant on the system) was presented to the Management Committee. This report dealt with the cost of correcting problems associated with the Woody Point water system.

Woody Point Sewer System

A preliminary report on the sewer system was prepared in early 1979 by Newfoundland Design Associates Limited. The report outlined two alternatives:

- (1) Sewer outfalls with connections servicing Winterhouse Brook, Woody Point and Curzon Village omitting several houses and a motel. Total estimated cost - \$1,472,000.
- (2) Same as alternative 1 with inclusion of a sewage treatment plant for Woody Point. Total estimated cost - \$1,877,000.

Authorization was given at Management Committee Meeting No. 47 (April 1979) to have the consultant prepare a final design plan for alternative No. 1 omitting Curzon Village but servicing a motel at an estimated cost of \$1,260,000.

In October 1979, approval was given to award the contract for installation of the Woody Point sewer system to Collavino Newfoundland Limited at a contract price of \$928,869. In June 1980, it was reported that the contract was progressing favourably with all main lines completed in the Winterhouse Brook area. At this time, approval was given to cover the costs of replacing rusted culverts, replacement of unsuitable material for pipe backfill, and for replacement of pavement damaged through installation of the sewer system. In November of 1981, it was reported that the sewer system was completed and was operating satisfactorily. Final costs for the Woody Point water extension and sewer system are listed in Table 3.3

The Evaluation Committee concludes that \$1,878,501 was spent to provide the community of Woody Point with a water extension and sewer system. This is \$1,438,501 or 327% over and above the original amount of \$440,000 allocated for the system. The Committee understands that the community has a satisfactory sewer system however, problems are still being experienced with the water system. In May 1981, a report prepared by Newfoundland design Associates Limited for the Department of Municipal Affairs and Housing was presented to the Management Committee. The report deals with the cost of correcting problems with the Woody Point water system.

Table 3.3

Woody Point Water Extension & Sewer Project  
Total Expended

	<u>Description</u>	<u>Plus 10% Engineering Allowance</u>	<u>Total</u>
<u>1. Water System - Pre Subsidiary Agreement</u>			
	Town Council \$ 77,051	\$ 7,705	\$ 84,756
	House Laterals 31,888	3,189	35,077
	<u>Sub-Total (1) 108,939</u>	<u>10,894</u>	<u>119,833</u>
<u>2. Water Extension</u>			
	Original Contract (Avalon Contraction) 569,211	56,921	626,132
	Original Contract (Overruns) 31,932	3,193	35,125
	<u>Other Direct Costs</u>		
	Sodding Around Water Storage Tank 8,246	825	9,071
	Provision of Telephone Control Pair Between Storage Tank & Pumphouse 434	43	477
	<u>Interest Charges</u>		
	Extension Contract Paid to Avalon Construction 427	-	427
	<u>Sub-Total (2) 610,250</u>	<u>60,982</u>	<u>671,232</u>
<u>3. Sewer System</u>			
	Original Contract (Collavino Nfld. Ltd.) 928,869	92,887	1,021,756
	Original Contract (Overruns) 59,707	5,971	65,678
	<u>Sub-Total (3) 988,576</u>	<u>98,858</u>	<u>1,087,434</u>
	<u>TOTAL \$1,707,767</u>	<u>\$170,734</u>	<u>\$1,878,501</u>

### 3.3.6 Conclusion

The Evaluation Committee concludes that the town of Rocky Harbour has an adequate system to serve its basic water and sewer needs. The West Link access road has been adequately serviced for light industrial, commercial and highway commercial users, however, the Committee understands that to date only one lot has been sold, with another being given to Parks Canada. Although work on the Norris Point water and sewer system began in 1974, completion and full operation did not occur until November 1978. The long delay in completing the Norris Point water and sewer system was directly related to problems with the sewage treatment plant not operating properly. Additional funds were required in 1979 to correct the problem of raising overflows in the sewage lift stations.

With regard to the Cow Head water and sewer system the Evaluation Committee concludes that the objective of providing infrastructure in the form of a basic water and sewer system has been met. However, the Committee also concludes that the system originally envisaged has not been made operational. The sewage treatment plant has never functioned properly since installation and is not likely to be operational in the future. The Committee contends that problems with the sewage treatment plant could have been prevented. To date, the community of St. Paul's does not have a fully

functional water and sewer system. Many problems arose that were directly attributable to the poor performance of the consultant. The Department of Municipal Affairs and Housing must accept responsibility for many of the problems encountered as they were responsible for hiring and dismissing the consultants as well as originally approving the design plan for a water and sewer system that was "over-designed". The Evaluation Committee also notes the fact that the Cow Head/St. Paul's water and sewer project went approximately 161% over the original allocation.

Many problems were experienced from the beginning with the Trout River water and sewer project. Three different consulting firms were hired to oversee construction activity. As a result of poor supervision, it took five years to complete the basic system at substantial additional costs (approximately 154% over the budgeted allocation). The Department of Municipal Affairs and Housing approved a design plan which later required the hiring of a third consultant to make improvements towards making the system functional. The Evaluation Committee concludes that the community of Woody Point has a satisfactory sewer system however, problems are still being experienced with the water system. The Committee notes the fact that the installation of this project ran an unacceptable 327% over the budgeted allocation.

The Evaluation Committee concludes that the objective of providing basic water and sewer systems for the enclave communities has been met. However, the Committee also concludes that a number of problems arose with the systems even to the point where one water and sewer system is still not fully operational. All the systems ran significantly over what was originally budgeted for their completion. The table below shows variances from a low of 18.9% to a high of 326.9%.

Gros Morne Subsidiary Agreement

Water and Sewer System Projects

<u>Community</u>	<u>Original Allocation</u> \$	<u>Utilization</u> \$	<u>Variance</u> %
Rocky Harbour	3,630,000	4,318,650	18.9
Norris Point	1,760,000	2,772,310	57.5
Cow Head/ St. Paul's <sup>1</sup>	1,320,000	3,440,930	160.6
Trout River <sup>2</sup>	880,000	2,239,170	154.4
Woody Point	440,000	1,878,501	326.9

In 1977, a 10% deviation on a unit price contract was deemed acceptable by the Department of Municipal Affairs and Housing.

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With regards to the objective of improving the quality of life for residents of the Gros Morne area, the Evaluation Committee believes that the residents of Gros Morne have certainly benefited from the installation of water and sewer systems. This is borne out by the results of the Research Survey Project where both household and business respondents were generally positive about the effects and benefits resulting from the installation of the water and sewer systems. Approximately 95% of the Household Survey respondents felt that installation of the water and sewer was a worthwhile project. Approximately 50% saw no problems with the system. Some of the remaining 50% who foresaw problems expressed concern that the communities would not be able to financially support such an elaborate system in the future. Some respondents were also upset that the sewage treatment plant in their community was not operational and contended that the plant was, therefore, a waste of money. Approximately 18% of respondents to the Household Survey indicated that a member of their household had gained employment from the construction of the water and sewage systems. It should be noted that the community of St. Paul's was excluded from answering questions pertaining to the water and sewer system, as the system was not operational in this community at the time the Household Survey was administered.



The attitude of business people in the area towards the benefits provided, was somewhat negative. Only 20% of the Business Survey respondents indicated that installation of the water and sewer system had aided business by increasing customers and business activity. A number also indicated that the system had allowed for provision of a service which could not be provided prior to installation. A number of respondents also noted that a major positive effect arising from installation of the water and sewer system was the opening of the fish plant which was totally dependent on the water system for operation. Two local business firms indicated that they had been involved in the construction of the system.

3.3.7 Solid Waste Disposal Study and Construction Project (all enclaves)

Original Allocation	\$253,000
Revised Allocation (February 1979)	255,145
Revised Allocation (October 1979)	416,190
Revised Allocation (1980)	384,397
Revised Allocation (1981)	382,564
Utilization (1975)	45,291*
Utilization (1976)	69,999*
Utilization (1977)	183,000*
Utilization - October 31, 1980	441,766
Utilization - March 31, 1983	382,564

\*Estimated utilization

Specifically, the aim of this project was to identify appropriate solid waste disposal sites in all enclaves compatible with National Park area objectives and to construct sites in all enclave communities. This would generally have the effect of raising the quality of life for area residents, protecting the waters from pollution and preserving the aesthetic value of the landscape to fit with the National Park. Activity under this project was completed in five phases as follows:

- Phase I Completion of Solid Waste Disposal Studies;
- Phase II Site development for Rocky Harbour/Norris Point;
- Phase III Site development for St. Paul's/Cow Head/  
Sally's Cove;
- Phase IV Site development for Woody Point/Glenburnie; and
- Phase V Site development for Trout River.

The new sites to be developed were to replace existing dump sites in the enclave communities.

A solid waste management study was undertaken by Newfoundland Design Associates Limited, the consulting engineers for the project. Although the study report indicated that the terms of reference were to be the same as

those for an interim report produced earlier on solid waste collection and disposal for the communities of Rocky Harbour and Norris Point, the Evaluation Committee could not locate a specific terms of reference other than the one stated in the report itself.

Briefly, the report contained a discussion of the various methods of garbage disposal with concentration upon the sanitary landfill method. This report was compiled and submitted in June 1975. At that time, the Rocky Harbour/Norris Point solid waste disposal site had been under construction, therefore, it was not considered by the consultant in making their recommendations. The report recommended that additional solid waste disposal sites be constructed in the following areas: Trout River, Lomond (serving Woody Point to Glenburnie), Sally's Cove, and Cow Head (serving Cow Head and St. Paul's). All were eventually constructed except for the proposed site at Sally's Cove, an area not considered an enclave community under the Subsidiary Agreement. The final cost of this report was \$16,030.

A DREE memo dated July 7, 1975, offers an analysis of the report. The author indicated that he had found no

evidence of a terms of reference, as well as a proposal or a contract for the study. There was no mention of a proposal, a contract or terms of reference nor was a cost estimate obtainable from the minutes of the Management Committee meetings. The quality of the information and recommendations was criticized as not having fully explored the subject. Thus, the value of this report was questioned by the author. The Evaluation Committee feels that despite these problems, the report at least partially filled the requirements of identifying solid waste sites.

