



REGION OF WINDSOR AND WEST HANTS MUNICIPALITY
Regular Meeting of Council Agenda **AMENDED**
July 28, 2020 - 6:00 p.m.
Virtual Meeting

1. Call to Order
2. Roll Call
3. Declaration of Conflict of Interest
4. Announcements
5. Approval of the Agenda, including additions or deletions
6. Approval of Previous Meeting Minutes
 - a) 2020-06-23 Council minutes
 - b) 2020-06-23 Public Hearing minutes – Deed Transfer Tax By-Law RD-001
 - c) 2020-06-23 Public Hearing minutes – PID 45372224, 741 McKay Rd. Amendment to Dev. Agreement
7. Unfinished Business/Postponed Motions
 - a) Avon River Causeway / Aboiteau Discussion
8. Public Hearings
 - a) **Ski Martock Rd Land Use By-Law Amendment PID 45038510 - Public Hearing**
 - b) **Municipal and School Board Elections Voting By-Law RE-001 – Public Hearing and Second Reading**
9. **Mayor's Report**
10. Committee of Council Recommendations
 - a) Committee of the Whole Excerpts – July 14, 2020 and July 21, 2020
 - i. COVID-19 Property Tax Financing Program Policy and Temporary Borrowing Resolution
 - ii. Financial Services Policies (Investment Policy; Reserve Policy; and Residential Property Tax Assistance Policy)
 - iii. Reallocation of Hantsport Post-Transitional Funds
 - iv. Write-off of Uncollectible Property Taxes
 - v. Hantsport Fire Station Design Services Tender Award
 - vi. Hantsport Memorial Community Centre (HMCC) Audited Financial Statements 2019-2020
 - vii. Grants and Contributions 2020
- Supplementary Information Report
 - viii. 2020-2021 Gas Tax Funding
 - ix. Annual Tax Exemption Property List
 - b) Planning Advisory Committee
 - i. Building Code Act By-Law First Reading – Recommendation Report
 - ii. Repeal Town of Windsor Minimum Standards By-Law First Reading – Recommendation Report
11. Councillor Municipal Business Reports
 - a) **Councillor Debbie Francis - Councillor Municipal Business Report**

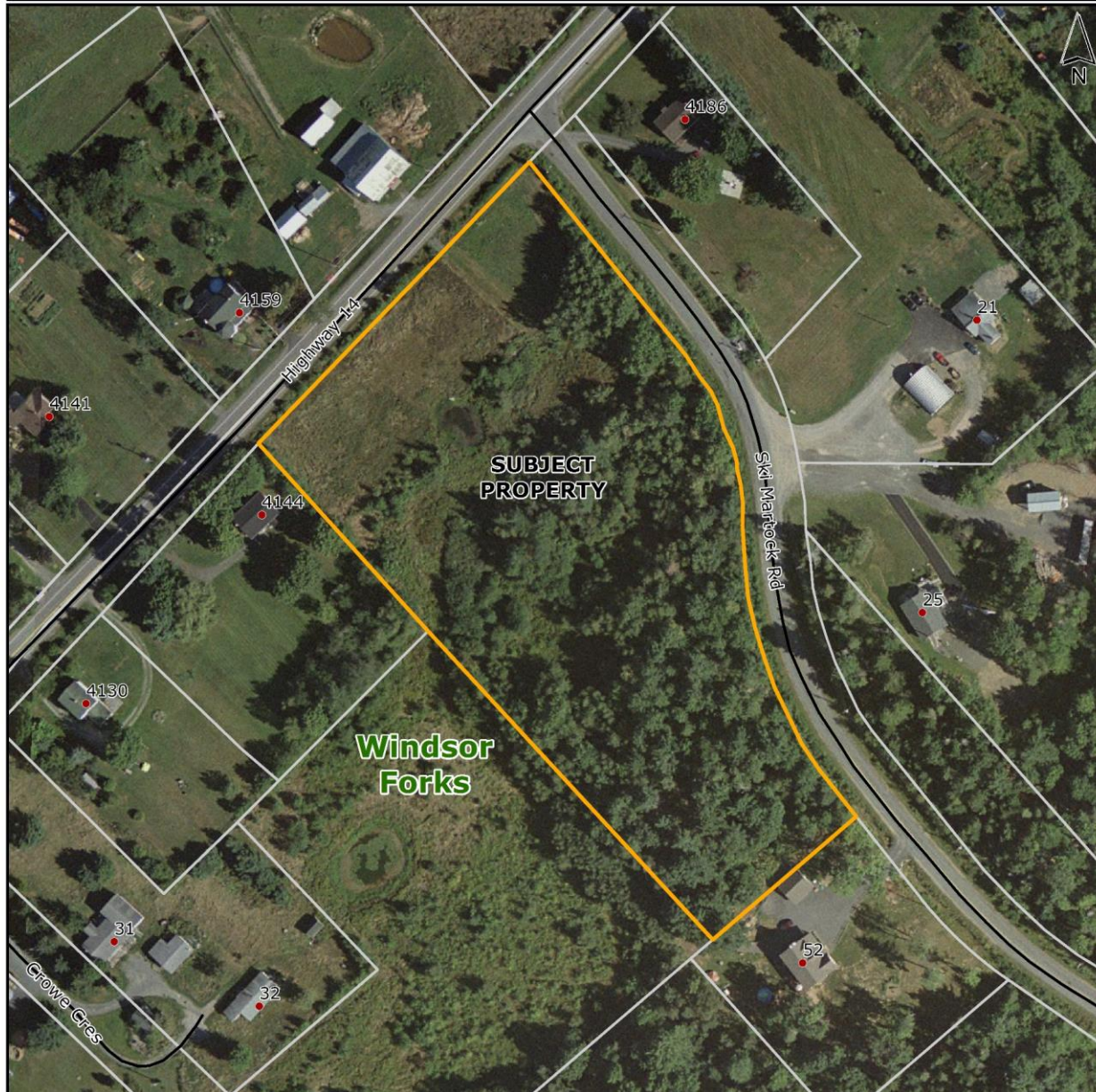
12. Correspondence
 - a) Coordinator's Final Report re. Consolidation
 - b) 2020-07-26 Letter from Bill Preston – New Hantsport Fire Station
13. New Business
 - a) Diversity and Inclusion – Establishment of a Committee of Council – Agenda Request Form
14. In-Camera
15. Next Meeting Date / Adjournment



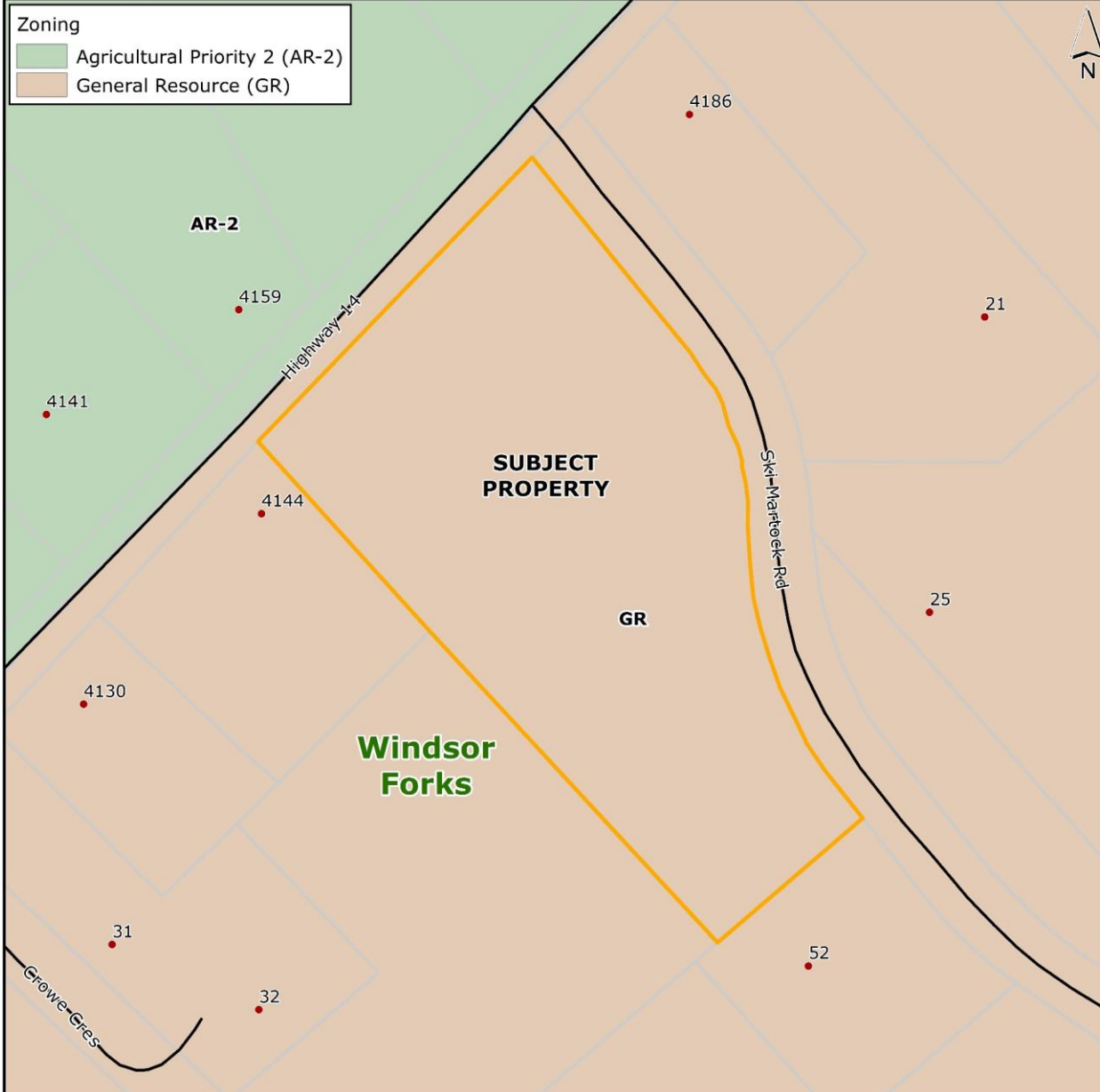
Ski Martock Rd.
Land Use By-law Amendment
July 28, 2020

Application

- ▶ On February 28th Stanley Joseph Boyd and Patricia Boyd applied for an amendment to permit a tourist accommodation consisting of several cottages on their property.
- ▶ The current zoning permits two (2) seasonal dwellings as-of-right, the applicant would like the ability to have more than two (2)

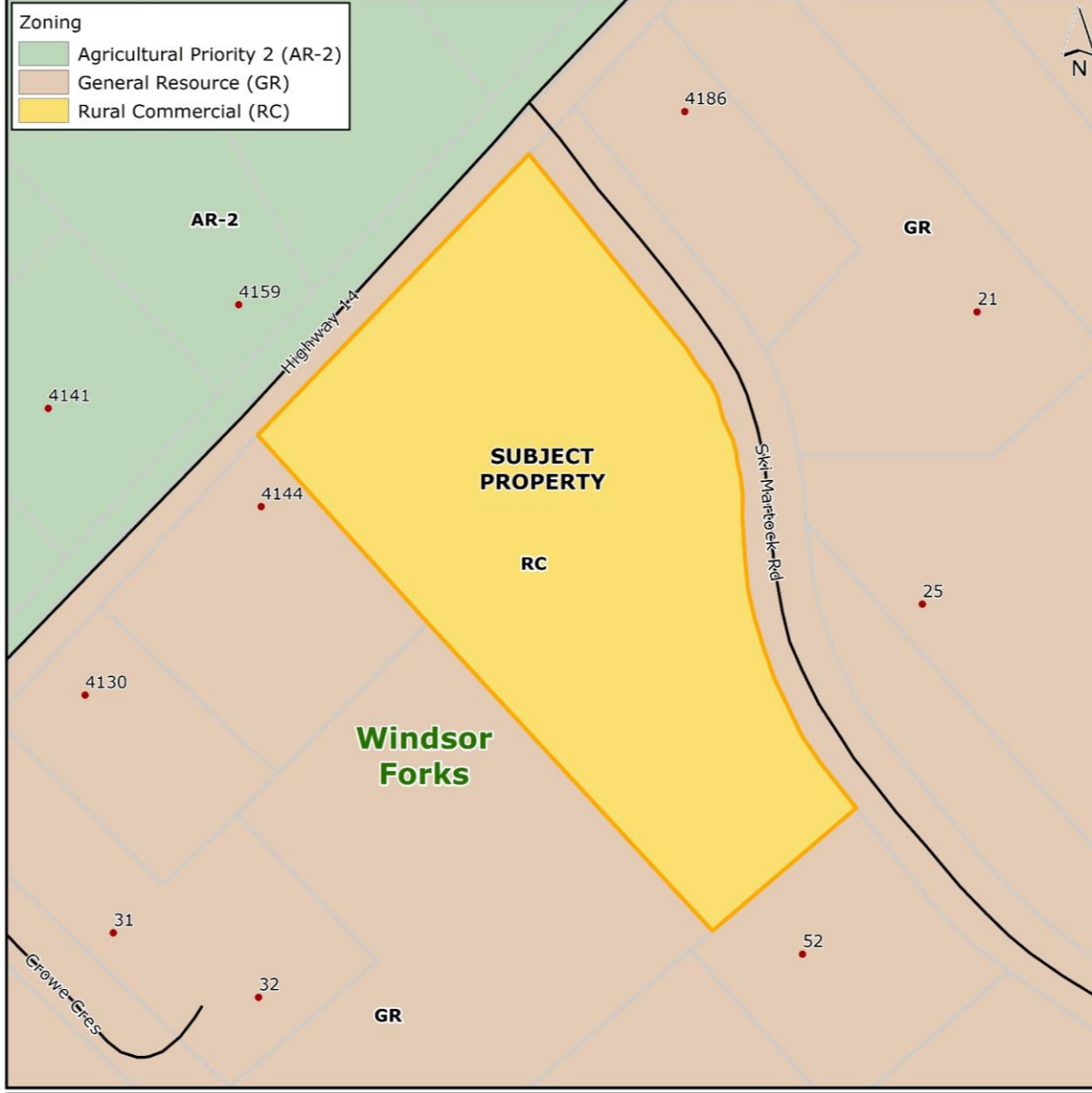






Policy

- ▶ **Policy 9.1.6** enables Council to consider rezoning land zoned General Resource (GR) to allow for commercial or industrial uses permitted in the **Rural Commercial (RC)** or Resource Industrial (M-1) zones.
- ▶ **Policy 16.3.1** states general criteria for any West Hants Land Use By-law amendment.



Rural Commercial (RC) Zone

- ▶ Automobile service stations
- ▶ Banks and financial institutions, clubs
- ▶ Day care centres, licensed or non-licensed
- ▶ Farm supplies and equipment sales and service, farm markets
- ▶ Funeral homes
- ▶ Garden and nursery production, sales and supplies
- ▶ Hotels, motels and other tourist accommodations, but does not include campgrounds
- ▶ Kennels
- ▶ Licensed Cannabis Nurseries (**Amendment 18-08 effective November 26, 2019**)
- ▶ Offices
- ▶ One dwelling unit in conjunction with a permitted commercial use, located either in the same building or as a single unit dwelling on the same lot
- ▶ Personal service shops, post offices and postal outlets
- ▶ Restaurants and retail stores
- ▶ Existing dwellings

Discussion

- Policy 7.2.1 of the WHMPS states, *It shall be the policy of Council to establish a Rural Commercial (RC) zone which will apply to Hamlets and resource areas and permit a variety of commercial uses intended to provide a service to local residents, as well as limited highway commercial and tourist commercial uses. Residential uses will be permitted in conjunction with a commercial use.*

Additional Amendments

- ▶ Policy 9.1.6 (f) *the use is not considered obnoxious by virtue of noise, odours, dust, fumes or other emissions*
- ▶ An amendment is recommended to the Rural Commercial (RC) zone abutting use requirements to ensure all properties with a residential use benefit from these requirements

Additional Amendments

Abutting Use Requirements

- ▶ 16.4 Where any commercial use permitted in the Rural Commercial (RC) zone is developed on a lot which abuts a lot with a residential use, the following standards shall apply:
- ▶ (a) the minimum side yard requirement for the commercial use from the abutting lot line shall be 20 ft (6.10 m);
- ▶ (b) no open storage or outdoor display shall be permitted in an abutting side yard; and
- ▶ (c) the part of the commercial lot directly adjoining **the lot with the residential use** shall be used for no purpose other than a planting strip having a minimum of 5 ft (1.52 m) measured perpendicular to the lot line.

WHMPS Specific Criteria

In summary, Policy 9.1.6 is met as:

- ▶ the proposed uses are not ones which, because of their size or nature, would be more appropriately located in a Growth Centre, Village or Hamlet;
- ▶ the development is compatible with adjacent land uses; and
- ▶ staff recommend amendments to ensure abutting zone requirements apply to all commercial uses which abut properties with residential uses in any zone.

WHMPS General Criteria

In summary Policy 16.3.1 is met as:

- ▶ the proposal is not premature or inappropriate for the area;
- ▶ the Manager, Building and Fire Inspection and Fire Chief have no major concerns regarding fire protection and emergency services; and
- ▶ the property is approximately five (5) acres in area and has sufficient space for the intended uses.

Process

Notice was placed in the
Chronical Herald and
website/Facebook

Letters were mailed to
residents within 500 ft. of
the property.

All statutory requirements
have been met.