Rocky Harbour/Norris Point Solid Waste Disposal Site

Construction of the solid waste disposal site to serve Rocky Harbour and Norris Point, as with the other proposed dump sites, was based upon the trench, sanitary landfill method which ideally requires that refuse be covered with gravel on a weekly basis by a tractor. In February 1975, Nova Construction Limited was awarded the contract for site development at \$30,375 plus engineering for a total cost of \$33,412. In April 1976 the contract price was raised to \$32,944 plus engineering for a revised cost of \$36,238. The Evaluation Committee determined that the additional cost was due to the purchase of additional quantities of gravel needed on site.

The project authorization form (PA) signed in February 1981 gives a breakdown of all expenditures under the Solid Waste Disposal project. There the figure \$32,944 is also given as the contract price, however, an additional \$2,087 was authorized for the project. The final costs for the Rocky Harbour/Norris Point Solid Waste Disposal Site was \$35,030 plus engineering for a total cost of \$38,556.

In addition to funding the construction for the new dump site, the Management Committee approved funds in October 1975 to clean up the old Rocky Harbour dump site. Maritime Construction Limited of Norris Point was awarded the contract at \$4,950 plus engineering for a total cost of \$5,445. The Management Committee approved the funds because of the inability of the respective community councils to raise the funds needed to bring the site up to an acceptable level to blend with the landscape.

In late 1977 and early 1978, concern was expressed over the operation and mismanagement of all the dump sites. The problems resulted from lack of interest on the part of the regional committees which had been formed to oversee the

operation of the dump sites. The problems were subsequently rectified through formation of Solid Waste Disposal Committees. The Rocky Harbour/Norris Point Solid Waste Disposal committee oversees the operation and maintenance of the dump site and originally had representation from the community councils of Rocky Harbour and Norris Point as well as Parks Canada. Parks Canada later withdrew from this Committee. A service fee is collected from residents in the two enclave communities with each council contributing approximately \$3,000 per annum towards operation and maintenance of the site. The Evaluation Committee was informed that the trenches are covered on a bi-weekly basis and garbage is burned regularly.

#### Cow Head Solid Waste Disposal Site

The dump site utilized by the residents of Cow Head before the establishment of the National Park was in such a polluted state that it was condemned by the Department of Consumer Affairs and Environment. Consequently, provision was made under the Subsidiary Agreement to construct a new dump site for the communities of Cow Head and St. Paul's. The consultant and the Cow Head Community Council agreed on a site identified on Crown Land which had been utilized as a

gravel pit by the Department of Transportation and Communications. Management Committee approval was given to develop the site in May 1976. In December 1976, the contract for the Cow Head/St. Paul's Solid Waste Disposal site was awarded to Mercer and Moores Limited of Pasadena in the amount of \$60,127 plus engineering for a total of \$66,140. The project was completed in July of 1977 at a final cost of \$57,423 plus engineering for a total of \$63,165.

The Evaluation Committee understands that a severe problem exists with this particular site due to rat infestation. The situation has been a cause of much concern for the residents of Cow Head as the site is nearby a school. It appears that the rat problem stems from poor maintenance of the site. The trenches are not being covered in regularly as required. Burning is considered to be dangerous due to the surrounding environment and the closeness to the settlement of Cow Head. It should be noted that the Evaluation Committee, on various site visits, found the Cow Head dump site to be in deplorable condition. Lack of adequate control over the site is also a major problem. Local businesses have opted to assume responsibility for bringing their garbage to the site. The gate is left unlocked and the site is unattended thereby allowing for indiscriminate dumping to occur.

Another problem has also arisen with the Cow Head dump site. As this dump site is a sanitary landfill, a number of the trenches have been filled leaving very little land remaining for continued dumping. The Evaluation Committee understands that a new site has been selected and it is now intended that the present dump site be closed. Apparently interest has been expressed in trying to operate an incinerator at the new site rather than using the sanitary landfill method again. It should be noted that the incineration method was rejected earlier due to the prohibitive costs for installation and operation.

The present solid waste disposal site at Cow Head is operated by a Solid Waste Disposal Committee as is the one in Rocky Harbour/Norris Point. Until 1980, Cow Head solely supported the operation of the site, however, it is now a shared responsibility with St. Paul's on a 60%/40% basis.

It is apparent that a new dump site is needed. This conclusion is supported by community residents.



Woody Point/Glenburnie Solid Waste Disposal Site

The Solid Waste Disposal Site selected to serve the communities from Woody Point to Glenburnie was constructed at Lomond. In January 1977, Chaulk's Transport Limited of Deer Lake was awarded the contract for site development. The contract price was \$70,410 plus engineering for a total cost of \$77,451. However, in December of 1977, an additional \$35,943 was approved by the Management Committee to cover an error on the part of the consultant, Newfoundland Design Associates Limited. The authorization of additional funds resulted from incorrect information supplied by the consultant when estimates were prepared for the project. Assessments were conducted when the site was covered with snow and an accurate assessment of soil conditions was not obtained. When excavation commenced, it was discovered that the grades were particularly steep, thereby requiring another access road. In order to overcome drainage problems, extra materials were needed as well as additional ditching. The final cost of the Lomond Solid Waste Disposal Site was \$116,978 (\$106,343 plus engineering). The Evaluation Committee feels that some of the resulting additional costs should have been borne by the consultant.

The Evaluation Committee understands that some concern was expressed over the location chosen for this solid waste disposal site. The Bonne Bay Development Association felt that the nearby Lomond River would become polluted and that rats might become rampant. This would then endanger the Lomond campground and the Kildevil Lodge. However, both the federal and provincial Departments of Environment had been consulted by the engineer prior to site development and felt that the aforementioned problems would not arise.

A Solid Waste Disposal Committee administers the dump site, however, there is no representation from the local community councils using the site. The local governing bodies must, therefore, seek permission from the Committee to use the site. There has been disagreement over the disposal of car wrecks. The Woody Point Council, in an effort to beautify the area, sought to place car wrecks at the site but were unable to gain permission to do so. A letter to the secretary of the Solid Waste Disposal Committee (South Bonne Bay Arm) from the Minister of Provincial Affairs and Environment dated May 26, 1976, specified that all car wrecks and scrap metal materials were to be placed on a separate site or in a specific area of the Lomond dump site reserved for this purpose only. The Evaluation Committee feels that although the Solid Waste

Disposal Committee was justified in disallowing the placement of car wrecks, some compromise should have been reached. Car wrecks do not add to the aesthetic beauty of the National Park and it was an objective of the solid waste disposal sites to enhance the aesthetic beauty and landscape to fit in with the National Park.

The Evaluation Committee also understands that the Woody Point Community Council has had difficulty in contributing financially towards the operation and maintenance of the dump site. This reflects a major problem affecting many residents of the communities located in the Gros Morne Park area, namely, high unemployment. In Woody Point, a considerable number of the residents are unable to pay the basic service fee. The tax base at present is comprised of, not only a high number of unemployed, but also a large number of old age pensioners on fixed incomes. The community council is, therefore, without means to support its basic services.

The councils realize that not only the solid waste disposal sites, but also the water and sewer systems constructed under the Subsidiary Agreement, require an investment in maintenance which is difficult to support and in the

case of Woody Point is beyond the community's means. There is no doubt that the services are essential, but due to the poor economic situation in the area the services cannot be supported by local revenues.

#### Trout River Solid Waste Disposal Site

The original Trout River dump site was located on the main road leading into the community. Due to the fact that it was an open dump and garbage was never covered, the area was obviously an eyesore that detracted from the aesthetic appeal of the settlement. The Gros Morne Subsidiary Agreement provided funds to correct the situation.

The community council and the Gros Morne Provincial Authority agreed upon a new location for construction of a new disposal site. It is situated approximately two miles from Trout River at the end of a forestry access road. A problem arose concerning the steep grades on the road making the proposed dump inaccessible on a year round basis. This necessitated an investment to construct a diversion in order to bypass the steep grades.

The contract for construction of the new disposal site was awarded to Isaac & Abe Gibbins in October of 1979 at a cost of \$146,405 plus engineering. Given the time of year the project could not be started until the spring of 1980. The Trout River Solid Waste Disposal Site was completed in the summer of 1980 at a final cost of \$142,412 (\$129,466 plus engineering).

The Trout River Community Council is pleased with the new site and foresees no difficulty in supporting it financially. Responsibility for snowclearing and other maintenance of the road to the disposal site has been assumed by the Department of Transportation. The old dumpsite has been filled in and seeded by Parks Canada in an effort to beautify the approach to Trout River. The Evaluation Committee understands that the town council of Trout River acts as the Waste Management Committee and has full control over the management of the dumpsite.

### 3.3.8 Conclusion

The objectives of the Solid Waste Disposal Project were to identify and construct disposal sites to improve the quality of life for areas residents, to protect the nearby waters from pollution, and to enhance the aesthetic beauty of the National Park area. The Evaluation Committee concludes that for the most part these objectives have been met. The one exception has been the solid waste disposal site constructed at Cow Head. The Committee cannot understand how a number of government agencies, the consultants, and the Cow Head Community Council could have approved the construction of a dump nearby a school. The fact that little or no burning of refuse could take place given the proximity of the dump to the settlement, as well as the fact that trenches are not being filled in regularly, has now resulted in an increasing rat problem which is a health hazard to the residents of the community of Cow Head. The Evaluation Committee also cannot understand how such agencies could have approved a dump which would not be adequate to meet the near future requirements of the two communities it was to service. The problem of lack of remaining space for future dumping now necessitates that a new dump site be constructed.

The Evaluation Committee feels that the problems presently being encountered with the Cow Head Solid Waste

Disposal Site could have been alleviated if better management of the site existed. .

The Evaluation Committee concludes that the Rocky Harbour/Norris Point Solid Waste Disposal Site was completed satisfactorily, however, the Committee could not account for additional costs incurred on the project. The Evaluation Committee feels that the communities from Woody Point to Glenburnie have an adequate dump site to meet their needs. However, the community of Woody Point appears to have a problem in meeting the service fee. The Evaluation Committee considers the construction of the new dump site for Trout River a very worthwhile project as the old dump, located on the approach to the community, was unsightly. Trout River now has an adequate solid waste disposal site, with which the community is pleased.