Process

- ▶ Comments and questions can be submitted by the public until August 11th
- ▶ All correspondences should be sent to:

Planner Shah

Phone	902-798-8391 ext. 118
Email	sshah@westhants.ca
Mail	76 Morison Drive, PO Box 3000 Windsor NS B0N 2T0
Drop box	Regional office at 76 Morison Drive





WEST HANTS REGIONAL MUNICIPALITY

Recommendation Report

To: Mayor Zebian and Members of West Hants Regional Municipality Council

Submitted by: _____
Saira Shah, Planner

Date: 2020-07-28

Subject: Ski Martock Rd. Land Use By-law Amendment Recommendation Report

File # 20-01 B

Background

An application was completed February 28, 2020 from Stanley Joseph Boyd and Patricia Boyd to amend the Land Use By-law to permit a proposed tourist accommodation consisting of several cottages at PID 45038510 located on Ski Martock Road in Windsor Forks (*Attachment A*).

A Public Information Meeting (PIM) was held virtually on May 21, 2020 and broadcast live on the Municipal Facebook page to consider the amendment to permit the tourist accommodation (*Attachment B*).

Planning Advisory Committee Recommendation

The Planning Advisory Committee recommended in favour of the proposed amendment to permit tourist accommodations at PID 45038510, by passing the following motion:

PAC recommends that Council give First Reading and hold a Public Hearing to consider amending the map of the West Hants Land Use By-law for PID 45038510 to the Rural Commercial (RC) Zone as shown on Figure 3 and amending the text of the West Hants Land Use By-law to ensure adequate separation is provided for residential uses abutting a

property zoned Rural Commercial (RC), in a manner substantively the same as Appendix A, all as attached to the planning staff report dated June 11, 2020.

Potential Motion

Should Council wish to approve the requested tourist accommodation the following motion would be in order following completion of the Public Hearing at the September 22 meeting of Council:

that Council gives Second Reading to and approves the amendment to the map of the West Hants Land Use By-law for PID 45038510 to the Rural Commercial (RC) Zone as shown on Figure 3 and amending the text of the West Hants Land Use By-law to ensure adequate separation is provided for residential uses abutting a property zoned Rural Commercial (RC), in a manner substantively the same as Appendix A, all as attached to the planning staff report dated June 11, 2020.

Attachments

Attachment A	2020-06-11 File # 20-01 Ski Martock Rd. Land Use By-law Amendment Recommendation Report
Attachment B	2020-06-11 Public Information Meeting Notes May 21, 2020

Report Reviewed by:

Madelyn LeMay, Director of Planning and Development

Report Approved by:



Mark Phillips, Chief Administrative Officer



WEST HANTS REGIONAL MUNICIPALITY RECOMMENDATION REPORT

To: Members of Planning Advisory Committee

Submitted by: _____
Saira Shah, Planner

Date: 2020-06-11

Subject: File # 20-01 Ski Martock Rd. Land Use By-law Amendment
Recommendation Report

LEGISLATIVE AUTHORITY

Section 210 of the Municipal Government Act.

RECOMMENDATION

Should the Planning Advisory Committee (PAC) wish to forward a positive recommendation, the following motion would be in order:

PAC recommends that Council give First Reading and hold a Public Hearing to consider amending the map of the West Hants Land Use By-law for PID 45038510 to the Rural Commercial (RC) Zone as shown on Figure 3 and amending the text of the West Hants Land Use By-law to ensure adequate separation is provided for residential uses abutting a property zoned Rural Commercial (RC), in a manner substantively the same as Appendix A, all as attached to the planning staff report dated June 11, 2020.

BACKGROUND

The applicants, Stanley Joseph Boyd and Patricia Boyd, have applied for an amendment to the Land Use By-law to permit a proposed tourist accommodation consisting of several cottages at PID 45038510 located on Ski Martock Road in Windsor Forks. The application was completed on February 28, 2020.

DISCUSSION

Mr. and Ms. Boyd own the property on Ski Martock Road. The property is designated Resource on the Generalized Future Land Use Map of the Municipal Planning Strategy (Figure 1) and zoned General Resource (GR) on the zoning map of the Land Use By-law (Figure 2).

The applicants are proposing a tourist accommodation consisting of several cottages to serve the traveling public visiting Ski Martock and the surrounding area. The General Resource (GR) zone permits two (2) seasonal dwellings as-of-right.

A seasonal dwelling is defined in the West Hants Land Use By-law (WHLUB) as *"a cottage or secondary residence used for recreation, rest or relaxation from time to time throughout any season of the year, but not used or intended to be used for year-round occupancy or as a principal residence"*.

A seasonal dwelling can be a cottage used for tourist accommodations. However, the applicants would like to have more than two (2) cottages on the site.

Policy 9.1.6 of the West Hants Municipal Planning Strategy (WHMPS) enables Council to consider rezoning land in the General Resource (GR) zone to allow for commercial uses permitted in the Rural Commercial (RC) zone. The proposed map amendment (Figure 3) would permit tourist accommodations. This would enable the applicants to develop more than two (2) cottages on the site.

The proposed map amendment would also permit all other uses which are permitted in the Rural Commercial (RC) zone in the WHLUB.

Policy 7.2.1 of the WHMPS states, *It shall be the policy of Council to establish a Rural Commercial (RC) zone which will apply to Hamlets and resource areas and permit a variety of commercial uses intended to provide a service to local residents, as well as limited highway commercial and tourist commercial uses. Residential uses will be permitted in conjunction with a commercial use.*

Council's intention for the Rural Commercial (RC) zone is to provide services to residents and tourist commercial uses, such as accommodations. The only restriction for tourist accommodations is height which is set at a maximum of 35 ft. in the WHLUB. The proposed amendment would allow an unlimited number of cottages if setbacks are maintained.

As part of the usual process, to determine if this application meets the criteria in the WHMPS, staff sent inquiries to the appropriate organizations/individuals. None of the responses received touched on major concerns.

During the staff review consideration was given to the abutting zone requirements section of the Rural Commercial (RC) zone. Policy 9.1.6 (f) states the proposed use should not be considered obnoxious due to noise, odour, dust, fumes or other emissions. If a commercial use permitted in the Rural Commercial (RC) zone abuts a lot in a residential zone the commercial use must provide a planting strip and

increased minimum side yard and outdoor storage in the side yard of the commercial use is prohibited. These requirements decrease the potential for a commercial use to be considered obnoxious however, they do not benefit residential uses located outside of residential zones. Staff recommend an amendment to the abutting zone requirements so that they apply to commercial properties which abut any residential uses as opposed to just properties with residential zoning (Appendix A). This will ensure Policy 9.1.6 (f) is met.

MPS Specific Criteria

Policy 9.1.6 of the WHMPS states the specific criteria to be considered for this proposal. These criteria are examined in detail in Appendix B.

In summary, Policy 9.1.6 is met as:

- the proposed uses are not ones which, because of their size or nature, would be more appropriately located in a Growth Centre, Village or Hamlet;
- the development is compatible with adjacent land uses; and
- staff recommend amendments to ensure abutting zone requirements apply to all commercial uses which abut properties with residential uses in any zone.

WHMPS General Criteria

Policy 16.3.1 of the WHMPS states general criteria for any WHLUB amendment considered in West Hants. These criteria are examined in detail in Appendix C.

In summary:

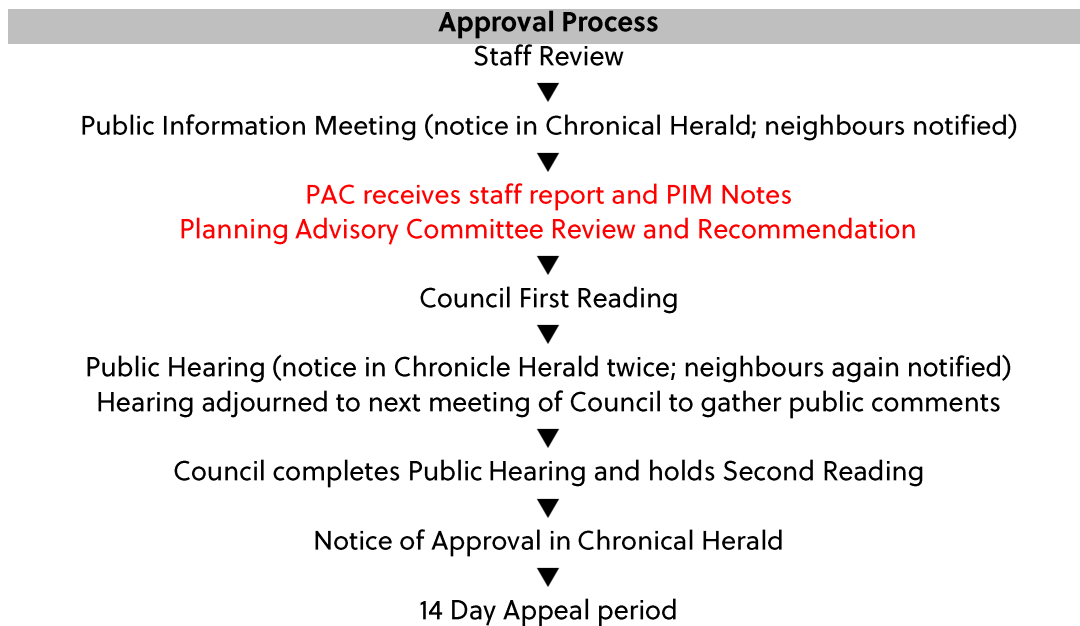
- the proposal is not premature or inappropriate for the area;
- the Manager, Building and Fire Inspection and Fire Chief have no major concerns regarding fire protection and emergency services; and
- the property is approximately five (5) acres in area and has sufficient space for the intended uses.

Municipal Climate Change Action Plan

This amendment has not been examined in relation to the Municipal Climate Change Action Plan (MCCAP).

NEXT STEPS

As noted above, the proposed amendment has been considered within the context of the specific and general policies of the WHMPS and is consistent with the intent, objectives and policies of the WHMPS. The amendment meets the specific and general criteria for a WHLUB amendment. As a result, it is reasonable to consider amending the zone of PID 45038510 from General Resource (GR) to Rural Commercial (RC) on the zoning map of the WHLUB and the text of the WHLUB to amend the abutting zone requirements for the Rural Commercial (RC) zone.



FINANCIAL IMPLICATIONS

There are no financial implications associated with this application.

ALTERNATIVES

In response to the application, PAC may recommend that Council:

- hold First Reading and authorize a Public Hearing to approve the WHLUB amendment as drafted or as specifically revised by direction of PAC;
- provide alternative direction such as requesting further information on a specific topic.