The Evaluation Committee feels that the Solid Waste Disposal study was adequate in providing suggestions for placement of dumpsites for the enclave communities.

Results of the Household Survey conducted in 1980 indicated that 97% of the households interviewed used the dump sites constructed under the Subsidiary Agreement. Approximately 50% saw no problems with the sites. Of the remaining

50% some respondents saw maintenance of the dumps as a problem and the rat infestation at Cow Head being specifically mentioned. Less than 1% of the respondents to the Household Survey indicated that a household member had gained employment from construction of the dump sites. Although the construction employment benefits accruing to the enclave communities were quite low, the West Coast of the Province did benefit as the majority of companies awarded the construction contracts were from the West Coast of Newfoundland.

### 3.3.9 Rocky Harbour Residential Lots

Original Allocation	\$198,000
Revised Allocation (1977)	579,661
Revised Allocation (February 1979)	605,359
Revised Allocation (October 1979)	674,228
Revised Allocation (1981)	662,500
Utilization (1978)	353,585*
Utilization (1980)	662,497
Utilization - March 31, 1983	662,620

Fifty new residential lots to be located in Rocky Harbour were first approved in 1975. Original tender proposals were substantially higher than anticipated and this, along with the recommendations of the consultants and the Department of Municipal Affairs and Housing, served to delay the start-up of the project. It was not until the fall

\*Estimated Utilization



of 1977 that a contract of \$526,965 was finally awarded to McNamara Corporation of Newfoundland Limited. Dart Construction, the low bidder two years earlier, had bid \$441,129.

Work on the project began in 1977 with some cutting and drainage relocation. Problems arose almost immediately as the rock bed was found to be quite different from the contract estimates.

Later in the year, the Gros Morne Provincial Authority was given responsibility for the sale of the lots by the Provincial Cabinet. Guidelines governing sales were drawn up by the Authority and approved by the Provincial Cabinet early in 1978.

Newfoundland and Labrador Hydro was contacted to confirm their servicing of the lots. Some confusion existed evidenced by the fact that two lots not belonging to the Authority were serviced in error. Two additional lots, therefore, had to be serviced.

This project was virtually completed in September 1978. At that time, it was proposed that the lots be turned

over to the Rocky Harbour Council. Other than requesting repairs to some of the manhole covers which were above road grade, the council indicated their willingness to assume responsibility for the lots. The responsibility for the sale of the lots, however, was not extended to the council. It was pointed out by the community that buyers should be aware of the fact that roads in the town of Rocky Harbour were to be paved, but the roads in the subdivision were not included in plans for paving. Department of Transportation and Communications estimates for paving of the new roads were tabled for the Management Committee's approval. As sufficient funds were not available at that time, the decision on paving was postponed.

In April of the following year, 1979, the Management Committee approved the paving of the subdivision streets. It was understood that since the town of Rocky Harbour was paving local streets, the subdivision work could be done in conjunction with the town. Arrangements were made for the town's consultant to include the subdivision paving in the same contract.

The cost of the contract to Chaulk's Transport Limited was \$61,275 including the raising of some of the

manhole covers. Due to the lateness of the award and the poor fall weather, little was accomplished until the summer of 1980. It was reported that paving was completed in September 1980. A final P.A. form was signed for \$662,620 to cover the cost of providing a residential subdivision for the town of Rocky Harbour.

It should be noted that the number and types of lots changed during the time of construction. The Evaluation Committee could find no record of the change in plans, however, there are now 58 lots, including 8 spaces for trailers. Prices have been set at \$2,000 - \$2,400 for the trailers and \$3,200 - \$4,000 for the homes. Final cost depends on actual frontage and location. Each lot is approximately 23 x 61 metres.

As of August 1982, out of 58 lots, 6 have been sold for a total of \$23,050. Two of these sales were to Parks Canada. Only 4, therefore, have been sold to private individuals.

3.3.10 Norris Point Residential Lots

Original Allocation	\$110,000
Revised Allocation (1975)	222,177
Revised Allocation (1978)	354,902
Revised Allocation (1980)	375,375
Utilization (1977)	118,430*
Utilization (1978)	351,188
Utilization - March 31, 1983	375,375

The objective of this project was development of a 20 lot sub-division, including services for the community of Norris Point. A technical sub-committee was asked to prepare terms of reference for a consultant to work on subdivision design. A change in the original estimate allowed for 25 lots to be prepared at an estimated cost of \$110,000 including water, sewer and roads without curbs. A contract was awarded to Adams Construction, the low bidder, and work commenced almost immediately. It soon became apparent, however, that soil conditions were different from what was originally thought and the work was unable to be completed. After the contractor finished some required work, he was instructed to do no more pending a study of the alternatives available. After various soil sample studies, the firm of Nolan White & Associates Ltd. concluded that no further action at that particular site was warranted. The Management Committee was, therefore, required to pay the expenses of Adams Construction (\$18,429) in order to terminate the contract.

\*Estimated Utilization

A new suitable area was located and an option to buy was taken. A soils analysis was completed and found to be acceptable. The firm of E.K. Jerrett was retained to carry out the engineering details of the project. They advised that a site had been selected for 19 building lots but that due to unfavourable soil conditions, some lots would have a frontage of only 60 feet. In October of that same year, the Norris Point Council gave approval for this minimum lot size. Due to the time of the year and the slow tendering process for the project, the cash flow was cancelled since construction was not possible before year end. In January 1978, the Department of Municipal Affairs and Housing awarded the contract to Pinsent Construction Limited in the amount of \$202,507 for the project.

By March of the same year, both the consultant and the contractor were requesting authority to sublet the total contract to Bonne Bay Contractors. A decision on this request was delayed by the Management Committee until the Department of Municipal Affairs and Housing had rendered an opinion. Late in April, the decision was made to allow the contractor to sublet the work.

Construction finally commenced in May 1978, however, almost immediately an alignment problem was experienced

with the survey and the consultants had to be notified. Another problem occurred when bedrock was encountered during road construction. This necessitated a realignment of the roadway. Other than these problems, work progressed rapidly and by September the project was virtually completed. As with the other residential lots, in Rocky Harbour and Cow Head, the Norris Point council was then asked to take over the project, except for the actual sale of the lots.

It was suggested at this time that paving of the subdivision should be authorized. The Management Committee, however, decided that projects of higher priority should be completed first before any paving was done. The Evaluation Committee certainly concurs with this decision especially in light of the poor sales record to that point in time. Also at the time, extra expenses were incurred in the relocating of CN poles and the raising of a cable over the access road to the subdivision. These extra expenses cost roughly \$1,197.

Almost a full year later, Chaulk's Construction Limited was awarded a contract for the raising of manholes and the paving of the subdivision road. Work commenced in early June and was fully completed by September 1980. No additional difficulties were noted.

To date of the writing of this report, seven residential lots in Norris Point have been sold.

3.3.11 Cow Head Residential Lots

Original Allocation	\$ 77,000
Revised Allocation (1979)	281,873
Revised Allocation (1980)	325,000
Revised Allocation (1981)	270,776
Utilization - October 31, 1980	191,661
Utilization - March 31, 1983	300,826

As with the other two subdivisions, the Cow Head residential lots were approved at the first Management Committee meeting. It was recommended that a consultant be retained to do the subdivision design. The original estimate for the 20 proposed lots was \$77,000. After some difficulty, a site was finally selected and land acquired.

By March 1977, it became clear that the Cow Head council was not entirely in agreement with the expropriation necessary to complete the proposed subdivision. Meetings between the council and the Management Committee were held to resolve the issue, and it was agreed that no action would be taken on the subdivision until approval in writing from the Cow Head Council was received.

In April 1978, a letter was received stating that the council was now in favour of the proposed subdivision. The Management Committee was by this time, however, placed in the position of having no funds available to commence the work in the fiscal year 1978-79.

Later that year, the Management Committee again discussed the project but decided to defer a decision until it could determine the need and the availability of funds. Mr. Rod Hutchings, of the Gros Morne Provincial Authority, was asked to prepare a report outlining the expected growth rates for St. Paul's and Cow Head. It is difficult to understand why this was not done originally for all the communities, however, the Evaluation Committee certainly feels that this was a necessary step in the whole process.

In February 1979, Mr. Hutchings presented a verbal report stating that Cow Head had grown by 66 houses and St. Paul's by 43 since 1975. As far as the Evaluation Committee can determine, growth rate projections were only produced for the community of St. Paul's under the Community Development Plans. Growth projections on demand rates were never produced for the remaining communities. Nevertheless, the idea of a subdivision was again approved.



At the request of the council, Newplan Consultants Limited was retained as product designer. Negotiations commenced with some private land owners to determine availability of the land. The call for tenders was approved in October 1979, with the understanding that the scope of the work would have to be reduced should the low tender come in above the money allocated to this project. At the same time, a letter was tabled from Newplan Consultants stating that the existing water supply system would be unable to deliver fire flows to the proposed subdivision or to the rest of the community. This was because of insufficient water pressure.

In December 1979, a contract was signed with Pinsent Construction Company for construction of the subdivision. Some clearing and grading was done, however, weather conditions delayed the work until June 1980. By November of that year, the project had been completed to the extent that the building lots were scheduled to go on sale in the spring of 1981. By March of 1981, money had been found to go ahead with the paving of subdivision streets.

As of March 31, 1982, the termination of the Agreement, there were 24 lots available for sale in Cow Head. Two lots have been taken, one sold to Parks Canada (\$3,700) and one given to a private individual in return for the right of way to the land. The lots are all 20 x 36.5 metres offering approximately 730 sq. metres of land.

3.3.12 Conclusion

The Residential Lots Program furnished a total of 101 lots in the communities of Cow Head, Norris Point and Rocky Harbour. This includes 8 trailer lots in the Rocky Harbour sub-division. The cost for the three projects respectively was \$300,826, \$375,375 and \$662,620, giving a total of \$1,338,821. The average cost, therefore, was \$13,256 per serviced lot.

There is no question that the objective, to build residential lots (as stated in the Sub-Agreement), has been met. Sales of these lots, however, must lead one to question the need for the number of lots created as well as the money spent on the servicing of these lots.