ATTACHMENTS

Figure 1 Existing Generalized Future Land Use Map

Figure 2 Existing Zoning Map

Figure 3 Proposed Map Amendment

Appendix A Draft Amendments

Appendix B Specific Criteria for a Rural Commercial (RC) Map Amendment

Appendix C General Criteria for Land Use-By-law Amendment

Report Approved by: _____

Madelyn LeMay, Director of Planning and Development

Figure 1
Existing Generalized Future Land Use Map

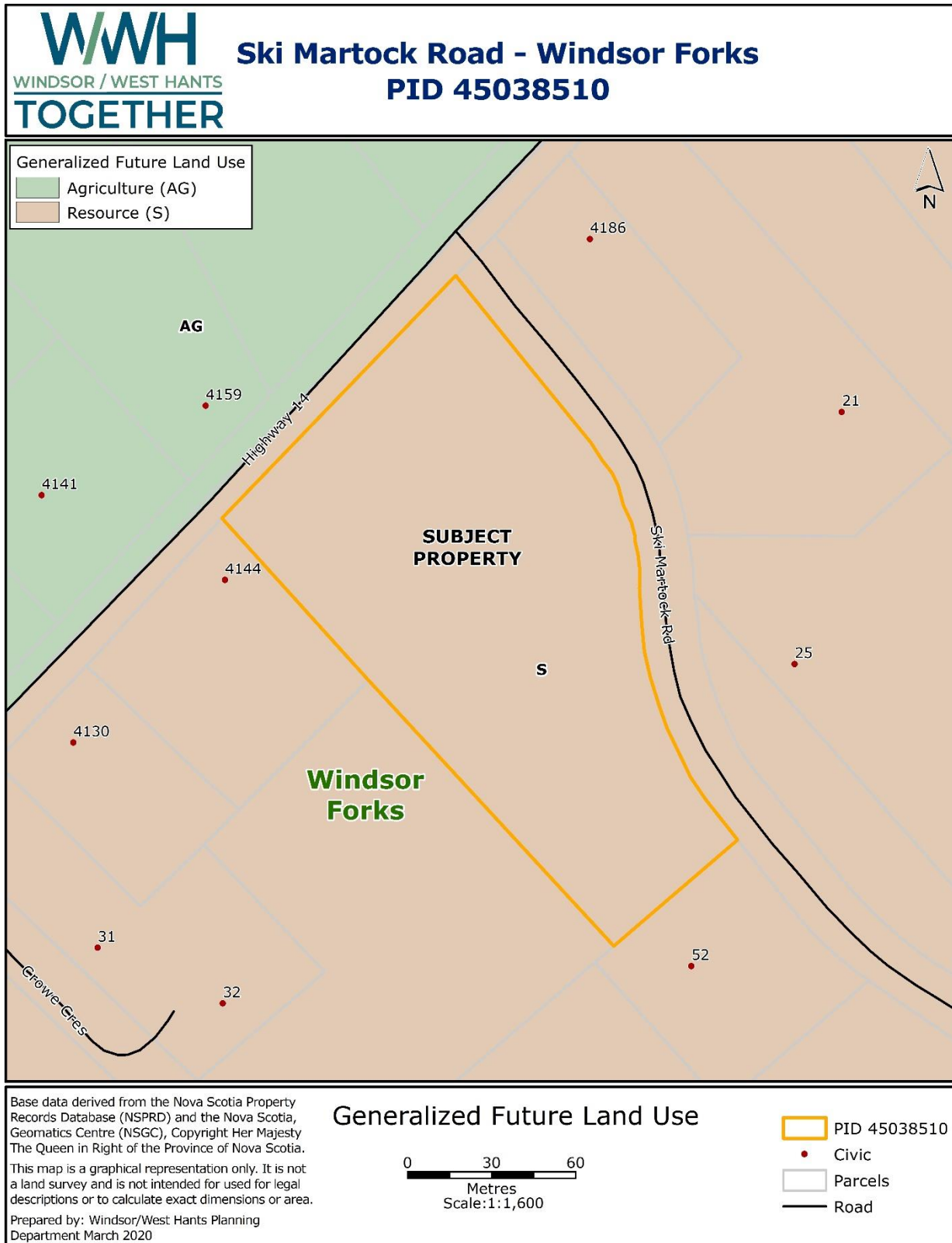


Figure 2
Existing Zoning Map

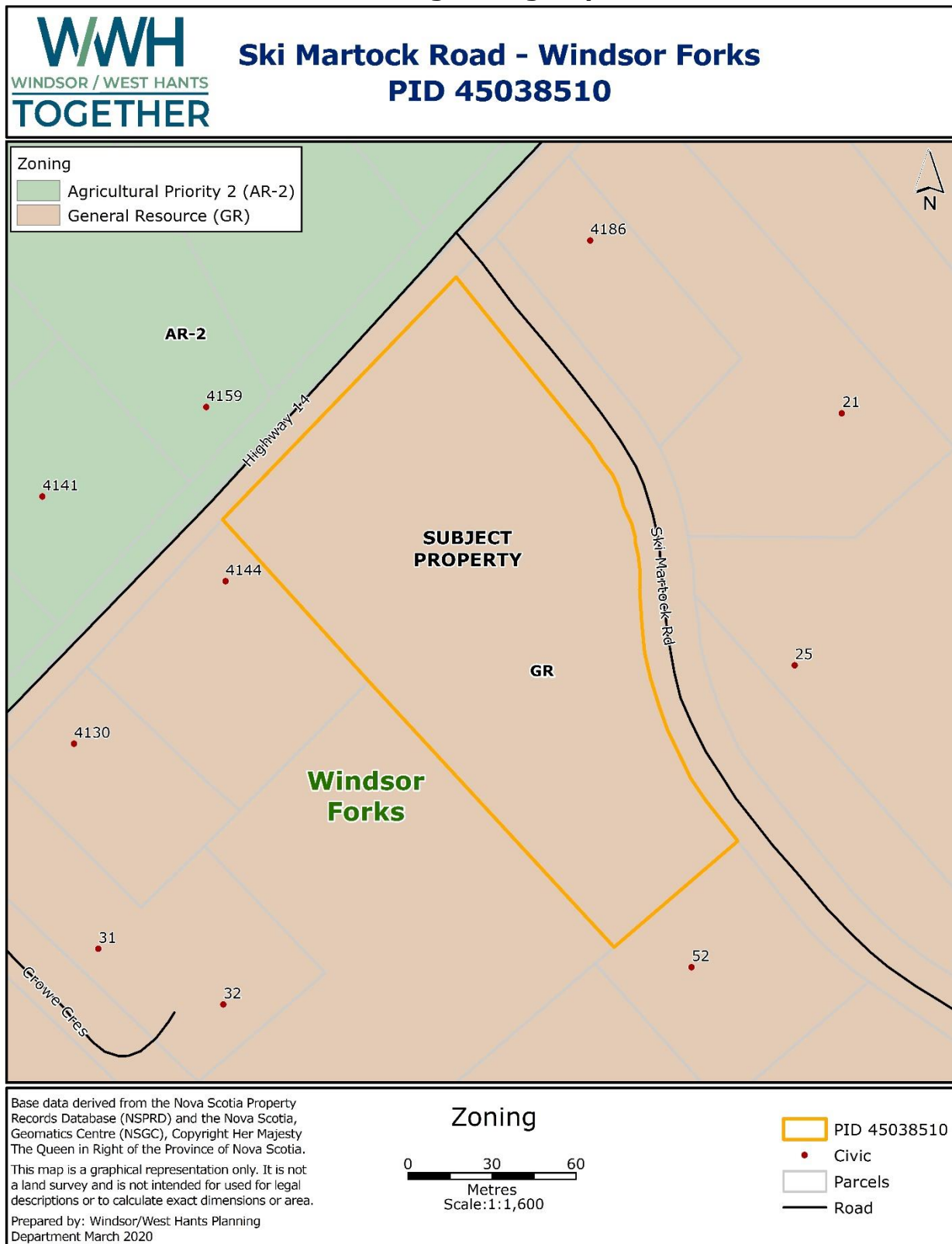
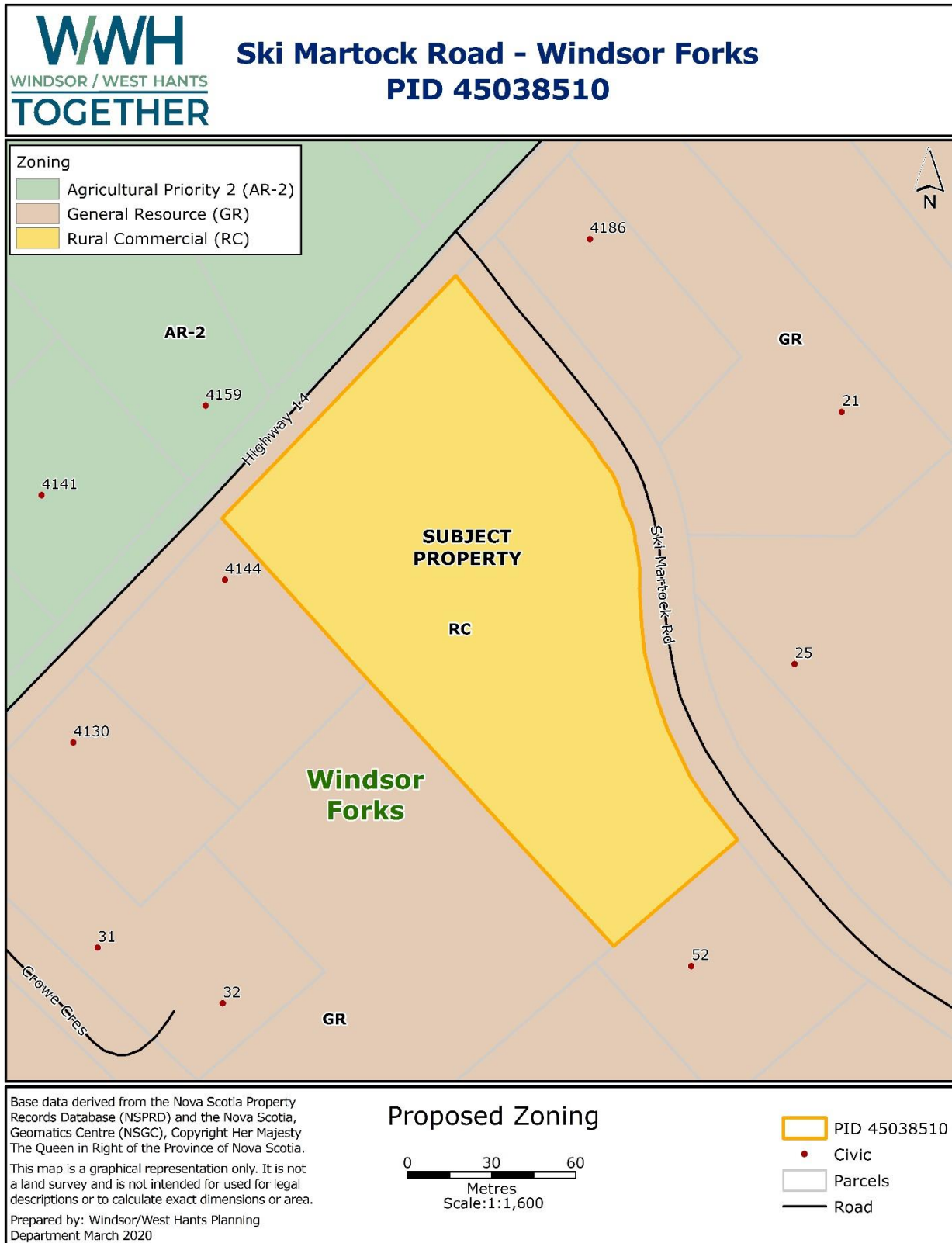


Figure 3
Proposed Map Amendment



Appendix A Draft Amendments

Text Amendment to the West Hants Land Use By-law to ensure the abutting zone requirements for the Rural Commercial (RC) zone apply to all residential uses.

- 1. Amend Section 16.4 *Abutting Zone Requirements* in Part 16 of the West Hants Land Use By-law, *Rural Commercial (RC) Zone*, by replacing: the title “Abutting Zone Requirements” with “Abutting Use Requirements”, the phrase “Where a RC zone abuts a lot in a residential zone, the following standards apply” with “Where any commercial use permitted in the Rural Commercial (RC) zone is developed on a lot which abuts a lot with a residential use, the following standards shall apply” and the phrase “residential zone” with “the lot with the residential use” in subsection (c) so that it reads as follows:**

Abutting Use Requirements

16.4 Where any commercial use permitted in the Rural Commercial (RC) zone is developed on a lot which abuts a lot with a residential use, the following standards shall apply:

- (a) the minimum side yard requirement for the commercial use from the abutting lot line shall be 20 ft (6.10 m);
- (b) no open storage or outdoor display shall be permitted in an abutting side yard; and
- (c) the part of the commercial lot directly adjoining the lot with the residential use shall be used for no purpose other than a planting strip having a minimum of 5 ft (1.52 m) measured perpendicular to the lot line.

Appendix B

Specific Criteria for Rural Commercial (RC) Map Amendment

Policy 9.1.6 *It shall be the intention of Council to consider rezoning land zoned General Resource (GR) to allow for commercial or industrial uses permitted in the Rural Commercial (RC) or Resource Industrial (M-1) zones subject to the following:*

Criteria	Rural Commercial Uses
<i>(a) the use will not adversely affect existing resource uses in the area;</i>	The uses will be contained within the site and are not expected to cause an adverse effect on existing resource uses.
<i>(b) the use is not one which, because of its size or nature, would be more appropriately located in a Growth Centre, Village or Hamlet;</i>	Policy 7.2.1 states <i>It shall be the policy of Council to establish a Rural Commercial (RC) zone which will apply to Hamlets and resource areas and permit a variety of commercial uses intended to provide a service to local residents, as well as limited highway commercial and tourist commercial uses.</i> The uses within the Rural Commercial (RC) zone are appropriate based on size and nature of the uses permitted.
<i>(c) safe and efficient roadway access is provided;</i>	Department of Transportation and Infrastructure Renewal (DTIR) confirmed that commercial access can be obtained and will be limited to Ski Martock Road. DTIR does not anticipate a negative impact to the Provincial road network. The applicant has been informed.
<i>(d) adequate on-site parking is provided;</i>	The property is five (5) acres in size which is sufficient space to provide parking and loading areas on-site.
<i>(e) the development is compatible with adjacent land uses with respect to:</i>	

(i) <i>traffic generation and traffic safety;</i>	Please see 9.1.6 (c)
(ii) <i>hours of operation;</i>	This criterion is not relevant for this application as the hours of operation can only be regulated by a Development Agreement.
(iii) <i>size and design of building(s);</i>	The applicant will be required to meet all regulations regarding size in the West Hants Land Use By-law. There are no requirements regarding design in the West Hants Land Use By-law.
(iv) <i>signage; and</i>	The applicant will be required to meet all regulations regarding signage in the West Hants Land Use By-law.
(v) <i>pedestrian circulation and safety;</i>	Please see 9.1.6 (c)
(f) <i>the use is not considered obnoxious by virtue of noise, odours, dust, fumes or other emissions;</i>	Any noise, odour, dust, fumes, or other emissions from this development will be similar to emissions from existing commercial development in the area. A planting strip and increased minimum side yard are required if the commercial use abuts a lot in a residential zone. However, this does not apply to residential uses in the General Resource (GR) zone. Staff have recommended an amendment to ensure these requirements benefit all residential uses regardless of zone.
(g) <i>adequate buffering or screening, setbacks and yards are provided, and open storage is controlled;</i>	Adequate buffering, screening, setbacks, and yards must be provided, and open storage controlled as required by the West Hants Land Use By-Law.
(h) <i>any other matter which may be addressed in a Land Use By-law; and</i>	No other matter has been raised.

<i>(i) Policy 16.3.1.</i>	Please see Appendix C for further details

Appendix C

General Criteria for Land Use By-Law Amendment

Policy 16.3.1 *In considering development agreements and amendments to the West Hants Land Use By law, in addition to the criteria set out in various policies of this Strategy, Council shall consider”:*

<i>(a) whether the proposal is considered premature or inappropriate in terms of:</i>	Rural Commercial Uses
<i>(i) the adequacy of sewer and water services;</i>	The Public Works Director has stated the proposal is not within a Municipally serviced area. The applicant is responsible for determining adequate services for the proposed uses. The applicant has been informed.
<i>(ii) the adequacy of school facilities;</i>	No impact on school facilities is anticipated.
<i>(iii) the adequacy of fire protection and other emergency services;</i>	The Manager, Building and Fire Inspection and Fire Chief for the area have no concerns with regards to fire protection and emergency services. The Manager, Building and Fire Inspection has noted that a service station is the only listed permitted use that would have significantly stricter standards based on the Building and Fire Codes. The applicant has been informed.
<i>(iv) the adequacy of road networks adjacent to, or leading to the development; and</i>	Please see 9.1.6 (c) for further details.
<i>(v) the financial capacity of the Municipality to absorb any costs relating to the development.</i>	No municipal costs related to this amendment are anticipated.
<i>(b) whether the development is serviced, or capable of being serviced, by a potable water supply and either</i>	As noted above in (a) (i), the applicant will be responsible for the provision of water and on-site sewage disposal.

<i>central sewer or an approved on site sewage disposal system;</i>	
<i>(c) the suitability with any aspect relative to the movement of auto, rail and pedestrian traffic;</i>	Please see 9.1.6 (c) for further details
<i>(d) the adequacy of the dimensions and shape of the lot for the intended use;</i>	The property is five (5) acres in area and has sufficient space for the intended uses.
<i>(e) the pattern of development which the proposal might create;</i>	The uses permitted in this zone will not create a pattern of development that is unusual for the area.
<i>(f) the suitability of the area in terms of steepness of grade, soil and geological conditions, location of water courses or wetlands, and susceptibility of flooding;</i>	The applicant will be responsible for determining the suitability of the area for the proposed uses.
<i>(g) whether the proposal meets the requirements of the appropriate provincial or federal agencies as well as whether it conforms to all other relevant municipal by laws and regulations; and</i>	The proposed amendment meets all relevant municipal, provincial and federal regulations.
<i>(h) any other matter required by relevant policies of this Strategy.</i>	Please see Appendix B for further details.

Public Information Meeting Notes
May 21, 2020
File 20-1 A
Ski Martock Road Application

Meeting date and time	A virtual public information meeting was held on May 21, 2020 beginning at 6:00 p.m. The meeting was live broadcast on the Municipal Facebook page.
Attending	In attendance: Four (4) Councillors: Mayor Zebian Councillor Ivey Councillor Murphy Councillor Sherman Three (3) Committee members: Bill Preston Shelley Bibby Trevor McEachern Director LeMay Planner Shah Planner Poirier Meeting Secretary Vanessa Lake As this meeting was held virtually there were no members of the public present.
Stanley Joseph Boyd and Patricia Boyd 4159 Highway 14 Site Location (Ski Martock Road PID (45038510))	Planner Shah outlined the request from Stanley Joseph Boyd and Patricia Boyd to amend the Land Use By-law to permit a proposed tourist accommodation at PID 45038510 located on Ski Martock Road in Windsor Forks
Comments	Comments from the public were received by mail, e-mail and telephone to sshah@westhants.ca between May 21 and June 9th. Four (4) written comments were received from the public and (1) verbal comment was made by phone. Staff responses are included in purple. Questions from the public included: - Where will the driveway access be? Department of Transportation has stated they can only have access from Ski Martock Rd. - What type of buildings will it be? Cabins/cottages for rental to tourists - How tall will the buildings be?

	The maximum height for this zone is 35 ft. approximately 2-3 stories - How many cottages will there be? There is no limit to the number of cottages in the new zone, but setback requirements must be maintained. - Will the cottages be all-season or limited? There will be no limit on when the cottages can operate. - Will local people be used to fill job openings? - Will there be a swimming pool, weight room, or other available space for the community to buy passes for? Discussion points included: - the potential impact on peace and quiet in the area - safety concerns regarding tourists coming and going - the potential impact on the water supply - the potential fire risk from BBQs and campfires - the noise level from the construction and tourists once the cabins are constructed - the impact on property values - increase in traffic, pollution, and litter - impact on wildlife due to noise The applicant responded to some of the discussion points and questions raised with the following: - the plan is to hire local residents - there will be a main office at some point which will include a small general store with meeting/reception rooms - a swimming pool/hot tub combo is planned and would be available to local residents - a large forested buffer zone between the cottages and any resident would be developed to reduce noise and visual disturbances - only propane fireplaces and BBQs will be permitted by the owners to avoid wood burning hazards - the target market for the cottages will be families - the cottages will include high end interiors drawing clients that respect a peaceful, beautiful vacation site
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	• the initial plan is to construct the cottages off site and assemble on site decreasing disturbances during construction • rental agreements will include restrictions on noise, ATVs., and pets
Adjournment	There being no further business, the meeting adjourned at 6:22 p.m.



Municipal and School Board Elections Voting By-law

Public Hearing
July 28, 2020



Authority for a Municipal and School Board Elections Voting By-law

- *Municipal Elections Act*, Section 146A - Vote by mail or other voting method





History

- ▶ Former Town of Windsor
 - ▶ Had an Electronic Voting By-law since 2008 and has explored many voting combinations for electors to cast their ballots (i.e. internet, telephone and paper ballot).
- ▶ Former Municipality of the District of West Hants
 - ▶ Has used the traditional paper ballot in all elections
- ▶ The former Town of Windsor Electronic Voting By-law was repealed in June 2019 due to the March 2020 Municipal Election related to consolidation

Proposed Municipal and School Board Elections Voting By-law

- ▶ Provides alternatives in which electors can cast their ballot.
- ▶ Currently just one School Board, *Conseil scolaire acadien provincial* (CSAP).
- ▶ 'Alternative Voting' is defined as by internet, telephone, and/or by mail. Paper ballot is always still an option as per the *Municipal Elections Act* (and a by-law is not required to vote by paper).





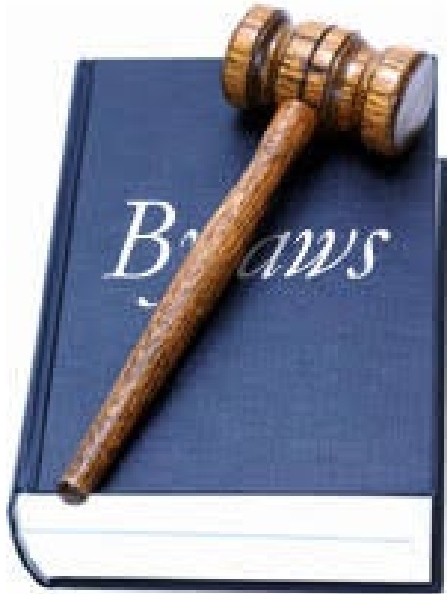
Proposed Municipal and School Board Elections Voting By-law

- ▶ Does not commit council to solely using 'alternative voting.' Each election, council can decide which method is to be used (internet, telephone, mail, paper, and/or combination thereof).
- ▶ If choosing an "alternative" method, at least TWO methods must be available.





By-law Approval Process



- ▶ *Municipal Government Act, Section 168*
 - ▶ By-law must be read twice.
 - ▶ Notice of Councils intent to approve a by-law is published in the newspaper 14 days before the Second Reading, which states the date & time of when the by-law will be considered and where it may be inspected.
 - ▶ That Council may by policy determine other procedures to be followed.
- ▶ Meeting and Committee Procedural Policy, Section 15.5 a)
 - ▶ Requires all by-laws to have Public Hearing before Second Reading.
- ▶ Other notifications may be required dependent on the by-law.



Process Timeline

The Public Hearing was advertised in the Chronicle Herald on June 27, 2020 as well as on the Regional website and Facebook page starting June 26th.





Questions and Comments

- ▶ Residents and members of the public can submit all questions and comments related to this proposed by-law by Noon, July 28th to Shelleena Thornton.
 - ▶ E-mail: sthornton@westhants.ca
 - ▶ Mail: Shelleena Thornton
c/o West Hants Regional Municipality
PO Box 3000, Windsor, NS B0N 2T0



Questions and Comments Received

No comments or questions were received as of 5:30pm,
Tuesday, July 28, 2020.



Recommendation

Should Council wish to proceed with the Municipal and School Board Elections Voting By-law after the Public Hearing and consideration of any comments made by the public, the recommended motion would be:

- ▶ **...that Council give Second Reading and approves the Municipal and School Board Elections Voting By-law RE-001, substantively the same as that presented to Council on June 23, 2020.**



**REGION OF WINDSOR AND WEST HANTS MUNICIPALITY
RECOMMENDATION REPORT**

To: Mayor Zebian and Council Members

Submitted by: 
Shelleena Thornton, Administrative Supervisor

Date: June 23, 2020

Subject: Municipal and School Board Elections Voting By-Law RE-001

LEGISLATIVE AUTHORITY

Municipal Elections Act, 1989 R.S.N.S. c. 300, as amended, Section 146A - Vote by mail or other voting method.

RECOMMENDATION

...that Council gives First Reading to the Municipal and School Board Elections Voting By-Law RE-001 and holds a Public Hearing to consider its approval substantively the same as that presented to Council on June 23, 2020.

BACKGROUND

Nova Scotia municipalities are permitted to vote in Municipal and School Board elections by alternative means as per the Municipal Elections Act but require a by-law to do so. The former Town of Windsor has used alternative voting since 2008; the former Municipality of the District of West Hants has not.