As explained earlier, the Gros Morne Provincial Authority was given the mandate for the sale of all the lots. Simply put, the lots have not sold very well. Prices were set at \$3-4000, depending on location, which means that the cost of development is not even remotely being covered. The Evaluation Committee realizes that the objective was not to be full cost recovery, nevertheless, at these prices, even if all lots are sold, the recovery rate will still only be approximately 25%.

As of August 1982, sales were as follows: Rocky Harbour, 6 sold out of 58; Norris Point, 7 sold out of 19; and Cow Head, 1 sold out of 24. It should be noted that in Cow Head 2 lots are occupied but one was given away in return for the right of way to the land. Money resulting from sales to date is \$23,050 in Rocky Harbour, \$26,150 in Norris Point, and \$3,700 in Cow Head for a total of \$52,900. It is obvious that the lots in Norris Point are selling better. Although detailed analysis of the reasons for this has not been done, it seems likely that the lack of other suitable land and the good integration of the lots into the community are the major reasons for their success. In Rocky Harbour and Cow Head the opposite is true. Other land is available for homeowners and the lots are situated on the periphery of the communities. Particularly disturbing is the situation in Cow Head where not a single lot has been sold to private individuals and little interest has been registered. The Evaluation Committee is also disturbed to note that no advertisement concerning the residential lots is found on the property. The Evaluation Committee realizes that the communities are small and that most people should be aware of the lots' existence and price, etc., however, word of mouth is, in the Committee's opinion, not sufficient. Some sign, indicating price, size, lot numbers and who to contact, could easily be erected. In

addition, a sign could indicate the credit due to the Provincial and Federal Governments.

The Survey Research Project conducted during the summer of 1980, dealt with the feelings of residents of the local communities toward the residential lots. Respondents owning new homes (two years old or less) were asked why they chose their site rather than one of the residential lots. Seventeen replies were received. Of those replies, 12 or 70.6% indicated that they owned their own land, and, therefore, had no need for the lots. Two indicated the price of the lots was a factor, two indicated location as a reason and one mentioned the lot size as being too small. The surveys also contained a question to judge the respondents' attitudes towards building on the residential lots in the future. Two hundred and two replies (202) were recorded. Of these responses, 66% stated that they would not consider building on the residential lots. From the recorded comments the main reasons given for the negative responses were the cost of the lots (too expensive), the size (too small), the area (location) or the fact that they already owned land for building.

It is obvious from the responses to the Household Survey that the probable future demand for these lots is no

better than the present lack of interest. The Evaluation Committee feels that it is extremely unfortunate that demand/supply studies were not carried out prior to the completion of these lots. In fact, it is the Committee's feeling that by the time the paving of the streets was initiated it was abundantly clear that the demand was not high enough to warrant the extra expenditure. Although the Evaluation Committee agrees that the objective was reached, the Committee strongly suggests that the projects could have been constructed on a smaller scale at much less cost. Management implies much more than simply meeting an objective.

3.4 Program 3 - Road Construction Program

Objectives: To provide infrastructure to encourage tourism development in the Gros Morne National Park area;

To contribute to employment opportunities for area residents through tourist visitations;

To contribute to an improved quality of life for residents.

Original Allocation	\$5,841,000
Revised Allocation (1980)	5,977,312
Revised Allocation (1983)	5,966,511
Utilization (1976)	2,692,646*
Utilization (1978)	4,904,109*
Utilization - October 31, 1980	5,509,772
Utilization - March 31, 1983	5,966,511

This program consisted of six projects all designed to improve the road infrastructure with the objective of increasing tourist visitation and expenditures on tourism in the Gros Morne area. Upgrading of the road network and an increase in tourism expenditure would together contribute to an improvement in the quality of life for area residents. It should be noted that amendments to the Subsidiary Agreement necessitated the combining of a number of projects to facilitate more accurate financial control.

\* Estimated Utilization

3.4.1 & 3.4.5 Access Roads and Road Construction and Paving  
from Highway 430 (73) to Norris Point/Neddy's  
Harbour to Rocky Harbour

Original Allocation	\$3,025,000
Revised Allocation (1976)	1,843,908
Revised Allocation (1978)	2,176,526
Revised Allocation (1980)	2,052,200
Utilization (1976)	1,261,143*
Utilization (1978)	1,822,599*
Utilization - October 31, 1980	1,960,553
Utilization - March 31, 1983	2,052,142

These two projects were combined and consisted of construction, grading and paving of two access roads from Highway 430 (73) to Rocky Harbour and Norris Point. The first project involved the construction and paving of branch roads, a total of 1.9 miles. The second was the reconstruction and paving of the road between Rocky Harbour and Norris Point, a distance of approximately 10 miles. Paving of the roads through Rocky Harbour and Norris Point/Neddy's Harbour were also funded under this project.

Construction and paving activity under these projects was constructed in four phases:

\* Estimated Utilization

Phase I & II	- Reconstruction of the road between Rocky Harbour and Norris Point	10 miles
Phase III	- East Link Access Road connecting road between Rocky Harbour and Norris Point with Highway 430(73)	1.0 miles
	West Link Road Access Road connecting Rocky Harbour with Highway 430 (73)	0.7 miles
	Service Link	0.2 miles
	Total Access Roads	<u>1.9 miles</u>
	Paving of road between Rocky Harbour and Norris Point/Neddy's Harbour	3.8 miles
Phase IV	- Paving of the two access roads and the remainder of the road between Rocky Harbour and Norris Point/Neddy's Harbour	8.1 miles

Reconstruction and upgrading of the 10 miles of road between Rocky Harbour and the Norris Point wharf commenced in June 1973, a year before the Gros Morne Subsidiary Agreement was signed. Nova Construction, a Nova Scotian firm received the contract at \$616,860. The Management Committee gave approval to backdating the claim for payment at Meeting No. 2 of the Committee. An additional amount of \$235,402 was approved in March of 1975 to cover reconstruction work carried out by Nova Construction for the period between April 1, 1974 and May 28, 1974. This amount was later revised downward to \$149,655 bringing the total cost of reconstruction of the road between Rocky Harbour and Norris Point to \$766,515 (\$616,860 + \$149,655).



Construction of the East Link/West Link Access roads commenced in various stages during the 1975/76 fiscal year. Nova Construction was awarded the construction contract for the East Link and the upgrading contract of the road through Norris Point at a cost of \$497,704. The East Link access road (1.0 miles) as well as this part of the contract was completed in 1975. Also in 1975 approval was given by the Management Committee for paving of both roads. The Class A gravel was placed by Viking Construction and the actual paving was done by Western Construction Ltd. of Stephenville. The total expended for construction of the East Link access road and the upgrading of the road through Norris Point was \$555,640. A total of \$195,108 was spent for the paving of the East Link Access road and paving the road through Rocky Harbour to Norris Point.

In August of 1976, upgrading and paving of the West Link access road connecting Rocky Harbour with Highway 430 (73), a distance of approximately 0.7 miles, was postponed due to the installation of the water and sewer system to service the proposed commercial lots located on the West Link access road. The Department of Transportation and Communications would not take responsibility for the road until the contractor for the water and sewer system had restored the road to its previous condition. The Evaluation Committee was unable to

locate documentation on when the West Link was restored and/or upgraded. However, Management Committee meeting minutes indicate that in 1977 paving of the West Link access road was again delayed, this time due to insufficient funds being allocated to the project. In February 1979, the Department of Transportation and Communications was contacted by the Gros Morne Provincial Authority to obtain a quote on the cost of paving the West Link access road. An estimate of \$168,000 was received, but again paving was deferred until the water and sewer project was completed. The Evaluation Committee understands that paving of the West Link access road will not be completed under the Subsidiary Agreement.

In September 1977, a contract was awarded to Pennecon Limited in the amount of \$332,618 for paving of the community road through Rocky Harbour. Extra costs were incurred because of inadvertent omissions of a small section of road and culverts from the main contract which resulted in a total expenditure of \$353,927 for this project.

During November 1977, five routes were suggested by consulting engineers as the Service Link (0.2 miles). The matter was later referred to the Department of Consumer

Affairs and Environment for a recommendation before a final decision was made. In September 1978, Route 1 was given final approval by the Management Committee. The Service Link was covered in detail under the Rocky Harbour water and sewer project. A total of \$181,134 was also expended under this project for two multiplates, necessary for proper road construction. The Evaluation Committee notes the lack of formal documentation such as when the paving of the road between Rocky Harbour and Norris Point was completed, who was the contractor, etcetera.

3.4.2 Highway 430(73) Reconstruction - approximately 8 miles from St. Paul's to Shallow Bay including the main road of Cow Head.

Original Allocation	\$2,090,000
Revised Allocation (1978)	2,290,112
Revised Allocation (1983)	2,290,111
Utilization (1976)	1,322,000*
Utilization (1978)	2,081,919*
Utilization - October 31, 1980	2,174,387
Utilization - March 31, 1983	2,290,111

This project was designed to remove the existing provincial highway, running through the community of Cow Head

\*Estimated Utilization

to the Great Northern Peninsula region. It also provided for the paving of the main road through the community of Cow Head.

Reconstruction of the Road from St. Paul's to Shallow Bay

Activity conducted under this project consisted of the reconstruction of the road from St. Paul's to Shallow Bay during 1975, a distance of approximately 8 miles. Western Construction Limited of Stephenville was awarded the contract for reconstruction, while Viking Construction received the contract for laying the crushed stone. This project was completed in 1976 at a total cost of \$1,403,804. This was somewhat higher than the original allocation for this project as additional costs were incurred due to adverse site conditions identified after work had commenced.

Paving Main Road through Cow Head

Paving of the community road through Cow Head was not originally proposed under the Subsidiary Agreement. However, the Management Committee deemed it necessary and approval was given to include the paving of the community road in August 1976. Nova Construction was awarded the contract and paving of the Cow Head community road began in January of 1977. Paving was completed in September 1977 at a total cost

of \$57,976. This included an additional \$8,505 over and above the original contract for extra paving done by Nova for a section of the Cow Head road originally left out of the contract. The Evaluation Committee could not determine from the documentation provided the reason for the original exclusion of this section of road.

Route 430 - Paving St. Paul's to Cow Head

This was the last phase of activity to be conducted under this project. The contract for paving of the section of road from St. Paul's to Cow Head was awarded in September 1977 to Western Construction. The original contract was tendered at \$615,310 plus \$151,075 for materials and \$76,638 for engineering. Due to extra work and improvements made to the intersection at Cow Head, the contract price was increased to \$665,000 plus materials and engineering. This resulted in the total cost of the project coming in at \$828,332. Paving of Route 430 - St. Paul's to Cow Head - was completed in the fall of 1978.

The Evaluation Committee feels that better documentation of the additional work performed under these road reconstruction and paving projects should have been provided in the minutes of the Management Committee meetings or on the Project Authorization Forms (PA's).

3.4.3 Route 431(44) - Upgrading and paving of approximately  
0.7 miles from Woody Point to Park  
Boundary

3.4.4 Upgrading and paving of approximately 1.2 miles from  
Park Boundary to Trout River

3.4.6 Reconstruction of Bridges (Glenburnie to Woody Point)

Original Allocation	\$ 726,000
Revised Allocation (1978)	847,162
Revised Allocation (1979)	1,555,829
Revised Allocation (1980)	1,635,000
Utilization (1976)	103,503*
Utilization (1978)	999,591*
Utilization (1979)	1,009,361*
Utilization - October 31, 1980	1,374,832
Utilization - March 31, 1983	1,624,258

Activity under these combined projects consisted of upgrading and paving of approximately 0.7 miles from Woody Point to the Park Boundary, upgrading and paving of 1.2 miles from the Park Boundary to Trout River, and paving of a section of road between Glenburnie and the Park Boundary. Provision was also made for the reconstruction of three bridges from Glenburnie to Woody Point.

\* Estimated Utilization

3.4.3 & 3.4.4 - Woody Point to Park Boundary and Park  
Boundary to Trout River

During the 1975/76 fiscal year, the Management Committee authorized approval for survey work to be completed for both the Woody Point to Park Boundary and the Park Boundary to Trout River projects. These two projects were consolidated into one contract in January 1978 to facilitate more accurate financial control. A third project, the construction of roads near the bridges on Route 431, was later added and funded from the above two projects.

Schedule of Events for the Three Upgrading Projects

<u>Date</u>	<u>Description</u>	<u>Project Authorization (PA)</u>
November 1978	Upgrading Contract • Woody Point to Park Boundary • Park Boundary to Trout River (Awarded to Chaulk's Transport Ltd.)	\$343,785
April 1979	• \$9,925 for cost of culverts added	\$353,711
July 1979	• \$4,411 for gravel added • Project completed, but estimated overrun of \$82,000 was anticipated	\$358,122

- October 1979 . A new PA issued, replacing July PA. Cost figures for three projects, (road upgrading near bridges on Route 431 added to the first two projects - \$67,326) \$560,943
- . This PA also includes an increase of \$149,832 to cover the cost of additional road and gravel removal. The third item of \$12,855 is described as a "force account", which covers any costs not originally anticipated.
- February 1981 . Another PA issued, cancelling all previous PA's. The figure given for the Woody Point to Park Boundary and the Park Boundary to Trout River projects is \$592,498
- December 1981 . Intergovernmental Affairs records indicate final cost for the three projects - Woody Point to Park Boundary, Park Boundary to Trout River and road upgrading near bridges on Route 431 (10% engineering fees added) \$651,746

NOTE: 1. The two projects - Woody Point to Park Boundary and Park Boundary to Trout River - increased in cost from \$343,785 to \$592,498, a variance of 72.3%.



Paving and Guiderails -  
Woody Point to Park Boundary,  
Park Boundary to Trout River and  
Glenburnie to Park Boundary

Chaulk's Transport Limited also received the contract for paving and guiderails in October of 1979 in the amount of \$415,050. Although the contract was awarded in October of 1979 paving did not commence until almost a year later in September 1980. At this time, the Class "A" material was spread on the Trout River to Park Boundary section and paving of this section was completed in early October 1980. At the same time the Woody Point to Park Boundary section was approximately 50% complete with work on the Glenburnie to Park Boundary remaining to be started. The Glenburnie to Park Boundary section was completed on schedule (October 31, 1980) but completion of the Woody Point to Park Boundary section had to be postponed because of adverse weather conditions. Chaulk's completed the paving project in June 1981. Final contract costs for the project were reduced to \$379,803 to reflect the actual construction costs incurred. As well, \$94,224 was expended for materials supplied by the Department of Transportation and Communications. The total cost for paving was \$506,889 (\$473,987 plus engineering).

3.4.6 Reconstruction of Bridges (Glenburnie to Woody Point)

During the 1975/76 fiscal year, 72.74 tons of 60 P.S. 1 steel was purchased from Pratt Representative (1974) Ltd., at a cost of \$32,288 to be used in the reconstruction of bridges from Glenburnie to Woody Point. Management Committee approval was also given to install a permanent river crossing, originally designed for the West Link Crossing, at Crouchers Brook and to call new tenders for the West Link Crossing. The contract for the bridge at Crouchers Brook was awarded to Bonne Bay Contractors at a contract price of \$88,117 which included \$10,300 for materials and \$8,011 for engineering. This was later revised upward due to an underestimation in materials needed and an increase in the cost of materials. The project was completed in the fall of 1975 with Bonne Bay Contractors being paid a total of \$88,662. Additional materials cost \$30,271 for a total of \$118,988 about 35% higher than the original contract.

Management Committee approval was given to construct/reconstruct two bridges at Middle Brook and Cellar Brook in the spring of 1978. Lundrigan's Construction Company was awarded the contract at \$271,026. This was the contract price only and an additional \$23,500 was approved for materials. Lundrigan's commenced work in July 1978 and

finished both bridges in February 1979 at a total contract cost of \$283,840, or \$12,814 above the original contract estimate. This increase resulted from more concrete being required than originally envisaged. An additional \$7,340 was spent for the removal of poles near the bridges by the Department of Transportation and Communications, increasing the total expenditures to \$291,180.

#### 3.4.7 Conclusion

The Evaluation Committee concludes that the objectives outlined for this program were met to a certain degree. The objectives of the Road Construction Program were to enhance and eventually increase tourist visitation and expenditures on tourism in the Gros Morne area. Upgrading of the road network and subsequent increases in tourism expenditure would together contribute to an improvement in the quality of life for area residents.

The Evaluation Committee feels that the objective to provide road infrastructure was definitely met. The Committee notes that the following road infrastructure was completed:

- Ten (10) miles of road between the communities of Rocky Harbour and Norris Point was upgraded and paved;

- Construction and paving of two access roads: East Link Access Road connecting the road between Rocky Harbour and Norris Point with Highway 430(73);
- Paving of the roads through the communities of Rocky Harbour and Norris Point;
- Reconstruction of eight (8) miles of road between St. Paul's and Shallow Bay;
- Paving of the main road through the community of Cow Head;
- Paving of road from St. Paul's to Cow Head;
- Upgrading and paving of 0.7 miles from the Woody Point to the Park Boundary;
- Upgrading and paving of approximately 1.2 miles from the Park Boundary to Trout River;
- Reconstruction of roads near the bridges from Glenburnie to Woody Point and;
- Reconstruction of three bridges from Glenburnie to Woody Point at Crouchers Brook, Middle Brook and Cellar Brook.

The Evaluation Committee understands that all but three road project contracts went to West Coast Newfoundland contractors. Although the Evaluation Committee was unable to determine actual direct employment in construction, upgrading and paving the Committee feels that local employment impact was generally low. The Evaluation Committee bases this conclusion on the employment figures obtained from the Gros Morne Survey Research Project conducted from July - August 1980, where only 16% of the respondents to the Household Survey indicated that road construction in the area had generated employment for themselves or members of their household.

The Evaluation Committee must note the lack of formal documentation with respect to many of the road construction projects. Concise information with respect to actual and additional work performed on road construction and paving projects, as well as the timing when construction activity ended, etc., were not available from either the Management Committee Meeting minutes or the Project Authorization forms. One instance where this lack of information is prevalent pertains to the Woody Point to Park Boundary and Park Boundary to Trout River section where the Evaluation Committee cannot account for a variance in expenditure of \$181,387 or 52.7% over the original contract awarded for upgrading of these sections.

With regard to the objective of contributing to an improved quality of life for residents of the Gros Morne area, the Evaluation Committee believes that the residents of Gros Morne have certainly benefited from the road network completed. This is borne out by the results of the Research Survey Project where both business and household respondents were generally positive about the effects and benefits resulting from the construction and upgrading of roads in the Gros Morne area. Specifically, 84% of household respondents felt that the roads were beneficial as the dust problem had been

eliminated and travel time had been greatly reduced, especially to hospitals. Other benefits indicated were a reduction in car maintenance costs and closer communication with other people. Respondents also noted an improvement in the selection of goods and services available in local stores and indicated that they now travelled longer distances for shopping. When asked if the roads had generated visitation, the majority of respondents felt that the roads had encouraged visitation of friends and relatives from both inside and outside the Gros Morne area.

The attitude of business people in the area towards the benefits provided was generally mixed. Approximately 40% felt that the roads had had a positive impact, because of improved access to goods and services by visitors and residents alike. They also indicated that the serious dust problem had been alleviated, the shipping of goods had become more economical and the improved roads had also lessened the wear and tear on machinery. It was interesting to note that 42% of business respondents felt that roads had no beneficial effect on the Gros Morne area. Some felt that the road routing tended to by-pass communities, diverting traffic and, therefore, hindered business activity. It should also be noted that Parks Canada undertook road construction inside the

boundaries of the Park. These roads are directly linked to roads in the enclave communities and are major thoroughfares. Several of the roads under Parks Canada's jurisdiction had not been paved at the time of the survey and the attitude of some respondents towards this undoubtedly was reflected in their responses. The Evaluation Committee feels that the roads have definitely contributed to an improved quality of life for area residents and generally the residents themselves realize the benefits brought about through the improved road system.