DISCUSSION

When defining 'alternative means', this includes by internet, by telephone, and/or by mail. The Municipal Elections Act indicates that when wanting to provide these as options, it must be done by by-law; and if one of these options is chosen, there must be a second means in which to vote as well. For example, if voting by internet, a second option must be available for eligible electors to cast their ballot (i.e. by telephone or traditional paper ballot, etc).

Alternative voting is provided by an independent third-party provider and Agreements must be entered into for the provided service as well as certainty of confidentiality, destruction of ballots, and that the Voters List is turned over to both the Municipality and the Province (to name a few).

Considering recent events, COVID-19 (Coronavirus) Pandemic, the use of technology proves to be a valuable tool and asset in which business must carry on. Further, on May 13, 2020, Minister of Department of Municipal Affairs and Housing, Chuck Porter, announced that Nova Scotia's regularly scheduled Municipal Elections and Conseil scolaire acadien provincial (CSAP School Board) election will continue as intended in October. This has Nova Scotia Municipalities re-visiting the many options available, especially when considering Public Health Orders and recommendations such as social-distancing, sanitizing, self-quarantine, and the potential of a second wave.

The proposed By-law does not restrict and bind the Municipality to adopt one voting method over another but rather provides options and possibilities for future elections. For each upcoming election, the voting method, as well as other legislated requirements, would still come before Council for approval.

NEXT STEPS

Advertise for Public Hearing and Second Reading of the proposed By-law.

FINANCIAL IMPLICATIONS

Election costs are identified and presented in the annual operating budget for a regular election or in a special report to Council for a special election.

ALTERNATIVES

- Not approve the proposed By-law, in which case voting can only be held via paper ballot throughout the regional municipality. (This is not staff's recommendation).

ATTACHMENTS

- Proposed Municipal and School Board Elections Voting By-law RE-001.

Report Prepared by:



Shelleena Thornton, Administrative Supervisor

Report Reviewed by:



Rhonda Brown, Municipal Clerk

Report Approved by:



Mark Phillips, CAO

Part 1 – TITLE

BE IT ENACTED by the Council of the **Region of Windsor and West Hants Municipality (also known as West Hants Regional Municipality)**, under the authority of Section 146A of the *Municipal Elections Act*, 1989 R.S.N.S. c. 300, as amended, as follows:

Short Title

1. This By-law shall be known and cited as the “Municipal and School Board Elections Voting By-law”.

Part 2 – DEFINITIONS

2. In this By-law:
 - (a) “Act” means the *Municipal Elections Act*, 1989 R.S.N.S. c. 300, as amended;
 - (b) “advance poll” means the Tuesday immediately preceding ordinary polling day; and either
 - (i) one other day fixed by the Council by resolution that is either Thursday, the ninth day before ordinary polling day, or Saturday the seventh day before ordinary polling day; or
 - (ii) if Council has delegated its authority to fix a day to the Returning Officer, one other day fixed by the Returning Officer that is either Thursday, the ninth day before ordinary polling day, or Saturday the seventh day before ordinary polling day;
 - (c) “alternative polling days” means any hours and dates fixed by a resolution of Council for alternative voting;
 - (d) “alternative voting” means voting by telephone or via the internet and may include a combination of telephone and internet voting;
 - (e) “ballot box” means a computer database in the system where cast internet ballots and telephone ballots are put, or a physical box where paper ballots are put;
 - (f) “candidate” means a person who has been nominated as a candidate pursuant to the *Act*;
 - (g) “Council” means the Council of the Municipality;
 - (h) “Deputy Returning Officer” means a person appointed under the *Act* to preside over a polling station;
 - (i) “*Education (CSAP) Act*” means the *Education (CSAP) Act*, 1995-1996 S.N.S. c. 1, as amended;
 - (j) “election” means an election held pursuant to the *Act*, including a school board election, a special election and a plebiscite;

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- (k) “Election Officer” means an election official under the Act;
 - (l) “elector” means a person:
 - (i) qualified to vote pursuant to the *Act* and the *Education (CSAP) Act*; and
 - (ii) entitled to vote for an election pursuant to Section 7 of this By-law;
 - (m) “friend voter” means a friend who votes for an elector pursuant to Section 9 of this By-law;
 - (n) “internet ballot” means an image of a ballot on a computer screen including all the choices available to an elector and the spaces in which an elector marks a vote;
 - (o) “Municipality” means the Region of Windsor and West Hants Municipality (also known as West Hants Regional Municipality);
 - (p) “normal business hours” means the time between 8:30 am and 4:30 pm Monday through to and including Friday, excluding statutory holidays;
 - (q) “ordinary polling day” means the third Saturday in October in a regular election year and in the case of any other election means the Saturday fixed for the election;
 - (r) “paper ballot” is text on paper including all the choices available to an elector and the spaces in which an elector marks a vote;
 - (s) “PIN” means the Personal Identification Number issued to:
 - (i) an elector for alternative voting on alternative polling days; or
 - (ii) to a System Elections Officer;
 - (t) “plebiscite” means a plebiscite directed to be held by the Council pursuant to Section 53 of the *Municipal Government Act*;
 - (u) “proxy voter” means an elector who votes by a proxy pursuant to the *Act*;
 - (v) “regular election year” means 2020 and every fourth year thereafter;
 - (w) “Returning Officer” means a Returning Officer appointed pursuant to the *Act*;
 - (x) “seal” means to secure the ballot box and prevent internet, telephone or paper ballots from being cast;
 - (y) “special election” means a special election held pursuant to the *Act*, including a special election for a vacancy on a school board;
 - (z) “spoiled ballot” referring to alternative voting means an internet ballot or telephone ballot that is accepted by the elector that:
 - (i) is not marked for any candidate in a race; or
 - (ii) is marked by an elector indicating a refusal to cast a vote for any candidate in a race;
 - (aa) “system” means the technology, including software, that:

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- (i) records and counts votes; and
 - (ii) processes and stores the results of alternative voting during alternative polling days;
 - (bb) “System Elections Officer” means:
 - (i) a person who maintains, monitors, or audits the system, and
 - (ii) a person who has access to the system beyond the access necessary to vote by alternative voting, and
 - (iii) a person who, pursuant to section 146A(3)(cd) of the *Act*, is appointed as auditor to audit and monitor the performance of the system of voting.
 - (cc) “telephone ballot” means:
 - (i) an audio set of instructions which describes the voting choices available to an elector; and
 - (ii) the marking of a selection by an elector by depressing the number on a touch tone keypad.

Part 3 – VOTING PERMITTED

- 3.
 - (1) Subject to this By-law, Council may conduct elections by paper ballot, alternative voting or combination thereof.
 - (2) Alternative voting shall be permitted on alternative polling days, and conducted in accordance with this By-law.
 - (3) Paper ballot voting will be conducted in accordance with the *Act*.

Part 4 – NOTIFICATION OF ELECTORS

- 4.
 - (1) The Returning Officer shall cause notice of alternative polling days to be published in a newspaper circulating in the Municipality, and if not available, in a newspaper in which can be readily available to the Municipality as well as on the Municipality’s website and/or social media pages.
 - (2) The notice of alternative polling days shall:
 - (a) identify the alternative polling days for alternative voting; and
 - (b) inform the elector that telephone voting and/or internet voting is permitted during alternative polling days.
 - (3) The notice may include any other information the Returning Officer deems necessary.

Part 5 – FORM OF TELEPHONE AND INTERNET BALLOTS

5. (1) A telephone ballot and internet ballot shall:
- (a) identify by the title “Election for Mayor” or “Election for Councillor” or “Election for School Board Member”, as the case may be;
 - (b) identify the names, or names by which they are commonly known, of the candidates with given names followed by surnames, arranged alphabetically in order of their surnames and, where necessary, their given names; and
 - (c) warn the elector to “vote for one candidate only” or “vote for not more than (the number of candidates to be elected) candidates”, as the case may be.
- (2) No title, honour, decoration or degree shall be included with a candidate(s) name on an internet ballot or telephone ballot.

Part 6 – OATH

6. (1) Any oath that is authorized or required shall be made in the form required by the Act.

Part 7 – ELECTORS

7. (1) No person shall vote by alternative or paper voting unless:
- (a) the person’s name appears on the revised list of electors pursuant to section 50A of the Act; or
 - (b) the person’s name does not appear on the revised list of electors and:
 - (i) the person appears before the Returning Officer or the Deputy Returning Officer during normal business hours during alternative polling days; and
 - (ii) the person swears an oath in the prescribed form by the Act.

Part 8 – PROXY VOTING

8. (1) A proxy voter shall not vote for an elector by alternative voting.

Part 9 – FRIEND VOTING

9. (1) A friend voter shall only vote for an elector by alternative or paper voting if:
- (a) an elector is unable to vote because:
 - (i) the elector is blind;

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- (ii) the elector cannot read; or
 - (iii) the elector has a physical disability that prevents him or her from voting by alternative voting.
 - (b) the elector and the friend appear, in person, before the Returning Officer or the Deputy Returning Officer and take the oaths prescribed by the *Act*.
 - (2) A candidate shall not act as a friend voter unless the elector is a child, grandchild, brother, sister, parent, grandparent, or spouse of the candidate.
 - (3) The elector shall take an oath in the prescribed form providing that he or she is incapable of voting without assistance.
 - (4) The friend of the elector shall take an oath in the prescribed form that:
 - (a) the friend has not previously acted as a friend for any other elector in the election other than an elector who is a child, grandchild, brother, sister, parent, grandparent, or spouse of the friend of the elector;
 - (b) the friend will mark the ballot as requested by the elector; and
 - (c) the friend will keep secret the choice of the elector.
 - (5) The Returning Officer shall enter in the poll book:
 - (a) the reason why the elector is unable to vote;
 - (b) the name of the friend; and
 - (c) the fact that the oaths were taken.

Part 10 – VOTING

- 10. (1) The system shall put internet ballots and telephone ballots cast by an elector in the ballot box.
- (2) The system shall put spoiled internet ballots and telephone ballots in the ballot box.

Part 11 – SEAL

- 11. (1) Where alternative voting closes before the close of the polls on ordinary polling day, the system shall seal the ballot box until after the close of the poll on ordinary polling day.
- (2) The system shall seal the ballot box even where fewer than ten persons from any polling district voted for a candidate during alternative polling days.

Part 12 – LIST OF PERSONS WHO VOTED

- 12. (1) Where alternative voting closes before the close of the polls on ordinary polling

day, the system shall:

- (a) generate a list of all electors who voted by alternative voting; and
 - (b) on the revised list of electors cause a line to be drawn through the name of all the electors who voted during alternative polling days.
- (2) A printed and electronic copy of the lists under subsection (1) shall be delivered to the Returning Officer within 24 hours of the close of alternative voting.
- (3) Where alternative voting closes at the close of the polls on ordinary polling day, the system shall generate a list of all electors who voted by alternative voting.

Part 13 – COUNTING

13. (1) At the close of ordinary polling day, the system shall generate a count of the telephone ballots and internet ballots in the ballot box that were cast for each candidate during alternative polling days.
- (2) In counting the votes that were cast for each candidate during alternative polling days, the system shall count spoiled ballots.

Part 14 – TALLYING OF SPOILED BALLOTS

14. (1) At the close of ordinary polling day, the system shall tally the number of spoiled ballots that were cast during alternative polling days and the tally shall be delivered to the Returning Officer.

Part 15 – Recount by System

15. (1) In the event of a recount, the system shall regenerate the election count and a printed copy of the regenerated count shall be given to the Returning Officer.
- (2) If the initial count and the regenerated count match, the regenerated count shall be the final count of the votes cast by alternative voting.
- (3) If the regenerated count and the initial count do not match, the Returning Officer shall:
- (a) direct one final count be regenerated by the system of the votes cast by alternative voting, and
 - (b) attend while the final count is being regenerated.
- (4) The regenerated final count pursuant to subsection (3) shall be the final count of the votes cast by alternative voting.

Part 16 – RECOUNT BY COURT

16. (1) For a recount, the judge shall only consider the final count by the system, as determined by section 15(2) or 15(4), of the total number of votes that were cast by alternative voting for each candidate.
- (2) The final count by the system, as determined by section 15, of the total number of votes that were cast by alternative voting for each candidate shall be added to the judge's count of the number of votes for each candidate cast by paper voting.

Part 17 – SECRECY

17. (1) An Election Officer and System Election Officer shall maintain and aid in maintaining the secrecy of the voting.
- (2) Every person in attendance at a polling station, or at the counting of the votes, shall maintain and aid in maintaining the secrecy of the voting.

Part 18 – OTHER METHODS OF VOTING

18. (1) If voting via the Internet through the unsupervised use of a personal computing device is permitted during an election, voting shall be permitted by some other means on each advance polling day and on ordinary polling day; which may include telephone ballot and/or paper ballot.

Part 19 – APPOINTMENT OF AUDITOR

19. (1) The Returning Officer may appoint a System Elections Officer for the purpose of auditing and monitoring the performance of the system of voting.
- (2) A System Elections Officer so appointed shall carry out the duties of auditor as outlined in the procedures and forms for the conduct of voting pursuant to Section 146A(4) of the Act.
- (3) Before carrying out the duties described in subsection (2), the System Elections Officer shall swear an oath in the form prescribed by the regulations.

Part 20 – SEVERABILITY

20. (1) If a court of competent jurisdiction should declare any section or part of a section of this By-law to be invalid, such section or part of a section shall not be construed as having persuaded or influenced Council to pass the remainder of the By-law and it is hereby declared that the remainder of the By-law shall be valid and shall remain in force.

Part 21 – Prohibitions

21. (1) No person shall:
- (a) use another person's PIN to vote or access the system unless the person is a friend voter;
 - (b) take, seize, or deprive an elector of his or her PIN; or
 - (c) sell, gift, transfer, assign or purchase a PIN.
- (2). No person shall:
- (a) interfere or attempt to interfere with an elector who is casting an internet ballot, telephone ballot or paper ballot;
 - (b) interfere or attempt to interfere with alternative voting; or
 - (c) attempt to ascertain the name of the candidate for whom an elector is about to vote or has voted.
- (3) No person shall, at any time, communicate or attempt to communicate any information relating to the candidate for whom an elector has voted.

Part 22 – Offences and Penalty

22. (1) A person who:
- (a) violates any provision of this By-law; or
 - (b) permits anything to be done in violation of any provision of this By-law; is guilty of an offence.
- (2) A person who contravenes subsection (1) is guilty of an offence and is liable, on summary conviction, to a penalty of not less than five thousand dollars (\$5,000.00) and not more than ten thousand dollars (\$10,000.00) and in default of payment, to imprisonment for a term of two (2) years less a day, or both.
- (3) In determining a penalty under subsection (2), a judge shall take into account:
- (a) the number of votes attempted to be interfered with;
 - (b) the number of votes interfered with; and
 - (c) any potential interference with the outcome of an election.
- (4) Pursuant to section 146A of the Act:
- (a) the limitation period for the prosecution of an offence under this By-law is two years from the later of the date of the commission of the offence and the date on which it was discovered that an offence had been committed; and
 - (b) The *Remission of Penalties Act*, 1989 SNS c. 397, as amended, does not apply to a pecuniary penalty imposed by this By-law.

I, (Municipal Clerk Name), Municipal Clerk of the Region of Windsor and West Hants Municipality, the Province of Nova Scotia, do hereby certify that this is a true copy of the Policy as adopted by the Council of the Region of the Windsor and West Hants Municipality at a meeting duly called and held on the ____ day of _____(month), _____(year).

(Signature of Municipal Clerk)
(Typed name of Municipal Clerk)

Adoption	
Notice to Council:	Date
Approval:	Date
Description:	



WEST HANTS REGIONAL MUNICIPALITY
Mayors Report

To: **West Hants Regional Municipality Council**

Submitted by: **Mayor Zebian**

Date: **July 28, 2020**

Another busy month Council. We have been hard at it doing our business tour across our Municipality. Businesses have been reporting new customers and the feedback has been incredible. Very successful and we will be continuing to do them.

We have also been busy doing a tour of our recreation sites. So many great places to visit in West Hants and enjoy with the family. Parks and Recreation have done an incredible job!

I have been down to visit the Water Protectors on a few occasions. A great group of people, respectful, caring, and nice. I encourage everyone to stop by and see them.

I met with the POSSE project run by Kimm Kent. A great group that does some really good work In our Municipality with youth and new comers.

I've been part of a group working on promoting diversity in our community. The group consists of all 3 levels of government, community members and the community health board. A great group that is continuing the momentum of the Black Lives Matter Marches that happened this summer.

The Valley Ren meetings are still a regular occurrence discussing COVID 19, the implications its had on Municipalities and businesses, updates from other municipal units, among other things. These meetings will continue.

Again, many resident concerns, questions, and feed back. Our karst topography has been an issue lately as has internet. The concern for roads has increased dramatically this past month which is unusual but expected because of the highway 101 work and the amount of truck traffic. While we as a Municipality do a great job on municipal owned roads, Provincial roads are out of our jurisdiction and creates frustration with the residents we represent.

We also met as an Audit Committee. The audits on the former Town of Windsor, Former Municipality of West Hants, Hantsport Fire Department, Region 6, and the former coordinating committee will all begin. Results will be back to Council in October. Auditors will be testing expenses, revenues, and looking for anomalies in our reporting.

Develop N.S. will also be announcing the successful bidders on phase 2 of their internet program. We are hopeful we start getting residents connected through this provincial initiative.

Thank you.



Committee of the Whole Excerpts
July 14, 2020

COVID-19 Property Tax Financing Program Policy and Temporary Borrowing Resolution

The attached report from Committee of the Whole outlined proposed COVID-19 Property Tax Financing Program Policy and Temporary Borrowing Resolution. The discussion points at Committee of the Whole were:

- Residents will be notified of the Program through the Municipal website and social media pages. Advertising can't be done until the funding is secured.
- Those participating in the Program will have a lower interest rate than the normal Municipal interest rate. If the applicant default on payments, then the Program and normal interest rates would be applied.
- Full payment of outstanding property taxes is negotiated as part of the sale agreement if the participating property is sold.