With respect to the objective of encouraging tourism development and contributing to employment opportunities through tourist visitation for area residents, the Evaluation Committee feels that the improved road system has provided better access for tourists. However, the benefits actually accruing from tourism have been somewhat limited. The fact that improved roads are in place alone will not attract tourists to the area. Additional infrastructure in the form of cabins, campgrounds, etc., are required. In addition to providing the necessary infrastructure, tourists must be made aware of the Park and what it has to offer. It is the Evaluation Committee's recommendation that this can be accomplished through placing emphasis on advertising, promotional literature and various other methods designed to promote the

National Park. The general lack of advertising is borne out by the Survey Research Project where business and household respondents felt that promotion of the Park was a big problem. Respondents felt that the key to increasing employment and the overall economic climate in general was further tourism development and promotion of the National Park. The Evaluation Committee agrees with their feelings.

The Tourist Survey conducted also indicated that further development and more particularly promotion and advertising, are necessary to increase tourism and expenditure in the area. This is reinforced through the answers given by respondents to their principal source of information about Gros Morne National Park. Thirty-nine percent (39%) either heard of Gros Morne through word of mouth or from friends and relatives, while 27% had used some form of printed material such as magazines, brochures or journals as their principal source of information. The fact that the average length of stay for all forms of accommodations used by the respondents was only 3 nights and that expenditures made by tourist parties were generally small (47% indicated that their parties had made expenditures of less than \$50 while 13% made no expenditures while visiting Gros Morne), indicates that tourism impact on the area has been somewhat less than what



was expected through the creation of the National Park. Residents also feel that tourism has not had a significant impact on increasing employment and incomes to the people of the area. Although many tourists visit the enclave communities (84% and 68% visited Rocky Harbour and Norris Point respectively) they do not spend much money. The survey shows that 57% just drove through and 83% of those who shopped for souvenirs/handicrafts spent only \$10.00 or less. (For further information on tourism expenditure refer to the Gros Morne Subsidiary Agreement - Survey Research Report, July - August 1980).

The Evaluation Committee concludes that the objectives of the Road Construction Program to provide road infrastructure and to contribute to an improved quality of life for area residents were definitely met. However, the impact of the roads program in encouraging tourism and increasing tourism related employment has been less than originally anticipated. The Committee feels that construction of the roads alone will not have the desired impact of stimulating tourism growth in the area. Other factors such as the lack of promotion and advertising have and are contributing to the lack of tourism growth in the Gros Morne National Park area.

3.5 Technical Supervision and Related Expenses

Original Allocation	\$30,000
Revised Allocation (1978)	80,000
Revised Allocation (1979)	110,000
Revised Allocation (1980)	130,000
Revised Allocation (1983)	160,000
Utilization - October 31, 1980	98,346
Utilization - March 31, 1983	160,000

The objectives of this program were (1) to provide management for the various projects undertaken and (2) to coordinate efforts to meet the objectives established by the Subsidiary Agreement.

The position of technical supervisor was filled by three individuals over the life of the Subsidiary Agreement. All were either academically qualified or had previous experience with the work involved. A number of difficulties were encountered in the hiring of suitable candidates throughout the Agreement. These difficulties arose from the contractual nature of the position (yearly), the location of the job and in the latter part of the Agreement, the salary scale. It was felt that candidates should have an engineering background. The salary for the Technical Supervisor was (towards the end of the Agreement) in the \$20,000 range. It is unlikely that

given today's salary scale for engineers, that a candidate with such academic background would accept this salary.

The Technical Supervisor was responsible for overseeing construction on projects (water and sewer, roads etc.) and ensuring that contractors and consultants were fulfilling their obligations. The person was stationed in the Gros Morne Provincial Authority office in Rocky Harbour and was accountable to the Management Committee through the Coordinator. The Technical Supervisor maintained records and prepared progress reports to keep the Management Committee informed of project status. Under this program, provision was also made for a Maintenance Technician responsible for maintaining and operating the water and sewer systems until they were actually taken over by the Department of Municipal Affairs and Housing and the communities. As far as the Evaluation Committee can determine, one person was hired on a one-year contractual basis with the responsibility of water and sewer maintenance. This person reported to the Regional Supervisor for the Department of Municipal Affairs and Housing. Funding for this person was authorized under the Gros Morne Subsidiary Agreement and administered by the Department of Municipal Affairs and Housing. It was originally anticipated that the local councils would be approached to help subsidize the salary. At

Management Committee Meeting No. 43 (September 14, 1978), a request by the Department of Municipal Affairs and Housing to extend the contract of the Maintenance Technican and to provide the associated funding was rejected.

The Evaluation Committee understands that the Technical Supervisor eventually took over the responsibility of the Maintenance Technican as well as performing his regular duties of overseeing construction on projects and ensuring that contractors and consultants were fulfilling their obligations. The Evaluation Committee feels that the program of Technical Supervision and Related Expenses was handled in a satisfactory manner.

3.6 Evaluation - Impact Studies

Objective: To ensure an evaluation of the implementation of the Gros Morne Subsidiary Agreement would be completed while programs/projects were ongoing and after they were terminated.

Original Allocation	\$ 30,000
Revised Allocation (1980)	100,000
Revised Allocation (1983)	69,993
Utilization - October 31, 1980	60,692
Utilization - March 31, 1983	69,993

The specific objectives for the evaluation and impact studies were:

- (a) to assess the extent to which tourism development has occurred in the area;
- (b) to measure the change in quality of life experienced by area residents; and
- (c) to evaluate the cost effectiveness of the implementation of the Subsidiary Agreement.

These aims were compatible with the intent of Section 11 of the Subsidiary Agreement which outlined the requirement for an evaluation.

In an effort to implement the program, the Management Committee approved an expenditure of \$5,000 for a preliminary research study and a proposal to conduct an evaluation. Dr. George Park of the Institute of Social and Economic Research, Memorial University, made a presentation for future research but it was deemed unacceptable by the Management Committee as it did not appear to comply with their demands.

It was decided that a Terms of Reference would be drawn up and circulated for public tendering. A group was formed to address this task which included representatives from the Department of Manpower and Immigration, the Department of Social Services and the Gros Morne Provincial Authority Office. They formulated a Terms of Reference which was based on two major concerns, firstly, that the evaluation consider various aspects of Agreement spending, and secondly, the long-term economic and social effects likely to impact on the area.

In keeping with these two major objectives, specific guidelines were developed. The evaluation of the Agreement was aimed at reviewing the extent to which aims and objectives were being met, identifying needed alterations in expenditure patterns to achieve the same, and ascertaining whether

additional financing would be required for any project's completion. An assessment of the impact of Agreement investment would measure changes in employment, income and living conditions. The research was to consist of surveys to update a 1972 household survey, information collection related to tourist visitation, and a report on the effects of relocation to date including the projection of future trends.

Tenders were opened in May 1976 with Sunderland, Preston, Simard and Associates Ltd. submitting the lowest bid. The firm was awarded the contract for \$25,570. The evaluation commenced in June 1976 and a completion date was scheduled for December 1976. It should be noted that, at the same time, a proposed amendment to the Subsidiary Agreement was under consideration and an evaluation of projects was deemed essential. As the consultants felt they would not have a report ready for use by the negotiators, a separate evaluation was undertaken by DREE to assist the process.

An interim report was prepared by the consultants and given to the Management Committee in September 1976. The report was criticized for merely presenting data accounting for expenditures to June 30, 1976, and not offering inferences or recommendations. As well, a number of statements were contradictory when compared to statistical information presented.

The consultants were approached with comments and an attempt was made to rectify the differences. It was, however, the firm opinion of the consultants that they were not responsible for making recommendations to the Management Committee concerning the status of the projects and future directions which should be taken. This opinion was contrary to the Terms of Reference which clearly called for the consultant to offer suggestions on the rearrangement of expenditure patterns.

The consultants submitted three volumes of a report to the Management Committee by December 1976. Volume I, Evaluation and Impact, contained a summary of the status of each project and made reference to additional funding requirements. According to the Terms of Reference for this particular report, a review of the general objectives of the Subsidiary Agreement; for example, employment creation in tourism development, environmental protection, etc., was to be completed to compare achievements with expectations. Changes or additions to planned expenditures were to be recommended if the consultant believed the original intentions of a program and project could not be reached through the current allocation. A criticism levied against the report was that the consultant's estimates for project completion differed from those



submitted by the Management Committee in relation to negotiations for the proposed amendment to the Subsidiary Agreement.

The report concentrated on economic indicators such as labour costs and the extent of local purchasing. Social concerns were not addressed; for example, the compatibility of the communities and the Park. Issues related to pollution of the environment were also not considered in spite of inclusion of this point in the Terms of Reference. The implications of Agreement spending in the enclave communities was not thoroughly discussed. A number of factors were selected for discussion, however, they did not meet the requirements of the desired analysis.

Volume II, Tourist Survey, was designed to collect data concerning tourist visitation to the enclave communities and the Park. The findings of the survey research were based on a small sample population. Information was gathered primarily to determine where visitors were from, how long they stayed, and what impressions they had of the Park. No attempt was made, however, to estimate the amount of money spent in the enclave communities by visitors. Thus it was not possible to gain an insight into the economic impact of the tourism

industry in the area. There were no textual comments accompanying the report to offer an analysis of the data collected.

Volume III, Household Survey, was intended to update a study conducted by the Provincial Planning Office, Department of Municipal Affairs and Housing, in 1972. The Terms of Reference were designed to indicate changes in living conditions in the communities, public attitudes toward the Park, and to obtain the suggestions of local residents for future development. A very high percentage of households were included in the survey research conducted in the enclave communities. The report consisted of a series of statistical tables outlining services and facilities available to residents in each enclave community. These tables were not comparable with data previously gathered by the Provincial Planning Office and no analysis of this information was provided. Comments received from respondents concerning the Park were listed by community but were not discussed by the consultant. The suggestions of local residents for future development were also not reviewed in this report.

These three volumes were submitted by December 1976 but the consultants' work did not meet the stipulations of the Terms of Reference. A report on the economic and social

effects of present and anticipated future relocation activity was not received. The consultants left the impression that a summary of all the research would be an additional expense for the Management Committee in spite of its inclusion in the original Terms of Reference. The Management Committee contacted the consultants to request that the contracted work be completed. It was indicated to Sunderland et al. that they had not met the expectations established in the Terms of Reference. In April 1977 the consultants submitted two brief reports on relocation activity.

Volume IV, Household Survey: Relocated Families, was essentially a précis of Volume III, except the situation of relocatees was isolated from the total sample population. Although comparisons were made between this group and other area residents, there was no analysis of the economic and social implications of the relocation process. The final report, Volume V, Summary, was a précis of the major findings of the other volumes. It did not offer recommendations to assist the Management Committee in determining the future direction of the Subsidiary Agreement. Consequently, it appears that the consultants did not live up to the stipulations of the Terms of Reference designed for this project. A

DREE memorandum dated June 1979 was located stating that the original Terms of Reference were altered before being given to the consultants with a number of useful measures for assessing the impact of Agreement expenditures being deleted. According to this memo the consultants did live up to the revised Terms of Reference.

This was the only documentation found which indicated that the original Terms of Reference were not given to the consultant. It is, therefore, assumed that the Terms of Reference used in the tendering process were still valid and the consultants did not provide the information as requested.

The Management Committee received a proposal from the same consultants in October 1977 for further data collection to continue an evaluation of the Subsidiary Agreement. There is no evidence in the records that the Management Committee ever requested that such a proposal be submitted. Approval was given to complete data collection during 1977 for an amount not to exceed \$9,800. Further work was contracted for 1978 at \$10,300 to cover form distribution, preliminary interviews, tourist surveys, and the compilation and analysis of data. At that time, the consultant was notified that

acceptance of the proposal hinged on their agreement to provide a report on the analysis of data collected.

The same DREE memorandum cited previously stated that this latter specification was waived and that data collection was sub-contracted to Canadian British Consultants Limited. It was also noted that the result of two years of research was an incomplete set of construction employment and expenditure forms plus a 1978 tourist survey which updated the previous one conducted by the consultant. Essentially the same questionnaire was utilized without analyzing data through comparison with the previous survey or offering an insight into the implications of the findings.

Correspondence indicated that the Management Committee experienced difficulties with the consultants in obtaining data while, at the same time, being billed for work conducted. On several occasions the consultant was informed that payments would be withheld until a final product was received. Even after all progress payments had been forwarded to Sunderland et al., the Management Committee was not in possession of the requested information.

As no Terms of Reference were devised for this research, it is not possible to gauge the degree to which the consultants met the expectations. There was dissatisfaction expressed with their timing, thoroughness in data collection, and the consultant's demands for payment. The utility of the information rendered from the research process is questionable as the 1977 research was not complete. The tourist survey was merely a repeat of the foregoing study, the shortcomings of which have already been discussed. For the purposes of this final evaluation the information has been inadequate.

In spite of the difficulties encountered in the past, the Management Committee again considered a proposal from Sunderland et al. to conduct a final evaluation of the Subsidiary Agreement. The proposal, submitted in July 1979, called for a commitment of an estimated \$36,579. Surveys were to be updated and compared with previous research findings. Agreement expenditures were also to be analyzed in terms of the implications for the area.

Due to the poor quality of the proposal submitted, the Management Committee, on the insistence of DREE, would

not enter into another contract with Sunderland Preston, Simard and Associates Limited. The consultants were disengaged. Later an Evaluation Committee was established to assume responsibility for the completion of this project.

### 3.6.1 Conclusion

Considering the objectives established for the Evaluation-Impact Studies Program, it is apparent that the work completed did not satisfy the expectations. Tourism development was not extensively assessed by the consultant. This is evidenced by the lack of information on expenditure in the area. Measurement of the changes in the quality of life of residents was completed, largely by taking an inventory of existent facilities and services in households. No comparisons were made between the original situation and the situation present at the time of research. The expenditure of Agreement funds was not viewed from a cost-effectiveness perspective by the consultant. In fact, when asked for recommendations on the completion of projects, the consultant stated that no comment would be made on this issue. Their stance was based on the view that any projects requiring subsidization were uneconomical and responded to pressures other than supply and demand. Consequently, the consultant believed no statement was possible in this regard.

The difficulty in ensuring the consultants provided the information demanded suggests that the Management Committee was not monitoring the work as closely as necessary. Sunderland et al. were late in submitting the reports initially contracted. Even after data was compiled and submitted, it did not meet the requirements established.

In spite of the problems with the original research, the consultants were awarded additional contracts. This may be questioned due to the inadequacy of the first reports submitted. The research process was not scrutinized as evidenced by the quality of work produced. The Evaluation Committee agrees with the decision to not rehire the consultant to conduct a final evaluation based on the utility of previous work submitted.

The use made of the data collected appears to have been limited. It is worthy to note that, according to the original contract, all information became the property of the Minister of Tourism. Some of the data, however, cannot be located and neither the consultant nor Newfoundland and Labrador Computer Services is in possession of the information. Thus it is unavailable for the purpose of this evaluation.



In summary, the work completed under the Evaluation and Impact Studies Program has not contributed to the objectives established by the Subsidiary Agreement. There was inadequate management of the consultants with the efficiency and effectiveness of the project therefore suffering. Payments made to the consultants were not justified given the poor quality of the reports submitted and the absence of computer taped information that is the rightful property of the Province through the Minister of Tourism. The results of the program have not contributed to the thorough evaluation of the cost effectiveness of Agreement expenditures or the impact (economically, socially) of the implementation of the Subsidiary Agreement on the enclave communities and the Park environment.

CHAPTER 4  
CONCLUSIONS

4.1 Introduction

The stated objective of the Canada/Newfoundland Gros Morne Park Area Development Subsidiary Agreement is:

"...to enable Canada and the Province to take advantage of opportunities for increasing employment and earned income of residents along the Great Northern Peninsula of Newfoundland associated with the development of the Gros Morne Park".

It was envisaged that this objective would be achieved through placement of infrastructure as well as tourism development associated with Gros Morne National Park. The establishment of the Park had in itself created much optimism concerning the benefits to be derived from tourism development. It was felt that upgrading and construction of roads as well as construction of water and sewer systems, solid waste disposal sites, etc., would allow the enclave communities to become service centres to handle the expected increase in tourism traffic.

#### 4.2 Summary of Strengths and Weaknesses

The Evaluation Committee notes that much activity occurred with respect to the placement of infrastructure under the Gros Morne Park Area Development Subsidiary Agreement. The Evaluation Committee was unable to determine actual direct employment generated in placement of this infrastructure, however, the Committee feels that the impact of construction related employment on the economies of the communities was relatively low. The Evaluation Committee has formulated this conclusion on the findings of the Survey Research Project conducted during the summer of 1980, additional research and field visits undertaken by the Committee.

While the objective of the Agreement is worded to give the impression that the programs within are oriented towards increasing employment and income levels of area residents through associated development of the National Park, an analysis of Agreement programs reveals that this is not the case. The following table (4.1) outlines the programs and the proportion of total Agreement expenditures allocated to each program.

The Evaluation Committee feels that the program mix could not have been expected to achieve the overall objective outlined for the Subsidiary Agreement. From Table 4.1 it can

Table 4.1

Agreement Programs and Related Expenditures

<u>Program</u>	<u>Expenditure*</u>	<u>Percentage (%)</u>
1. Planning Studies and Development Programs	\$ 279,986	1.2
2. Community Infrastructure	16,370,946	71.6
3. Road Construction	5,966,511	26.2
4. Technical Supervision	160,000	0.7
5. Evaluation - Impact Studies	69,933	0.3
TOTAL	<u>\$22,847,436</u>	<u>100.0</u>

\* Expenditures to March 31, 1982.

be seen that three of the five programs outlined (Programs 2, 3, and 4) could have contributed to increasing direct employment and earned incomes for residents along the Great Northern Peninsula. Programs 1 and 5 were designed to determine the potential for development and assess the impact of the Subsidiary Agreement. It was envisaged that Program 3 - the Road Construction Program, would increase tourist visitation and expenditures on tourism in the Gros Morne area. Although the Evaluation Committee notes that there has been an increase in visitation to the Park area since the signing of the Subsidiary Agreement, the roads alone have not

contributed to this increase as much as had been anticipated. The energy crisis and the present high cost of gasoline was not foreseen and the lack of tourism related services as well as lack of promotion and advertising of the Park are all factors which greatly inhibited tourism development and related benefits. The construction of the roads alone will not have the desired impact of stimulating tourism growth.

#### 4.3 Conclusion

The Evaluation Committee notes that the activity which occurred under the Gros Morne Park Area Development Subsidiary Agreement has provided the enclave communities with the basic infrastructure needed for growth. The key, however, to increasing employment and improving the overall economic climate in general is further tourism development and promotion of the National Park. It is now time for development of tourist related services; for example, additional campgrounds, cabins, swimming pools etcetera. As well, institution of a well planned program of promotion and advertising is necessary to increase awareness of the Gros Morne National Park and the surrounding attractions of L'Anse aux Meadows, the Arches, etcetera. Further development and public awareness are necessary to increase tourism visitation and tourist related expenditures. This in turn will increase employment and earned incomes for area residents.

The responsibility now lies with the Provincial Department of Development (Tourism Branch) and the Federal Parks Canada to make the public and potential tourists aware of the Park's existence and what it and the surrounding area have to offer. Consideration should also be given to the implementation of an Agreement oriented towards tourism and business development in the area. This will enable the residents of the Great Northern Peninsula to fully benefit from the further development of the Gros Morne National Park.

APPENDIX I

## EFFICIENCY AND EFFECTIVENESS INDICATORS

<u>Program</u>	<u>Efficiency Indicators</u>	<u>Effectiveness Indicators</u>
<u>1.0</u>		
Planning Studies and Development Program.	1. Time required to complete studies.	1. Actual production of studies, plans.
	2. % of utilization of funds.	2. Identification of probable sites for tourism development.
<u>1.1.0</u>	3. Actual Costs vs. budgeted costs.	3. Information on existent facilities.
Studies related to Tourism Development, Master Tourism Study.	4. Tendering and cost considerations.	4. Recommendations re tourist services and facilities for development.
	5. Consultation with appropriate individuals, agencies etc.	5. Usage made of studies.
<u>1.2.0</u>		
Regional Planning: Land Use Study (Deer Lake to Park Boundary) Community development plans for Trout River, Woody Point to Glenburnie enclave communities and St. Paul's.		
<u>1.3.0</u>		
Inshore Sports and Marina Studies.		