The recommended motion was:

...that Council approves RCOFN-009.00 COVID-19 Property Tax Financing Program Policy for the West Hants Regional Municipality.

Further,

That Council approves the temporary borrowing resolution for the short-term operating loan in the amount of \$9,000,000 to provide the Regional Municipality with the capacity to mitigate the loss of potential tax revenue due to the impacts of COVID-19.



**WEST HANTS REGIONAL MUNICIPALITY
RECOMMENDATION REPORT**

To: Committee of the Whole

Submitted by: _____
Carlee Rochon, Director, Financial Services

Date: July 14, 2020

Subject: COVID-19 Property Tax Financing Program Policy

LEGISLATIVE AUTHORITY

Municipal Government Act, Sections 111 through 113.
Municipal Government Act, Section 66

RECOMMENDATION

Committee of the Whole recommends that . . .

Council approves RCOFN-009.01 COVID-19 Property Tax Financing Program Policy for the West Hants Regional Municipality.

Further

That Council approves the temporary borrowing resolution for the short-term operating loan in the amount of \$9,000,000 to provide the regional municipality with the capacity to mitigate the loss of potential tax revenue due to the impacts of Covid-19.

BACKGROUND

Giving the impacts of COVID-19 the Association of Municipal Administrators of Nova Scotia (AMANS) in collaboration with Nova Scotia Federation of Municipalities (NSFM) worked on developing a program to assist residents who have experienced financial hardships during this time while addressing the loss of revenues and impacts on Municipalities cash flows.

This program was developed as a unified approach across the province. AMANS and NSFM established a working group also to develop a policy template that supports the program. During this time, NSFM and AMANS reached out to Municipalities for estimated shortfalls, and as a result a \$380 million loan program was established at Municipal Finance Corporation (MFC) for short-term operating loans with the purpose of mitigating potential loss tax revenues due to Covid-19.

This funding through MFC is available for Municipalities who create a policy following the Municipal Government Act, Sections 111 through 113. These sections give Council the authority to provide the payment of taxes by instalment and to charge interest for non-payment of taxes when due, at a rate determined by policy.

The temporary borrowing resolution (TBR) is the second step in accessing the funding once the policy is approved.

DISCUSSION

The purpose of this Policy is to establish a one-time property tax installment payment program for residential and commercial properties negatively affected by the COVID-19 global pandemic for fiscal 2020-2021. This Policy provides guidelines on the eligibility of the program, the payment structure, and consequences for breaching the contract.

Though this Policy will be managed and maintained within the Municipality, the application process will be housed on the AMANS website with eligible applicants being forwarded to the Municipality to create the required payment plan.

The initial estimated shortfall submitted for WHRM was \$9,000,000.00. This number was based on 2019-20 budget figures and considered a potential loss of revenue associated with 70% of commercial assessments and 40% of residential assessments. Establishing a TBR earlier on will ensure we are able to proceed quickly after our application deadline of August 31, 2020 and provide us with the capacity to borrow up to \$9,000,000.00. Once the Resolution is approved by the Minister, it will then be held at MFC until they receive the final commitment letter from WHRM. A recommendation report for the final commitment letter will come to Committee of the Whole in the Fall and is what initiates the funding transfer. This commitment letter will include actual numbers based on applications received but total amount may not exceed the TBR value established. Further, it is very likely we will not require the borrowing of the \$9,000,000.00, in fact early indicators reflect a much less amount perhaps not reaching \$ 1,000,000.00.

This type of loan is considered an operating loan and does not impact the debt service ratio financial conditions indicator.

FINANCIAL IMPLICATIONS

The approval of this Policy will create financial implications as it increased the Municipalities outstanding receivable balance as it allows residents an extended timeline for property tax payment for 30 months. This could impact cash flows from year to year. To ensure available cash flow for operations and service delivery the resolution for the short-term operating loan from MFC is being sought. All debt servicing costs will be responsibility of the successful applicant so there is no impact on WHRM.

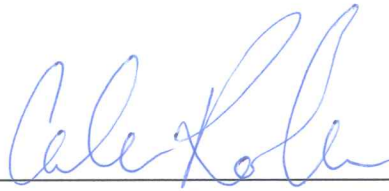
ALTERNATIVES

- The Committee of the Whole could choose to not move forward with the recommendation; however, this would remove the Municipalities eligibility to apply for the funding assistance from MFC to cover the cost of unpaid taxes.
- The Committee of the Whole could choose to recommend increasing the temporary borrowing resolution to the maximum of \$9.5 million.
- The Committee of the Whole could choose to recommend decreasing the temporary borrowing resolution to as specified amount.

ATTACHMENTS

- Proposed RCOFN-009.00 COVID-19 Property Tax Financing Program Policy
- Short-term Operating Loan, Temporary Borrowing Resolution

Report Prepared by:



Carle Rochon, Director, Financial Services

Report Approved by:



Mark Phillips, Chief Administrative Officer

COVID-19 PROPERTY TAX FINANCING PROGRAM POLICY

1. PURPOSE

This Policy establishes a one-time property tax installment payment program (the "Program") for residential and commercial properties negatively affected by the COVID-19 global pandemic.

2. LEGISLATION

Sections 111 and 112 of the *Municipal Government Act* give Council the authority to provide for the payment of taxes by installments.

Section 113 of the *Municipal Government Act* allows Council to charge interest for non-payment of taxes when due, at a rate determined by policy.

3. DEFINITIONS

For the purposes of this Policy, the following definitions are provided:

- a. "Council" means the Council of the Municipality.
- b. "Councillor" refers to a Council member and includes the Mayor and Deputy Mayor, unless otherwise indicated.
- c. "Municipality" refers to West Hants Regional Municipality.
- d. "Special Tax Installment Rate" refers to an interest rate based on the Municipality's cost of borrowing plus 0.25 percent to cover administrative costs. This interest rate is particular to this Program, designed to reduce the financial impact of Covid-19, and differs from the Municipality's normal property tax interest rate.
- e. "Tax Installment" refers to a payment calculated as 1/24th of the total eligible taxes plus applicable interest.
- f. "Tax Installment Payment period" refers to the 24-month period beginning six months after the tax bill due date.

4. SCOPE

This Policy covers all residential and commercial property owners as outlined below.

- a. Residential
 - i. An owner of a residential property that is the owner's primary residence, where the owner has experienced financial hardship through a significant reduction in income due to the State of Emergency declared by the Government of Nova Scotia in response to

COVID-19 PROPERTY TAX FINANCING PROGRAM POLICY

COVID-19, demonstrated through receipt of Provincial or Federal program assistance, or a Record of Employment (ROE) demonstrating layoff from employment after March 15th, 2020.

ii. An owner of a residential property where the owner was a registered Tourism Operator with Tourism Nova Scotia for the 2019 tourist season (excluding Air BNBs).

iii. An owner of a residential property that is rented to one or more tenants, where the owner has experienced a significant reduction in rental income from the property due to the State of Emergency, demonstrated through the following:

- Description of loss of rental income
- Letters from tenants reflecting hardship and inability to make rent payments.
- Other related financial documents

b. Commercial

i. An owner of a taxable commercial property where the property has a total taxable 2020 property assessment equal to or less than \$4,000,000, and where the owner's business or building located on the property has experienced financial hardship through loss of revenue related to the State of Emergency, demonstrated through the following:

- Financial information including financial statements reflecting loss of revenue
- Notice of business closure
- Notice of employee lay off

ii. The Program will include the following commercial property owners, without consideration of any limitation on assessed value:

- The owner of the property is a tourism operator registered with the Tourist Accommodations Registration Act and the property is used for tourist accommodations (e.g., hotels, motels, bed and breakfasts)
- The owner of the property carries on the business of an automotive or leisure/recreational vehicle dealership on the property

COVID-19 PROPERTY TAX FINANCING PROGRAM POLICY

- The owner of the property uses the property as either a private or non-profit recreation facility (e.g., golf courses, indoor playgrounds, campgrounds, racing venues)
- The owner of the property carries on a business on the property in the hospitality industry, including bars, cafes, and coffee shops
- The owner of the property carries on a business on the property in the service industry, including hairdressers, nail salons, gyms, and tattoo parlours
- The owner of the property carries on a business on the property as a health care provider, including, but not limited to, dentists, naturopaths, chiropractors, physiotherapists, physicians, and other doctors, where that business has been required to reduce hours as a result of the State of Emergency.

5. EXCLUSIONS

Regardless of Section 4 of this Policy, the following are not eligible to participate in the Program:

- a. Property owners who have not experienced financial hardship through loss of revenue related to the State of Emergency.
- b. Property owners who have received compensation from Business Interruption Insurance towards the payment of property taxes.
- c. Properties occupied by daycare centres in receipt of Federal or Provincial funding, or those in receipt of any other emergency funding.
- d. Properties used for landfill, pipeline, managed forest, parking, and commercial vacant land.
- e. Properties for which there is an active tax agreement with the Municipality through legislation or by-law.
- f. Properties owned by non-profit organizations that are funded by the Municipality or partially exempted from property tax.
- g. All properties managed under payment-in-lieu programs.

6. GENERAL REQUIREMENTS

- a. Installments will be payable by the owner of the property for the current fiscal year.

COVID-19 PROPERTY TAX FINANCING PROGRAM POLICY

- b. For a property to qualify for the Program, the taxes for the property must not be in arrears at the time of application.
- c. Property owners wishing to apply to participate in the Program for a property must apply on the web portal managed by the Association of Municipal Administrators.
- d. The application deadline for this Program is August 31st, 2020.

7. TAX INSTALLMENTS

- a. Property taxes normally due September 1st, 2020, will be eligible for this Program given the preceding criteria is met.
- b. Program participants will pay tax installments of \$25 per month for six months beginning on October 28th, 2020.
- c. Following these six months at \$25 per month, monthly tax installment payments will equal 1/24th of the total taxes eligible for the Program, plus the rate of interest determined by the Municipality. These monthly tax installments will continue for 24 months.
- d. The yearly rate of interest for the Program will be 1.1 percent plus 0.25 percent to cover administration fees, for a total rate of 1.35%.
- e. Interest on amounts owing under the Program will be calculated from the date of the tax bill due date to the end of the tax installment payment period.
- f. Tax installments are due by Preauthorized Debit on the 28th day of the month.

8. TERMS OF THE PROGRAM

- a. The Treasurer, or their delegate, will approve qualifying property owners.
- b. Where a property owner qualifies for the Program, the property tax account must remain in good standing with the Municipality throughout the duration of the Program.
- c. Default of payment of an installment when due will result in removal from the Program.
- d. Removal from the Program will result in the balance of outstanding taxes and interest becoming immediately due and payable.

COVID-19 PROPERTY TAX FINANCING PROGRAM POLICY

- e. Removal from the Program will result in the outstanding taxes and interest then owing becoming subject to the Municipality's normal rate of interest, resulting in a compound rate.
- f. All other receivable balances on the property account not included in the Program are due on their normal dates and will generate interest per the Municipality's normal rate of interest as per RCOFN-004.00 Tax Collection Policy.
- g. Tax installment receivables will be considered for payment prior to any other receivable on the account in good standing with the Municipality throughout the duration of the Program.

9. GENERAL PROVISIONS

- a. Applications will be made through a central portal administered by the Association of Municipal Administrators of Nova Scotia with whom participants will share submitted information.
- b. Any property taxes owing outside of taxes covered under this Policy that are in arrears, fall within RCOFN-004.00 Tax Collection Policy and the *Municipal Government Act*.

I, Rhonda Brown, Municipal Clerk of the Region of Windsor and West Hants Municipality, the Province of Nova Scotia, do hereby certify that this is a true copy of the Policy as adopted by the Council of the Region of Windsor and West Hants Municipality at a meeting duly called and held on the ____ day of _____, 2020.

R.N. Brown
Municipal Clerk

Adoption	
Notice to Council:	
Approval:	
Description: Initial Approval of COVID-19 Property Tax Financing Program Policy	

**NOVA SCOTIA MUNICIPAL FINANCE CORPORATION
SHORT-TERM OPERATING LOAN
RESOLUTION AS ADOPTED BY COUNCIL**

WHEREAS the Municipal Finance Corporation is offering a temporary short-term operating loan to clients who are experiencing cash flow challenges for the 2020-21 fiscal year due to the impact of COVID-19; and,

WHEREAS in accordance with the policy of the Municipal Finance Corporation, the Council of Region of Windsor and West Hants Municipality has deemed it necessary and expedient to seek approval from the Minister of Municipal Affairs and Housing to take part in this short-term operating loan program offered by the Municipal Finance Corporation; and

WHEREAS pursuant to Section 84 of the *Municipal Government Act*, a Municipality may borrow to cover the annual current expenditures to an amount not to exceed fifty per cent of the combined total of the taxes levied by the Municipality for the previous year and the amounts to be received by the provincial and federal governments; and

WHEREAS the summary amounts and descriptions of the cash flow impact of COVID-19 on the Municipality are contained in Schedules 'A' and 'B' (attached) to support analysis by the Department of Municipal Affairs and Housing and the Municipality shall provide officials from the Department of Municipal Affairs and Housing with reports and information deemed necessary to support this request;

BE IT THEREFORE RESOLVED

THAT subject to the approval of the Minister of Municipal Affairs and Housing, the Council of Region of Windsor and West Hants Municipality borrow a sum or sums not exceeding Nine million Dollars (\$9,000,000) for the purpose set out above; and,

THAT the sum be borrowed for a period not exceeding Thirty-Six (36) Months from the date of withdrawal from the Municipal Finance Corporation; and,

THAT the borrowing will be under the terms and conditions of the agreement as determined by the Municipal Finance Corporation.

THIS IS TO CERTIFY that the foregoing is a true copy of a resolution read and duly passed at a meeting of the Council held on the day of 2020.

GIVEN under the hands of the Clerk and under the seal of the Municipality this day of 2020.

Clerk

** please ensure the impression of the common seal is clear and visible upon scanning*



Committee of the Whole Excerpts
July 14, 2020

Financial Services Policies (Investment Policy; Reserve Policy; and Residential Property Tax Assistance Policy)

The attached report from Committee of the Whole outlines the proposed Investment, Reserve and Residential Property Tax Assistance Policies. The only discussion points at Committee of the Whole was regarding the Residential Property Tax Assistance Policy:

- The total household income would be determined by information provided on the application.

The recommended motions were:

... that Council approves RCOFN-005.00 Investment Policy Amendment for the West Hants Regional Municipality.

... that Council approves the RCOFN-010.00 Reserve Policy for the West Hants Regional Municipality.

... that Council approves the RCOFN-011.00 Residential Property Tax Assistance Policy for the West Hants Regional Municipality.



WEST HANTS REGIONAL MUNICIPALITY RECOMMENDATION REPORT

To: Committee of the Whole

Submitted by: _____
Diana Gibson, Manager, Accounting & Financial Reporting

Date: July 14, 2020

Subject: Financial Services Department Policies

LEGISLATIVE AUTHORITY

Municipal Government Act, Section 23

RCOFN-005.01 Investment Policy Legislative Authority

- Municipal Government Act, Part VI, Investment of Funds 100

RCOFN-010.00 Reserve Policy Legislative Authority

- Municipal Government Act, Section 99

RCOFN-011.00 Residential Property Tax Assistance Policy Legislative Authority

- Municipal Government Act, Section 69

RECOMMENDATION

Committee of the Whole recommends that . . .

. . . Council approves RCOFN-005.01 Investment Policy Amendment for the West Hants Regional Municipality.

. . . Council approves the RCOFN-010.00 Reserve Policy for the West Hants Regional Municipality.

. . . Council approves the RCOFN-011.00 Residential Property Tax Assistance Policy for the West Hants Regional Municipality.

BACKGROUND

The Municipal Government Act, Section 23 gives council the power to adopt policies as specifically outlined in the Act, or for any matter that the council considers conducive of effective management of the Municipality. The policies discussed below provide detailed guidelines on Municipal investment activity, reserve creation and management, and property tax assistance for residents. Without these policies the West Hants

Regional Municipality will be responsible for following the two separate policies of the former Town of Windsor and Municipality of West Hants.

DISCUSSION

RCOFN-005.01 Investment Policy

Following initial approval by Council of RCOFN-005.00 Investment Policy, the Department of Municipal Affairs and Housing has requested adjustments to the policy before they are able to approve. These changes include:

- Removing the exception clause, as any exception will be brought to council via a motion to approve additional policies.
- Creating a prioritized list of requirements when investigating new investment opportunities.
- Updating the credit rating resource to a more current listing.

Additional updates were conducted to ensure consistency in wording throughout this policy and inline with other Municipal Policies.

RCOFN-010.00 Reserve Policy

The purpose of the Reserve Policy is to support Municipal decisions relating to long-term financial planning, for both operational and capital projects. This Policy will allow the Municipality to minimize debt servicing costs and annual budget impacts by allocating costs over several years using reserves and reserve funds.

MGA, Section 99 requires that Municipalities maintain a Capital Reserve, but allows for as many reserves as deemed necessary by the Municipality. This Policy outlines the process necessary to transfer funds in and out of reserves, including the percentage to be contributed to each fund each fiscal year.

RCOFN-011.00 Residential Property Tax Assistance Policy

The purpose of this Policy is to establish guidelines for providing tax assistances to residential taxpayers within the Municipality. These guidelines include a maximum total household income that cannot be exceeded, application requirements and deadlines. Additionally, this Policy describes how the Municipality will manage the assistance program, through an assistance fund that will be distributed to all qualified applicants on up to 50% of their property taxes, up to a capped amount by community. This cap scale was developed based on the differences in the tax rates by community, and are as follows:

- Community of West Hants is capped at \$112.00
- Community of Hantsport is capped at \$156.00
- Community of Windsor is capped at \$200.00

FINANCIAL IMPLICATIONS

The Investment and Reserve Policies do to not create any immediate financial implications; however, approval of these policies will allow the Municipality to limit their reliance on debt funding, and instead fund projects through investment income and reserved funds.

The Residential Property Tax Assistance Policy will create financial implications as it allows qualified residents to receive a lower property tax bill, with the difference being funded from the Municipality. However, the annual budget included room should this policy be approved.

ALTERNATIVES

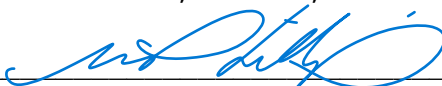
The Committee of the Whole could choose to not move forward with the recommendation; however, this would leave the separate policies of the Former Town of Windsor and Municipality of West Hants in effect, which could cause a substantial difference in administering.

ATTACHMENTS

- Proposed RCOFN-005.01 Investment Policy
- Proposed RCOFN-010.00 Reserve Policy
- Proposed RCOFN-011.00 Residential Property Tax Assistance Policy

Report Prepared by: _____
Diana Gibson, Manager, Accounting and Financial Reporting

Report Reviewed by: _____
Carlee Rochon, Director, Financial Services

Report Approved by:  _____
Mark Phillips, Chief Administrative Officer

INVESTMENT POLICY

1. PURPOSE

The Investment Policy of the West Hants Regional Municipality will govern the investment of trust funds, reserve funds, and surplus cash balances at an optimum level of return while ensuring the principal amount of investment is preserved. ~~Exceptions to this Policy will be permitted under Section 100 (1)(b) of the Municipal Government Act from time to time upon approval by Council and the Minister of Municipal Affairs.~~

2. INVESTMENT OBJECTIVES

The Investment Policy seeks to preserve and grow the Municipality's revenues while adhering to strict legal requirements. Preservation of the principal amount implies a policy of conservative investing which will not necessarily produce the highest rate of return. The fundamental objectives of this Policy are built upon the preservation of capital as well as cash flow liquidity commensurate with the Municipality's expenditure requirements. This is accomplished by structuring the portfolio so that securities mature and/or are accessible concurrent with cash needs to meet anticipated demands.

The investment portfolio will be designed with the objective of attaining a market rate of return subject to an agreed upon level of risk. The portfolio of the Municipality will be managed in a manner which prioritizes 1) liquidity requirements, 2) an acceptable and agreed upon level of risk, and 3) earns the highest rate of return given priorities 1 and 2. The standards and guidelines for permissible investment are set out in *Section 6* of this Policy.

3. DEFINITIONS

For the purposes of this Policy, the following definitions are provided:

- a. "Audit Committee" refers to a committee of Council, which is responsible for assisting Council in meeting its oversight responsibilities by ensuring the adequacy and effectiveness of financial reporting, risk management, and internal controls.
- b. "CAO" refers to the Chief Administrative Officer of the Municipality.
- ~~c.~~ "Council" refers to the Council of the Municipality.
- ~~c.d.~~ "Councillor" refers to a Council member and includes the Mayor and Deputy Mayor unless the context indicates otherwise.
- ~~d.e.~~ "Director, Financial Services" refers to the senior administrative officer for the Financial Services Department with the West Hants Regional Municipality.

INVESTMENT POLICY

e.f. "Employee" refers to any person directly employed by the Municipality.

~~f. "Elected Municipal Official" refers to a Council member and includes the Mayor and Deputy Mayor unless the context indicates otherwise.~~

g. "Municipality" refers to the West Hants Regional Municipality.

4. APPLICATION

This Policy applies to investments of surplus cash balances held in any funds within the control of the Municipality. The CAO is responsible for administering the investment activities and ensuring compliance with this Policy.

Director, Financial Services will recommend to the CAO investment asset mix parameters and credit quality restrictions and will develop and maintain appropriate procedures and controls for recording, reporting, and monitoring investments to ensure that they are made in accordance with the Investment Policy. Director, Financial Services will monitor investment performance and prepare ~~at least~~ annual reports for the CAO and Audit Committee ~~at least annually~~. Director, Financial Services will consult with any other person or persons whose advice is deemed to be desirable.

This Policy will be reviewed at least every three (3) years, and reports to Council recommending changes, deletions, or additions to the Policy as considered appropriate.

5. CONFLICT OF INTEREST

A conflict of interest occurs when any interested person may benefit materially from knowledge of, participation in, or by virtue of an investment decision.

An "Interested person" includes:

- Any employee or ~~Councillor~~~~elected municipal official~~ of the Municipality who is managing in-house portfolios or is involved in the investment of fund by the Municipality.

Neither the ~~Councillors~~~~municipal elected officials~~, nor employees of the Municipality will engage in personal or business activities which would profit from or be affected by the carrying out of their responsibilities as investors of the Municipality's fund that could result in personal gain.

Should a conflict of interest occur the person who has a conflict of interest or any person who becomes aware of a conflict of interest situation, will immediately disclose the conflict to the CAO. Any such party will abstain from decision making with respect to the area of conflict, and a written record of the conflict will be maintained by the Director, Financial Services.

INVESTMENT POLICY

6. ELIGIBLE INVESTMENT

The minimum standards and guidelines for competitive bids, and the maximum amounts and terms for each type of investment are outlined below. All investments are denominated in Canadian Dollars.

Investment	Maximum Investment Level (\$)	Maximum Investment Terms
Federal Government, and its agencies	No dollar limit	2-year term
Province of Nova Scotia, and its agencies	No dollar limit	2-year term
Any Provincial Governments, or its agencies when their credit rating is A or greater ¹	No dollar limit	2-year term
Municipal Finance Corporation of Nova Scotia	No dollar limit	No term limit
Chartered banks, trust companies, and credit unions; operating in the Province of Nova Scotia	\$200,000.00	1-year term
Commercial Paper with a Canadian Bond Service rating of A-2 or higher or a Dominion Bond Service rating of R-1 (low) or higher	\$200,000.00	1-year term
Institutions covered by Canadian Deposit Insurance	Up to insured limit	2-year term
Deposit in accounts at the Municipality's financial institution	No dollar limit Up to insured limit	No term limit

7. SAFE KEEPING

Any investment statement or purchase confirmation resulting from the acceptance of an investment should be forwarded to the Director, Financial Services or designate, for safekeeping. This should not preclude the option of having certificates held by financial institutions or if a book-based investment, held electronically.

¹ Credit ratings found on ~~Canadian Bond Rating~~ Standard & Poor's Global Ratings or Dominion Bond Rating Services, the investment is subject to the lower of the two ratings.

INVESTMENT POLICY

8. INVESTMENT PROCESS

The procedure of acquiring investments will be as follows:

- a. The Director, Financial Services determines the amount to be invested by referring to the cash flow forecast.
- b. The Director, Financial Services determines the length of time to invest funds and the flexibility of that term. The term is determined within the constraints of the cash flow forecast. Flexibility on the term of the investment may range from one week to a date specified.
- c. The selections of the investments(s) will be made based on comparison of rates and subject to *Section 4* of this Policy. The Director, Financial Services may provide an updated copy of the Policy or see that the updated copy of the Policy (which includes a listing of eligible investments, *Section 6*) is provided to participating banks, brokers, or trust companies.
- d. The Director, Financial Services will phone banks, brokers, and/or trust companies and inform them of the following:
 - Amount to invest
 - Term
 - Flexibility of term
 - Time and date that rates are to be received at the Municipal Office in person, by mail, electronic mail, courier, or by facsimile.
- e. The Director, Financial Services requests approval from the CAO for proposed investments. The selections of the investment(s) will be made based on comparison of rates and subject to *Section 4* of this Policy.
- f. The Director, Financial Services will advise the successful bidder and ensure that the investment amount(s) and rate(s) are confirmed and advise the unsuccessful bidders that they were not successful.
- g. The rate as it is received noting all information will be recorded.
- h. The Director, Financial Services will initiate the accounts payable process ~~take action~~ to issue a cheque or arrange for a bank transfer payable to the successful financial institution. (Financial institutions are to pay bank charges, if any, for bank transfer, ~~if any~~).
- i. Every investment is to be in the name of the Municipality and all registered securities are to bear the name of the Municipality.
- j. The Municipality requires receipts of investment documents which may come in the form of a certificate from the financial institution or a

INVESTMENT POLICY

confirmation of purchase. If documents are being held offsite, the Municipality also requires confirmation that the documentation is held in safekeeping by those institutions. Investment documentation, if not held by financial institutions, will be kept by the Municipality.

- k. Any investments made are to be presented to the Audit Committee and then reported to ~~Councillors~~Council members at either the next Committee of the Whole or Council meeting. The report will include the principle amounts of investments, what the investments are, as well as maturity dates and yields. The report will also include details of other investment options received but not selected as well as the current interest rate received on bank deposits held.

9. REPEAL

The Financial Controls and Reporting Policy dated December 16, 2008 as amended to January 28, 2014 of the former Town of Windsor, and the Investment Policy, COFN-006.00 dated March 13, 2018 of the former Municipality of the District of West Hants are hereby repealed.

I, Rhonda Brown, Municipal Clerk of the Region of Windsor and West Hants Municipality, the Province of Nova Scotia, do hereby certify that this is a true copy of the policy as adopted by the Council of the Region of Windsor and West Hants Municipality at a meeting duly called and held on the ____ day of _____, **2020**.

R. N. Brown

INVESTMENT POLICY

Municipal Clerk

<i>Adoption</i>	
<i>Notice to Council:</i>	April 14, 2020
<i>Approval:</i>	April 28, 2020
<i>Description:</i> Initial approval of Investment Policy, RCOFN-005.00.	
<i>First Amendment</i>	
<i>Notice to Council:</i>	
<i>Approval:</i>	
<i>Description:</i>	

RESERVE POLICY

1. PURPOSE

The purpose of this Policy is to support decisions relating to long-range financial planning for operations and capital projects in order to minimize both debt servicing costs and significant annual budget impacts by allocating costs over a number of years through the use of reserves and reserve funds.

This Policy will be used to:

- Establish reserves and reserve funds for planned future capital expenditures, unexpected or unpredicted events, or extraordinary expenditures which would otherwise cause fluctuations in the operating or capital budgets.
- Manage reserves, reserve funds, and deferred revenue in a responsible manner.
- Use reserves, reserve funds, and deferred revenue solely for the purpose determined by Council.

2. LEGISLATION

Under the *Municipal Government Act, Section 99*, the only reserve fund required is a Capital Reserve Fund. Council can maintain other reserve funds as it determines necessary.

3. DEFINITIONS

For the purposes of this Policy, the following definitions are provided:

- a. "CAO" refers to the Chief Administrative Officer of the Municipality.
- b. "Council" refers to the Council of the Municipality.
- c. "Councillor" refers to a Council member and includes the Mayor and Deputy Mayor unless the context indicates otherwise.
- d. "Deferred Revenue" refers to revenue that is considered a liability on the Municipality's financial statements until, over time, it becomes relevant to current operations, such as a prepayment received for a service that has not yet been provided. Deferred revenue is set aside in an obligatory reserve fund for a specific purpose by legislation, regulation, or agreement. Development charges and Federal and Provincial gasoline tax are examples of deferred revenue.

RESERVE POLICY

- e. "MGA" refers to the *Municipal Government Act*.
- f. "Municipality" refers to the West Hants Regional Municipality.
- g. "Reserve" refers to an allocation from net revenue at the discretion of Council, after the provision for all known expenditures, and is authorized under the provisions set out in the *MGA Section 99*.
- h. "Reserve Fund" refers to a fund with assets which are segregated and restricted to meet the purpose of the reserve fund. It is based on a statutory requirement or defined liability payable in the future and is usually prescriptive as to the basis for collection and use of monies in the fund.

4. APPLICATION

- a. Reserves and reserve funds will be created by specific motions of Council or as part of other motions, such as those for development charges or annual budgets.
- b. All reserve and reserve fund transactions will be transparent with amounts to be placed in the reserves and reserve funds included in the annual budget approved by Council.
- c. Reserves and reserve funds will be invested in accordance with RCOFN-005.01 - Investment Policy.
- d. Any change to the purpose of a reserve or reserve fund must be permitted by *MGA, Section 99* and approved by a motion of Council or through the annual budget process.
- e. Prior to creating a new reserve or reserve fund, the option of adding an incremental contribution to an existing reserve or reserve fund of a similar nature will be considered.
- f. Transfers to or from reserves or reserve funds will, from time to time, be allowed, as prescribed by the *MGA, Section 99, Subsection 4*.
- g. Contributions from reserves or reserve funds to capital or operating accounts will occur annually or upon completion of a project.
 - Contributions to capital or operating accounts will not occur if the transfer would put the reserve or reserve fund into a negative balance.
 - Should this be the case, inter-fund borrowing will be investigated as a funding source.

RESERVE POLICY

- Inter-fund borrowing may only occur when an analysis of the reserve has determined that excess funds are available and the use of the of those funds will not adversely affect the intended purpose of the reserve.
 - Prescribed terms of repayment must be defined, and the amounts borrowed must be repaid with interest at a rate not less than the interest rate the Municipality would pay to borrow the funds for a similar term from another source.
- h. All unallocated surplus funds will be allocated to a reserve within any financial year.

5. ROLES AND RESPONSIBILITIES

The Financial Services Department will be responsible for:

- Monitoring the status of reserves and reserve funds,
- Determining the appropriate source of financing for the Municipality's programs and capital works, and
- Making recommendations to Council through the CAO on the use of reserves and reserve funds.

6. OPERATING RESERVES AND RESERVE FUNDS

Operating reserve and reserve fund will be at least 10% of the annual operating revenue. Additionally, these reserve and reserve funds will receive funds from any unallocated surplus funds in each fiscal year.

Council will determine annual contribution for any specific operating reserves, outside of the general operating reserve.

7. CAPITAL RESERVES AND RESERVE FUNDS***Building Reserves and Reserve Funds***

- This reserve will provide funds for updates and new construction for any buildings owned by the Municipality.
- This reserve will receive an annual contribution of 2% of the total asset value of the buildings owned by the Municipality.

Road Infrastructure Reserves and Reserve Funds

- This reserve will provide funds for future road infrastructure projects.

RESERVE POLICY

- This reserve will receive an annual contribution of 8% of the total asset value of all road infrastructure owned by the Municipality.

Vehicle Reserves and Reserve Funds

- This reserve will provide funds for vehicle upgrades and replacements.
- This reserve will receive an annual contribution of 4% of the total asset value of all Municipal vehicles.

Equipment Reserves and Reserve Funds

- This reserve will provide funds for any equipment not required to be registered under the Motor Vehicles Act.
- This reserve will receive an annual contribution of 4% of the total asset value of all Municipal equipment.

Fire Asset Reserves and Reserve Funds

- This reserve will provide funds for required fire-fighting equipment, including fire vehicles.
- This reserve will receive an annual contribution of 2% of the total asset value of all fire assets.
- This reserve will receive any proceeds from the sale of fire-fighting equipment or insurance proceeds.

8. REVIEW

This Policy will be reviewed at the beginning of each new term of Council.

9. REPEAL

The Reserve Policy, COUNCIL 01-005 dated March 10, 2015 of the former Municipality of the District of West Hants is hereby repealed.

RESERVE POLICY

I, Rhonda Brown, Municipal Clerk of the West Hants Regional Municipality, the Province of Nova Scotia, do hereby certify that this is a true copy of the Policy as adopted by the Council of the West Hants Regional Municipality at a meeting duly called and held on the ____ day of _____, **2020**.

R. N. Brown
Municipal Clerk

<i>Adoption</i>	
<i>Notice to Council:</i>	
<i>Approval:</i>	
<i>Description: Initial Approval of Reserve Policy.</i>	

WEST HANTS REGIONAL MUNICIPALITY
RESIDENTIAL PROPERTY TAX ASSISTANCE POLICY

1. PURPOSE

The purpose of this Policy is to establish guidelines for providing tax assistance, to residential taxpayers, within the West Hants Regional Municipality, whose total income from all sources in the tax year is below a specific amount.

2. DEFINITIONS

For the purposes of this Policy, the following definitions are provided:

- a. "CAO" refers to the Chief Administrative Officer of the Municipality.
- b. "Council" refers to the Council of the Municipality.
- c. "Councillor" refers to a Council member and includes the Mayor and Deputy Mayor unless the context indicates otherwise.
- d. "MGA" refers to the *Municipal Government Act*.
- e. "Municipality" refers to the West Hants Regional Municipality.

3. APPLICATION

Each tax year, the Municipality will advertise the availability of the assistance program. For the 2020 tax year, this assistance will be applied as a rebate. In future tax years this assistance will be applied directly to Property Tax Bills prior to being issued. Qualified applicants are subject to the following conditions:

- a. Applications will be accepted until **September 1st** for the 2020 tax year. For any fiscal year thereafter, the deadline will be **June 30th** of that current fiscal year.
- b. A property owner's gross income from all sources, including the income of all persons residing within the home, must be \$25,000 or less on Line 15000 of their Notice of Assessment from the Canada Revenue Agency in the immediately preceding calendar year. Proof of such must be provided by all persons within the home by providing their prior year's Notice of Assessment.
- c. Where a property is assessed to more than one person, any person who is entitled to assistance may receive only the portion of the exemption equal to that person's share of the total assessment for the property. Where the different interests are not separated, then to only that portion determined by the Treasurer or designate, whose determination is final.
- d. No assistance will exceed 50% of the current year's taxes and is capped by residential community the application is for. Below are the 2020-21 capped rates by community:

WEST HANTS REGIONAL MUNICIPALITY
RESIDENTIAL PROPERTY TAX ASSISTANCE POLICY

- a. Community of West Hants is capped at \$112.00
- b. Community of Hantsport is capped at \$156.00
- c. Community of Windsor is capped at \$200.00
- e. A property owner's previous year's property taxes must be paid in full at the time of their applications.
- f. Tax assistance will only be granted to residents where the property is their primary residence and occupied year-round.