## EFFICIENCY AND EFFECTIVENESS INDICATORS

<u>Program</u>	<u>Efficiency Indicators</u>	<u>Effectiveness Indicators</u>
<u>2.0</u>		
Community infra-structure	1. Time required to complete work.	1. Installation of systems.
<u>2.1.0</u>	2. % Utilization of funds.	2. Utilization of facilities
Rocky Harbour Water & Sewer System	3. Actual costs vs. budgeted costs.	3. Prevention of environmental pollution.
<u>2.2.0</u>	4. Monitoring of procedure for distribution of funds.	4. Maintenance of facility.
Norris Point/ Neddy's Hr. Water & Sewer System.	5. Tendering and cost considerations.	5. Private investment induced.
<u>2.3.0</u>		6. Direct employment (construction).
Cow Head/St. Paul's Water & Sewer System.		7. Indirect employment generated.
<u>2.4.0</u>		8. Effect on quality of life.
Trout River Water & Sewer System.		9. Feedback from residents on service.
<u>2.5.0</u>		10. Materials obtained domestically.
Woody Point/ Water Extension & Sewer System.		11. Number of communities serviced.
		12. Number of people serviced.
		13. Changes in the incidence of health problems.
		14. Transition of municipal infrastructure to municipalities.
		15. Change in population i.e. out-migration growth.

EFFICIENCY AND EFFECTIVENESS INDICATORS

<u>Program</u>	<u>Efficiency Indicators</u>	<u>Effectiveness Indicators</u>
<u>2.6.0</u>		
Rocky Harbour Residential Lots (50).	1. Costs per serviced lots.	1. Number of lots serviced and number operational.
	2. Tendering and cost considerations.	2. Costs of serviced lots to buyers.
<u>2.7.0</u>		
Norris Point Residential Lots (25).	3. Time required to complete work.	3. Lots purchased and used.
	4. % utilization of funds.	4. Direct employment generated.
<u>2.8.0</u>		
Cow Head Residential Lots (20).	5. Actual costs vs. budgeted costs.	5. Indirect employment generated.
	6. Monitoring procedure for distribution of funds.	6. Effect on quality of life.
	7. Projection of demand for lots.	7. Materials obtained domestically.
		8. Feedback from residents using lots.
		9. Transition of municipal infrastructure to municipalities.

## EFFICIENCY AND EFFECTIVENESS INDICATORS

<u>Program</u>	<u>Efficiency Indicators</u>	<u>Effectiveness Indicators</u>
<u>2.9.0</u>		
Solid Waste Disposal Study and Construction (all enclaves).	<ol style="list-style-type: none"><li>1. Time required to complete work.</li><li>2. % utilization of funds.</li><li>3. Actual costs vs. budgeted costs.</li><li>4. Tendering and cost considerations.</li><li>5. Monitoring procedures for distribution of funds.</li></ol>	<ol style="list-style-type: none"><li>1. Actual construction of sites.</li><li>2. Number of residents making use of site.</li><li>3. Prevention of environment pollution.</li><li>4. Maintenance of facility.</li><li>5. Materials obtained domestically.</li><li>6. Usefulness of studies in relation to construction.</li><li>7. Effect on quality of life.</li><li>8. Direct employment generated.</li><li>9. Indirect employment generated.</li><li>10. Feedback from residents concerning site.</li></ol>

## EFFICIENCY AND EFFECTIVENESS INDICATORS

<u>Program</u>	<u>Efficiency Indicators</u>	<u>Effectiveness Indicators</u>
<u>3.0</u>		
Road Construction	1. Cost per square mile	1. Road constructed and opened to travellers.
<u>3.1.0</u>	2. Time required to complete work.	
Access Roads from Highway 430 (73) to Rocky Harbour and Norris Point (approx. 2 miles).	3. % utilization of funds.	2. Increase in tourist traffic.
	4. Actual costs vs. budgeted costs.	3. Increase in resident use.
<u>3.2.0</u>		
Highway 430 (73) reconstruction (St. Paul's to Shallow Bay).	5. Tendering and cost considerations.	4. Private investment induced due to the roads.
	6. Monitoring procedures for distribution of funds.	5. Direct employment generated (Construction).
<u>3.3.0.</u>		
Route 431(44) up-grading and bridges (Glenburnie to Woody Point).		6. Indirect employment generated (tourism).
		7. Effect on quality of life.
		8. Materials obtained domestically.
		9. Feedback from local residents and visitors.
		10. Improved access for commercial and private users.
		11. Change in travel time.
		12. Change in transportation costs.

## EFFICIENCY AND EFFECTIVENESS INDICATORS

<u>Program</u>	<u>Efficiency Indicators</u>	<u>Effectiveness Indicators</u>
<u>4.0</u>		
Technical Supervision and Related Expenses.	<ol style="list-style-type: none"><li>1. Time required to hire personnel.</li><li>2. % utilization of funds.</li><li>3. Actual costs vs. budgeted costs.</li><li>4. Actual monitoring of all projects.</li></ol>	<ol style="list-style-type: none"><li>1. Management and administration of projects (co-ordination).</li><li>2. Ensuring stated objectives were attained.</li><li>3. Overall success of projects under Agreement.</li><li>4. Monitoring expenditures in relation to budget.</li></ol>
<u>5.0</u>		
Evaluation Impact Studies.	<ol style="list-style-type: none"><li>1. Actual costs vs. budgeted costs.</li><li>2. Temporal factors relating to studies completion.</li><li>3. % utilization of funds.</li><li>4. Consultation with individuals, government, communities etc., to maximize input of affected parties.</li><li>5. Evaluation Plan drafted.</li></ol>	<ol style="list-style-type: none"><li>1. Production of study containing information re-quested re impact.</li><li>2. Report offering analysis of past performance and recommendations for future directions.</li><li>3. Use made of study.</li><li>4. Jobs created.</li><li>5. Acceptance of results.</li></ol>

APPENDIX II

Employment Statistics

Gros Morne Park Area

Total Labour Force 1971

	<u>Rocky Harbour</u>	<u>Sally's Cove</u>	<u>Trout River</u>	<u>Woody Point</u>	<u>Cow Head</u>	<u>Norris Point</u>	<u>Total</u>
Labour Force	195	60	150	125	145	170	845
Employed	170	55	135	115	125	160	760
Unemployed	20	10	10	5	10	10	65
Unemployment Rate	10.2%	16.6%	6.6%	4.0%	6.8%	5.8%	7.6%

Total Labour Force 1976

	<u>Rocky Harbour</u>	<u>Sally's Cove</u>	<u>Trout River</u>	<u>Woody Point</u>	<u>Cow Head</u>	<u>Norris Point</u>	<u>Total</u>
Labour Force	345	65	190	170	170	310	1250
Employed	235	60	145	155	145	265	1005
Unemployed	110	5	45	20	25	50	255
Unemployment Rate	31.8%	7.6%	23.6%	11.7%	14.7%	16.1%	20.4%

Employment Statistics

Gros Morne Park Area

MALES - 1971

	<u>Rocky Harbour</u>	<u>Sally's Cove</u>	<u>Trout River</u>	<u>Woody Point</u>	<u>Cow Head</u>	<u>Norris Point</u>	<u>Total</u>
Labour Force	165	55	125	100	115	120	680
Employed	140	50	115	90	100	110	605
Unemployed	20	10	5	5	10	10	60
Unemployment Rate	12.1%	18.2%	4.0%	5.0%	8.7%	8.3%	8.8%

FEMALES - 1971

	<u>Rocky Harbour</u>	<u>Sally's Cove</u>	<u>Trout River</u>	<u>Woody Point</u>	<u>Cow Head</u>	<u>Norris Point</u>	<u>Total</u>
Labour Force	30	5	25	25	30	50	165
Employed	30	5	20	25	25	50	155
Unemployed	-	-	5	-	-	-	5
Unemployment Rate	-	-	20.0%	-	-	-	3.0%

TOTAL - 1971

	<u>Rocky Harbour</u>	<u>Sally's Cove</u>	<u>Trout River</u>	<u>Woody Point</u>	<u>Cow Head</u>	<u>Norris Point</u>	<u>Total</u>
Labour Force	195	60	150	125	145	170	845
Employed	170	55	135	115	125	160	760
Unemployed	20	10	10	5	10	10	65
Unemployment Rate	10.2%	16.6%	6.6%	4.0%	6.8%	5.8%	7.6%



Employment Statistics

Gros Morne Park Area

MALES - 1976

	<u>Rocky Harbour</u>	<u>Sally's Cove</u>	<u>Trout River</u>	<u>Woody Point</u>	<u>Cow Head</u>	<u>Norris Point</u>	<u>Total</u>
Labour Force	255	55	145	110	125	220	910
Employed	165	50	110	105	110	185	725
Unemployed	90	5	35	5	15	35	185
Unemployment Rate	35.3%	9.1%	24.1%	4.5%	12.0%	15.9%	20.3%

FEMALES - 1976

	<u>Rocky Harbour</u>	<u>Sally's Cove</u>	<u>Trout River</u>	<u>Woody Point</u>	<u>Cow Head</u>	<u>Norris Point</u>	<u>Total</u>
Labour Force	90	10	45	60	45	90	340
Employed	70	10	35	50	35	80	280
Unemployed	20	-	10	15	10	15	70
Unemployment Rate	82.2%	-	22.2%	25.0%	22.2%	16.7%	20.5%

TOTAL - 1976

	<u>Rocky Harbour</u>	<u>Sally's Cove</u>	<u>Trout River</u>	<u>Woody Point</u>	<u>Cow Head</u>	<u>Norris Point</u>	<u>Total</u>
Labour Force	345	65	190	170	170	310	1250
Employed	235	60	145	155	145	265	1005
Unemployed	110	5	45	20	25	50	255
Unemployment Rate	31.8%	7.6%	23.6%	11.7%	14.7%	16.1%	20.4%