4. REVIEW

The Municipality will review the Residential Property Tax Assistance Policy each year to determine if the income levels and process need to be revised.

9. REPEAL

The Low-Income Partial Tax Exemption Policy (2019/20) of the former Town of Windsor is hereby repealed.

I, Rhonda Brown, Municipal Clerk of the West Hants Regional Municipality, the Province of Nova Scotia, do hereby certify that this is a true copy of the Policy as adopted by the Council of the Region of Windsor and West Hants Municipality at a meeting duly called and held on the ____ day of _____, **2020**.

R. N. Brown
Municipal Clerk

<i>Adoption</i>	
<i>Notice to Council:</i>	
<i>Approval:</i>	
<i>Description: Initial Approval of Residential Property Tax Assistance Policy.</i>	



Committee of the Whole Excerpts
July 14, 2020

Reallocation of Hantsport Post-Transitional Funds

The attached report from Committee of the Whole outlines the reallocation of the Hantsport post-transitional fund. The discussion points at Committee of the Whole were:

- There are no J-Class roads in Hantsport which would be eligible for the Provincial Cost Share Program.
- Funds for infrastructure and road projects would need to be in compliance with the OPUS Report conducted as part of the Hantsport dissolution.

The recommended motion was:

...that Council approves the reallocation of Hantsport Post-Transitional funds and directs staff to write a letter to the Minister of Municipal Affairs requesting the reallocation.



WEST HANTS REGIONAL MUNICIPALITY RECOMMENDATION REPORT

To: Committee of the Whole

Submitted by: _____
Diana Gibson, Manager, Accounting and Financial Reporting

Date: July 14, 2020

Subject: Reallocation of Hantsport Post-Transitional Funds

LEGISLATIVE AUTHORITY

Nova Scotia Utility and Review Board, Order M06209

RECOMMENDATION

Committee of the Whole recommends that Council approves the reallocation of Hantsport Post-Transitional funds and directs staff to write a letter to the Minister of Municipal Affairs requesting the reallocation.

BACKGROUND

In March 2015, the Nova Scotia Utility and Review Board ordered the dissolution of the Town of Hantsport. As part of the dissolution, a five-year budget was prepared using high-level estimates with the information available at that time. This budget was approved by the Province and is administered through the post-transitional funding agreement.

DISCUSSION

As we are nearing the end of the five-year budget, it has become clear there are some areas of the budget have had cost savings and other areas could utilize more funds. For example, we have under spent on Office and Building Redesigns, but require more funding for Roads.

During a recent Hantsport Dissolution budget meeting with the Department of Municipal Affairs and Housing, it was suggested that the Municipality make a formal request to the Minister to reallocate these funds into areas of the post-transitional budget where it would better serve the residents of the former Town of Hantsport.

The letter will outline the budget categories with cost savings and why the original amount budgeted was not utilized. It will also indicate where these amounts are to be reallocated, and what they will be used for. Attached, staff have provided the March 31, 2020 totals in each of the budget areas and provided comment on which funds would be best reallocated.

NEXT STEPS

Following approval, Financial Services will draft the letter and supporting documents for Mayor Zebian to sign, so the formal request can be submitted to the Department of Municipal Affairs and Housing.

FINANCIAL IMPLICATIONS

Should the reallocation be approved by the Minister, available funds will be moved to cover planned road and infrastructure costs and portions of the Manager, Technical Engineering Services salary, records management expenses, and Hantsport Wi-Fi upgrades. Without making this reallocation request, funds will be held until expenses occur within the specific areas of the post-transitional budget where there is excess.

ALTERNATIVES

The Committee of the Whole could choose to not move forward with the recommendation and use the current post-transitional budgeted allotments when future expenses occur.

ATTACHMENTS

- Fund allocation adjustment chart

Report Prepared by: _____
Diana Gibson, Manager, Accounting and Financial Reporting

Report Reviewed by: _____
Carlee Rochon, Director, Financial Services

Report Approved by:  _____
Mark Phillips, Chief Administrative Officer

FUND ALLOCATION ADJUSTMENT CHART

POST-TRANSITIONAL - OPERATIONAL

Budget Category	Total Funds Received	Total Funds Used	March 31, 2020 Balance	Amount To Reallocate	Comments
1.1	\$ 70,000.00	\$ 39,778.05	\$ 30,221.95	\$ 30,221.95	1.1 - Human Resource Plan, IT Review, Environmental Scan & Consultants. \$13,768.31 to 1.2 and \$5,214.30 to Signage with remaining funds to be reallocated to Roads Capital.
1.2	\$ 40,000.00	\$ 53,768.31	\$ (13,768.31)	\$ -	1.2 - Contractual Obligations Reports, Hantsport to Fire Society, and 1/4 years audit. 1.1 to provide \$13,768.31 to 1.2 to bring the balance to zero.
1.3	\$ 30,000.00	\$ 6,123.88	\$ 23,876.12	\$ 23,876.12	1.3 - Policy and By-law Consolidation Reallocate to Roads Capital.
1.4	\$ 20,000.00	\$ 285.62	\$ 19,714.38	\$ 19,714.38	1.4 - Communications Plan Reallocate to Roads Capital.
1.5	\$ 10,000.00	\$ 3,568.90	\$ 6,431.10	\$ -	1.5 - Records Management We are expecting further costs during 2020-21.
1.6	\$ 84,400.00	\$ 32,657.18	\$ 51,742.82	\$ 32,642.82	1.6 - IT Upgrades and Equipment Reallocate to Roads Capital. The difference between the March 31, 2020 balance and the reallocation amount will cover costs of Wi-Fi upgrades planned for 2020-21.
1.8	\$ 125,000.00	\$ 283.96	\$ 124,716.04	\$ 124,716.04	1.8 - GIS Records, Election Boundary, Fire Hydrants, Storm Water, etc. Reallocate to Roads Capital.
1.9	\$ 325,000.00	\$ 151,795.12	\$ 173,204.88	\$ 115,000.00	1.9 - Additional Staffing, GIS Tech, Project Manager and Municipal Engineer Reallocate to Roads Capital. The difference between the March 31, 2020 balance and the reallocation amount will cover the cost of staff.
Signage	\$ 10,000.00	\$ 5,214.30	\$ 4,785.70	\$ -	Signage 1.1 to provide \$5,214.3 to bring balance to \$10,000 for budgeted signage for 2020-21.

INFRASTRUCTURE

Budget Category	Total Funds Received	Total Funds Used	March 31, 2020 Balance	Amount To Reallocate	Comments
4.1	\$ 150,000.00	\$ 88,929.79	\$ 61,070.21	\$ 61,070.21	4.1 - Office Redesign & Build Reallocate to Roads Capital
4.2	\$ 1,525,000.00	\$ 1,344,317.18	\$ 180,682.82	\$ 117,634.41	4.2 - Sewer Capital Reallocate to Roads Capital. The difference between the March 31, 2020 balance and the reallocation amount will cover budgeted work for 2020-21.
4.3	\$ 100,000.00	\$ 33,973.79	\$ 66,026.21	\$ 66,026.21	4.3 - Predesign Studies Reallocate to Roads Capital
4.4	\$ 55,000.00	\$ 13,779.43	\$ 41,220.57	\$ 21,220.57	4.4 - Building Capital Reallocate to Roads Capital. The difference between the March 31, 2020 balance and the reallocation amount will cover the cost of PW garage and shed upgrades.

ROADS CAPITAL

Budget Category	Total Funds Received	Total Funds Used	March 31, 2020 Balance	Amount To Reallocate	Comments
Roads	\$ 392,416.75	\$ 529,924.87	\$ (137,508.12)	\$ -	Roads Capital To receive \$593,140.10 from budgeted items above with excess budget room.



Committee of the Whole Excerpts
July 14, 2020

Write-off of Uncollectable Property Taxes

The attached report from Committee of the Whole details the proposed write-off of uncollectable property taxes. The discussion points at Committee of the Whole were:

- The land and mobile on the land are assessed and taxed separately.

The recommended motion was:

... that Council approves the current property taxes, fees and penalties in the amount of \$794.67 for AAN 06275168 located on Quarry road, be written off and that the 2020-2021 property tax levy is not applied to AAN 06275168.



REGION OF WINDSOR AND WEST HANTS MUNICIPALITY RECOMMENDATION REPORT

To: Committee of the Whole

Submitted by: _____

Carlee Rochon

Date: **July 14, 2020**

Subject: **Write off of uncollectable property taxes**

LEGISLATIVE AUTHORITY

Municipal Government Act, Section 39

RECOMMENDATION

Committee of the Whole recommends that...

...Council approves the current property taxes, fees and penalties in the amount of \$794.67 for AAN 06275168 located on Quarry road, be written off and that the 2020-2021 property tax levy is not applied to AAN 06275168.

BACKGROUND

The Municipal Government Act (MGA) lays out a regimented tax collection process. This includes a number of steps like public auction and tenders, these steps involve contacting the property owner via standard and registered letters, carrying out a title search, placing ads in the local newspaper, and finally selling the property. Typically, the sale of the property is done via an annual auction where the Municipality starts the bid at the amount of outstanding taxes and associated fees.

However, in some cases properties may be determined uncollectable and Council, upon the recommendation of the Municipal Treasurer, may also authorize writing some or all the taxes and fees outstanding on a property.

DISCUSSION

The property is a mobile located on the quarry road. Mobiles are assessed differently as they can be moved to different lots of land between municipal units. Which is why they are considered personal assessed property, and if they cease to exist the assessment number becomes inactive.

This property is currently three years in arrears on its Municipal taxes and this particular property is also not eligible to be sold at a public auction or by tender as it has a unique relationship to the land assessed to a different owner. The Municipality has taken steps over the past year to reach the owner via standard and registered letters, after completing a title search. The Municipal building inspector also review the property and deemed it uninhabitable without significant investment.

With no communication from the owner, and with our inability to proceed with any other collection method, we will be contacting property valuation services corporation to audit and potentially reassess /remove this property.

To avoid further penalties and fees getting added to the account, increasing the amount to write off, it is recommended that Council approve the current balance owing for AAN 06275168 of \$794.67 (\$318.76 is the previous years property tax levies, and \$475.91 is fees and penalties) to be written off and to not apply the 2020-2021 property tax levy of approximately \$109.44.

FINANCIAL IMPLICATIONS

This would have limited impact on the Municipality as there is money available in the Allowance for Doubtful Accounts where the write off would be drawn from.

ALTERNATIVES

- Council could choose not to write off current taxes, fees, and penalties and 2020-2021 property levy.

ATTACHMENTS

N/A

Report Prepared by: _____
Carlee Rochon, Director, Financial Services

Report Approved by:  _____
Mark Phillips, Chief Administrative Officer



Committee of the Whole Excerpts
July 21, 2020

Hantsport Fire Station Design Services Tender Award

The attached report from Committee of the Whole outlined that in April 2020, a Hantsport Fire Station working group was formed with representatives from Public Works and the Hantsport Fire Department to review potential sites and compile a new request for proposals for release to public tender.

In May 2020, a public request for proposals (RFP) was released for a Design-Bid-Build contract for the new fire station design. This contract would include multiple phases of work by the successful design and project management proponent.

- Review Existing Site Conditions and Design & Technical Requirements
- Prepare Schematic Design
- Design Development
- Preparation of Tender Contract Documents
- Pre-Tender Review of Drawings
- Administer the Tender Phase for Construction Proponents
- Project Management, Contract Administration and Commissioning
- Close-Out and Record Documents, including Warranty

There were a total of five proposals received for the Design-Bid-Build contract.

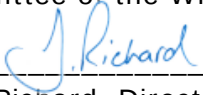
The recommended motion was:

... that Council approve the award of tender WWHPW20-08 for the Hantsport Fire Station Design contract to Harvey ARCHITECTURE Limited, for the tendered price of \$198,620 plus 10% design contingency, plus applicable taxes. And approve the demolition of the existing Hantsport Fire Station and the old Town Hall building located on Oak Street.



WEST HANTS REGIONAL MUNICIPALITY RECOMMENDATION REPORT

To: Committee of the Whole

Submitted by: 
Todd Richard, Director of Public Works

Date: July 21st, 2020

Subject: Tender Award – Hantsport Fire Station Design-Bid-Build

LEGISLATIVE AUTHORITY

Nova Scotia Municipal Government Act, Section 65 authorizes Council to expend funds for municipal purposes.

RECOMMENDATION

It is recommended for Committee of the Whole to recommend to Council that:

Council approve the award of tender WHPW20-08 for the Hantsport Fire Station Design contract to HarveyARCHITECTURE Limited, for the tendered price of \$198,620 plus 10% design contingency, plus applicable taxes. And approve the demolition of the existing Hantsport Fire Station and the old Town Hall building located on Oak Street.

BACKGROUND

The existing Hantsport Fire Station building constructed around 1970, is a one-story building consisting of an assembly hall and truck garage with five bays. The 2014 OPUS Report classified the building in “fair” condition, with numerous recommendations for upgrade and/or immediate improvement.

In 2018, an information report was presented to Municipality of the District of West Hants Committee of the Whole with the preliminary cost analysis of construction for a combined use facility to be shared by the Hantsport Fire Department and Public Works Department. In November 2019, a directive was received by the Public Works department to proceed with the development of a Request for Proposal (RFP) to perform the Design Services for the Hantsport Fire Department.

In December 2019, the Public Works Department issued a Request for Proposal for the provision of Design Services for a replacement Fire Station in the community of Hantsport to be modelled from the new fire station and municipal complex in Canning, NS. This project was given priority due to the existing deteriorated conditions and ongoing safety concerns with the existing fire station in Hantsport.

With only a single bid received for the Design, Municipality of the District of West Hants Council decided not to proceed with the design contract for a new fire station, and deferred any further actions until a new Council and budget was in place for the consolidated Municipality.

DISCUSSION

In April 2020, a Hantsport Fire Station working group was formed with representatives from Public Works and the Hantsport Fire Department to review potential sites and compile a new request for proposals for release to public tender.

The group reviewed multiple sites within and around the Hantsport area, including potential sites on the corner of Oak Street & William Street, School Street, Chittick Avenue, Main Street and Willow Street, as well as general discussion of sites outside of the community Hantsport, within Mount Denson and Hants Border. This review considered efficiency to respond to calls on Highway 101 and mutual aid to other fire departments, logistics of traffic through the community of Hantsport, social affects of site placement, retention of existing green space and existing recreational areas.

It is being recommended to rebuild the new Hantsport Fire Station at the existing site location at the corner of Oak Street and William Street in the community of Hantsport. Due to the need for increased building size for fire apparatus, it is further recommended to include demolition of both existing buildings on the property to make adequate space for the new fire station. This would require relocation of the existing food bank in Hantsport, as the food bank currently has 5 years remaining on a ten-year lease at their location at 36 William Street. Some potential options for the food bank to be relocated could be; Station 2 building at 10 Foundry Lane, space at Chittick Ave, or to the previous Public Works admin building at 20 Main Street. These buildings are owned by the Municipality. Arrangements for temporary storage of fire apparatus will also be necessary during the construction phase of the new fire station. Areas being considered are the public works depot on Chittick Ave and Station 2 building on Foundry Lane, and other potential locations TBD.

In May 2020, a public request for proposals (RFP) was released for a Design-Bid-Build contract for the new fire station design. This contract would include multiple phases of work by the successful design and project management proponent.

- Review Existing Site Conditions and Design & Technical Requirements
- Prepare Schematic Design

- Design Development
- Preparation of Tender Contract Documents
- Pre-Tender Review of Drawings
- Administer the Tender Phase for Construction Proponents
- Project Management, Contract Administration and Commissioning
- Close-Out and Record Documents, including Warranty

There were a total of five proposals received for the Design-Bid-Build contract. The two-part tender defined the bid scoring process to be used; that combined both a weighted technical criteria component as well as weighted financial component. Proposals were received based on the specified in the scope of work. Tenders were reviewed and evaluated independently by the members of the working group, with the average of the evaluation scores shown below.

Proponent Name	Technical Score	Financial Score	Total Score
Harvey Architecture Limited	66.8 / 75	18.8 / 25	85.6
Jost+ Architects	66.2 / 75	13.8 / 25	80.0
A.H. Roy & Associates	64.0 / 75	20.4 / 25	84.4
Eastpoint	57.4 / 75	25.0 / 25	82.4
rhad Architects	56.3 / 75	13.3 / 25	69.6

Pending approval of Council and the Co-ordinating Committee; the intended project scope has planned to start activities immediately. Awarding the construction tender will have further budget implications and is planned for award in conjunction with the 2021/2022 fiscal budget.

FINANCIAL IMPLICATIONS

The total cost with the 10% contingency and non-refundable tax portion is \$227,854.88. The Municipality budgeted \$200,000 in the 2020-21 Capital Budget, to be funded upon completion by Municipal Finance Corporation for a debt servicing cost of \$10,120.43. The Municipality of Kings, funding rate for capital is 30% for 2020-2021. Their Council has approved taking their portion of debt servicing cost to an area rate meeting. The additional \$27,854.88 will add an additional \$1,409.52 to the debt servicing cost, communication will be sent through the Chief Administrative Officer to Kings for the additional \$422.85, the remaining \$986.66 to be funding through the municipal fire services operating budget.

ALTERNATIVES

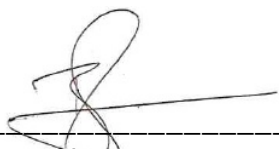
1. Council may choose not to fund or award this contract,
2. Council may choose to award this contract to an alternative proponent.

Neither of these alternatives are being recommended to Committee of the Whole.

ATTACHMENTS

None

Report Prepared by: _____


Brad Carrigan, P.Eng., Manager, Capital Projects

Report Reviewed by: _____


Todd Richard, Director of Public Works

Report Approved by: _____


Mark Phillips, Chief Administrative Officer



Committee of the Whole Excerpts
July 21, 2020

Hantsport Memorial Community Centre Audited Financial Statements 2019-20

As per section 8.2 of the Area Rate policy, organizations that benefit from area rate funding must conduct their business on a breakeven basis. Any deficit within a fiscal year must be first charge in the next fiscal year and any reserves or surplus are not to occur without Council approval of a reserve business case. There are no financial implications to the Municipality. The amount to be paid to HMCC for 2019-20 has been collected through the Hantsport area rate.

The recommended motion was:

... that Council accept the financial statement provided by HMCC and that any 2019-2020 hold backs and eligible 2020-2021 area rate payments be paid to HMCC for the purposes of providing the services defined in the 2020-2021 budget.



REGION OF WINDSOR AND WEST HANTS MUNICIPALITY RECOMMENDATION REPORT

To: Committee of the Whole

Submitted by: _____
Carlee Rochon, Director, Financial Services

Date: **July 21, 2020**

Subject: **HMCC 2019-2020 Financial Statements**

LEGISLATIVE AUTHORITY

MGA section 75 – Area rates and uniform charges

- 75 (1) the council may spend money in an area, or for the benefit of an area, for any purpose for which a municipality may expend funds or borrow.
- (5) Charges pursuant to subsection (4) are first liens on the real property and may be collected in the same manner as taxes

RECOMMENDATION

Committee of the Whole recommends that:

Council accept the financial statement provided by HMCC and that any 2019-2020 hold backs and eligible 2020-2021 area rate payments be paid to HMCC for the purposes of providing the services defined in the 2020-2021 budget.

BACKGROUND

In April 2016 a request for an area rate was made by Hantsport Memorial Community Centre (HMCC). The Chief Administrative Officer (CAO) responded to the request indicating that an Area Rate Policy was recently passed by Council, allowing the Municipality to collect and transfer revenue for services provided by HMCC. A copy of the Area Rate policy was included in the response to HMCC.

Since then citizens of Hantsport voted in favour of having an area rate for HMCC. Former West Hants Council approved a total area rate expense for HMCC for \$54,230 in 2016-17, \$53,780 in 2017-18, and \$54,560 in 2018-19. In 2019-20 the area rate was increased to \$84,560, to allow for a recreation director to be hired.

DISCUSSION

The results of the 2019-20 review engagement for HMCC show a consolidated net deficit of \$78,228. The Former Municipality of West Hants, through a community of Hantsport area rate, contributed \$82,627 for various operational expenses. \$1,933.05 of this total amount has been held back until the complete and submission of the financial statements.

As per section 8.2 of the Area Rate policy, organizations that benefit from area rate funding must conduct their business on a breakeven basis. Any deficit within a fiscal year must be first charge in the next fiscal year and any reserves or surplus are not to occur without Council approval of a reserve business case. Although HMCC showed a net deficit of \$78,228, section 8.2 of the Area Rate policy only applies to the specific expenses that are associated with the area rate. Actual expenditures relating to the area rate fund are shown in Note 11 of the financial statements, including amounts still pending to be paid.

Although HMCC has met the requirement of the Area Rate policy, there is a minor deficit for the overall operations of the organization shown for fiscal 2019-20. It is the understanding of staff that this is an issue and has been examined after the last year of the newly approved rate and have improved by \$45,743. Staff will continue to monitor the deficit of operating revenue versus expenses and will discussed with HMCC if 2020-21 financial condition doesn't see improvement.

FINANCIAL IMPLICATIONS

There are no financial implications to the Municipality. The amount to be paid to HMCC for 2019-20 has been collected through the Hantsport area rate.

ALTERNATIVES

- Council could choose to not allow further funds to be distributed to HMCC. If this were to occur, it would be recommended that Council direct staff to place the remaining area rate funds that have been collected into a reserve for HMCC until such time that Council wishes to redistribute the funds.

ATTACHMENTS

- Hantsport Memorial Community Centre, Financial Statements, Year Ended March 31, 2020

Report Prepared by: _____
Carlee Rochon, Director, Financial Services

Report Approved by:  _____
Mark Phillips, Chief Administrative Officer

HANTSPORT MEMORIAL COMMUNITY CENTRE
Financial Statements
Year Ended March 31, 2020

HANTSPORT MEMORIAL COMMUNITY CENTRE

Index to Financial Statements

Year Ended March 31, 2020

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Statement of Changes in Net Assets	4
Statement of Cash Flows	5
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INDEPENDENT PRACTITIONERS' REVIEW ENGAGEMENT REPORT

To the Members of Hantsport Memorial Community Centre

We have reviewed the accompanying financial statements of Hantsport Memorial Community Centre which comprise the statement of financial position as at March 31, 2020 and the statements of revenues and expenditures, changes in net assets and cash flows for the year then ended, and a summary of significant accounting policies and other explanatory information.

Management's Responsibility for the Financial Statements

Management is responsible for the preparation and fair presentation of these financial statements in accordance with Canadian Accounting Standards for Not-for-Profit Organizations, and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

Practitioners' Responsibility for the Financial Statements

Our responsibility is to express a conclusion on the accompanying financial statements based on our review. We conducted our review in accordance with Canadian generally accepted standards for review engagements, which require us to comply with relevant ethical requirements.

A review of financial statements in accordance with Canadian generally accepted standards for review engagements is a limited assurance engagement. The practitioner performs procedures, primarily consisting of making inquiries of management and others within the entity, as appropriate, and applying analytical procedures, and evaluates the evidence obtained.

The procedures performed in a review are substantially less in extent than, and vary in nature from, those performed in an audit conducted in accordance with Canadian Auditing Standards. Accordingly, we do not express an audit opinion on these financial statements.

Basis for Qualified Conclusion

In common with many not-for profit organizations, the Centre derives revenue from the general public in the form of donations and also engages in fundraising activities, the completeness of which are not susceptible to satisfactory review. Accordingly, our review of these revenues for the years ended March 31, 2019 and 2020 was limited to the amounts recorded in the records of the Centre and we were not able to determine whether any adjustments might be necessary to revenue, excess of revenues over expenses, current assets and net assets.

Qualified Conclusion

Based on our review, except for the effects of the adjustments, if any, which we might have determined to be necessary had we been able to satisfy ourselves concerning the completeness of the revenues, as described in the *Basis for Qualified Conclusion* paragraph, nothing has come to our attention that causes us to believe that these financial statements do not present fairly, in all material respects, the financial position of Hantsport Memorial Community Centre as at March 31, 2020, and the results of its operations and its cash flows for the year then ended in accordance with the Canadian Accounting Standards for Not-for-Profit Organizations.



CHARTERED PROFESSIONAL ACCOUNTANTS

Wolfville, NS
July 3, 2020

HANTSPORT MEMORIAL COMMUNITY CENTRE**Statement of Financial Position****March 31, 2020**

	2020	2019
ASSETS		
CURRENT		
Cash	\$ 102,244	\$ 118,769
Accounts receivable (Note 4)	30,932	3,908
Inventory	596	855
Harmonized sales tax recoverable	6,459	-
Prepaid expenses	-	15,012
	140,231	138,544
PROPERTY AND EQUIPMENT (Note 5)	730,623	754,740
LONG TERM INVESTMENTS (Note 6)	121,614	95,703
RESTRICTED CASH AND INVESTMENTS (Note 7)	453,781	517,800
	\$ 1,446,249	\$ 1,506,787
LIABILITIES AND NET ASSETS		
CURRENT		
Accounts payable and accrued liabilities	\$ 7,783	\$ 8,523
Employee deductions payable	818	-
Current portion of long term debt (Note 10)	3,667	3,667
	12,268	12,190
DEFERRED CONTRIBUTIONS (Note 9)	21,282	-
LONG TERM DEBT (Note 10)	611	4,278
	34,161	16,468
NET ASSETS		
General Fund - unrestricted	784,942	799,154
Endowment Funds - restricted	124,500	124,500
R. A. Jodrey Income Fund - restricted	329,281	393,300
Contributed surplus	173,365	173,365
	1,412,088	1,490,319
	\$ 1,446,249	\$ 1,506,787

SUBSEQUENT EVENTS (Note 13)

ON BEHALF OF THE BOARD_____
Director_____
DirectorSee accompanying notes
Subject to review engagement report dated July 3, 2020

HANTSPORT MEMORIAL COMMUNITY CENTRE**Statement of Revenues and Expenditures****Year Ended March 31, 2020**

	2020	2019
REVENUE		
Area Rate Funding (Note 11)	\$ 82,627	\$ 54,585
Events and fundraising	75,256	101,695
Government grants (Note 12)	15,637	9,800
Donations and bequests	10,809	2,598
Capital grant amortization	718	-
	<u>185,047</u>	<u>168,678</u>
EXPENSES		
Amortization	15,742	16,427
Events and programs	32,763	62,652
Insurance	16,261	15,271
Interest and bank charges	667	1,317
Office and administration	9,191	6,207
Professional fees	7,227	5,175
Repairs and maintenance	29,123	37,069
Salaries and wages	78,974	73,406
Utilities	19,834	21,632
	<u>209,782</u>	<u>239,156</u>
DEFICIENCY OF REVENUE OVER EXPENSES FROM OPERATIONS	<u>(24,735)</u>	<u>(70,478)</u>
INVESTMENT INCOME		
Gain (loss) on sale of investment	(1,787)	10,549
Change in balance of unrealized gains	(82,327)	(27,016)
Interest and dividends	30,621	18,224
	<u>(53,493)</u>	<u>1,757</u>
DEFICIENCY OF REVENUE OVER EXPENSES	<u>\$ (78,228)</u>	<u>\$ (68,721)</u>

HANTSPORT MEMORIAL COMMUNITY CENTRE**Statement of Changes in Net Assets****Year Ended March 31, 2020**

	General Fund	Endowment Funds	R. A. Jodrey Income Fund	2020	2019
NET ASSETS - BEGINNING OF YEAR	\$ 799,154	\$ 124,500	\$ 393,300	\$ 1,316,954	\$ 919,371
Distribution of Trust Funds	-	-	-	-	466,304
Deficiency of revenue over expenses	(45,052)	-	(33,176)	(78,228)	(68,721)
Transfers	30,843	-	(30,843)	-	-
NET ASSETS - END OF YEAR	\$ 784,945	\$ 124,500	\$ 329,281	\$ 1,238,726	\$ 1,316,954

HANTSPORT MEMORIAL COMMUNITY CENTRE**Statement of Cash Flows****Year Ended March 31, 2020**

	2020	2019
OPERATING ACTIVITIES		
Cash receipts from customers	\$ 179,305	\$ 179,491
Cash paid to suppliers and employees	(178,028)	(234,780)
Investment income	30,621	18,224
Interest paid	(666)	(1,319)
Harmonized sales tax	(6,459)	-
Cash flow from (used by) operating activities	24,773	(38,384)
INVESTING ACTIVITIES		
Purchase of property and equipment	(14,360)	(11,632)
Proceeds on disposal of property and equipment	22,735	-
Purchase of long term investments	(86,941)	(443,788)
Proceeds on disposal of investments	31,392	18,937
Restricted cash accounts	9,543	(10,266)
	-	-
	-	-
Cash flow used by investing activities	(37,631)	(446,749)
FINANCING ACTIVITIES		
Distribution of trust funds	-	466,304
Repayment of long term debt	(3,667)	(3,667)
Cash flow from (used by) financing activities	(3,667)	462,637
DECREASE IN CASH FLOW	(16,525)	(22,496)
Cash - beginning of year	118,769	141,265
CASH - END OF YEAR	\$ 102,244	\$ 118,769

HANTSPORT MEMORIAL COMMUNITY CENTRE

Notes to Financial Statements

Year Ended March 31, 2020

1. PURPOSE OF THE CENTRE

Hantsport Memorial Community Centre (the "Centre") is a Not-for-Profit Organization incorporated by an Act of the Provincial Legislature in 1948. The Centre is exempt from the payment of income tax under Section 149(1)(l) of the Income Tax Act.

The objectives of the Centre are:

- to perpetuate the memory of those citizens of Hantsport who in the two Great World Wars died in the service of their country while serving in the armed forces of Canada;
- to own, maintain and make available to the community of Hantsport, recreational, athletic, social and education facilities; and
- to own, establish, maintain and manage a community centre and such other properties and equipment as may be generally desirable, without profit to the members, and to make such changes as shall be determined by the by-laws.

2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

Basis of presentation

The financial statements were prepared in accordance with Canadian Accounting Standards for Not-for-Profit Organizations (ASNPO).

Measurement uncertainty

The preparation of financial statements in conformity with Canadian Accounting Standards for Not-for-Profit Organizations requires management to make estimates and assumptions that affect the reported amount of assets and liabilities, disclosure of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenues and expenses during the period. Such estimates are periodically reviewed and any adjustments necessary are reported in earnings in the period in which they become known. Actual results could differ from these estimates.

Cash and cash equivalents

Cash and cash equivalents include cash on hand, balances with banks and marketable securities.

(continues)

HANTSPORT MEMORIAL COMMUNITY CENTRE

Notes to Financial Statements

Year Ended March 31, 2020

2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES *(continued)*

Financial instruments policy

Financial instruments are recorded at fair value when acquired or issued. In subsequent periods, investments in equity instruments that are quoted in an active market are reported at fair value, with any unrealized gains and losses reported in income. All other financial instruments are subsequently reported at amortized cost, and tested for impairment when there are indicators of impairment.

Transaction costs on the acquisition, sale, or issue of financial instruments which are subsequently reported at fair value are expensed when incurred. Transaction costs on the acquisition, sale, or issue of financial instruments which are subsequently reported at amortized cost are amortized over the expected life of the instrument.

Financial assets measured at amortized cost include cash and cash equivalents, accounts receivable, and investments in bonds.

Financial liabilities measured at amortized cost include accounts payable, accrued liabilities, and long term debt.

Financial assets measured at fair value include equity investments which are quoted in an active market.

Inventory

Inventory consists of bar supplies and is measured at the lower of cost and net realizable value, with cost being determined using the first in first out method. Net realizable value is the estimated selling price in the ordinary course of business, less any applicable variable selling costs.

Property and equipment

Property and equipment are stated at cost or deemed cost less accumulated amortization. Amortization is provided annually on the straight-line basis at rates calculated to write off the assets over their estimated useful lives as follows:

Buildings	20 years
Equipment	5 years
Outdoor facilities	20 years
Chain link fence	20 years
Parking lots	25 years

The Churchill House historic property is not amortized.

Amortization in the year of purchase is recorded at one-half the normal rate.

The Centre regularly reviews its property and equipment to eliminate obsolete items. Property and equipment are reviewed for impairment whenever events or changes in circumstances indicate that the carrying amount of an asset may not be recoverable.

(continues)

HANTSPORT MEMORIAL COMMUNITY CENTRE

Notes to Financial Statements

Year Ended March 31, 2020

2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (*continued*)

Restricted funds

The Endowment Funds report the revenues, expenses and net assets related to contributions which are subject to externally imposed stipulations specifying that they be maintained permanently:

1. In 1995 Med Starratt bequeathed \$94,500 to the Centre with the following conditions: "Only the interest shall be used for any HMCC purpose or other recreational purposes within the Town of Hantsport. The principal portion of the bequest is to be invested and not used to fund any aspect of the Corporation or Town of Hantsport."
2. The Roy A. Jodrey Hantsport Memorial Fund (R. A. Jodrey Fund) was established in 1974 with a \$30,000 endowment for the purpose of maintaining the Churchill House. The Indenture stipulates that the income from this endowment shall be used annually to defray the costs of maintenance of the building, as well as taxes, utilities and insurance. Income which is not utilized in a given year shall be accumulated for the purpose of defraying such expenses in the future.

The R. A. Jodrey Income Fund represents the accumulated unused income generated from the initial \$30,000 endowment. These funds shall be used annually to defray the costs of maintenance of the building, as well as taxes, utilities and insurance.

Revenue recognition

Hantsport Memorial Community Centre follows the deferral method of accounting for contributions.

- a) Endowment contributions are recognized as direct increases in net assets in the year received.
- b) Unrestricted contributions are recognized as revenue when received or receivable if the amount to be received can be reasonably estimated and collection is reasonably assured.
- c) Investment income includes dividends and interest income, and realized and unrealized gains and losses. Unrealized gains and losses on equity investments are recognized as revenue in the statement of operations. Investment income is recognized in revenue in the period it is earned.
- d) Grant revenue is recognized when there is a reasonable assurance that all conditions necessary to obtain the grant have been complied with.
- e) Unrestricted donations and bequests are recognized in the year received.
- f) Capital donations are deferred and amortized on the same basis as the property and equipment to which they relate.
- g) All other sources of revenue are recognized as services are performed and ultimate collection is reasonably assured.

Contributed services and donated goods

Volunteers contribute a significant amount of their time each year. Because of the difficulty in determining their fair value, contributed services are not recognized in the financial statements.

Donated goods are not recorded in the financial statements because of the difficulty in determining their fair value.

HANTSPORT MEMORIAL COMMUNITY CENTRE

Notes to Financial Statements

Year Ended March 31, 2020

3. FINANCIAL INSTRUMENTS

The Centre is exposed to various risks through its financial instruments and has a comprehensive risk management framework to monitor, evaluate and manage these risks. The following analysis provides information about the Centre's risk exposure and concentration as of March 31, 2020.

Liquidity risk

Liquidity risk is the risk that an entity will encounter difficulty in meeting obligations associated with financial liabilities. The Centre has a comprehensive plan in place to meet their obligations as they come due - primarily from cash flow from fundraising activities.

Market risk

Market risk is the risk that the fair value or future cash flows of a financial instrument will fluctuate because of changes in market prices. Market risk comprises three types of risk: currency rate risk, interest rate risk and other price risk. The Centre is mainly exposed to interest rate and other price risk.

Interest rate risk

Interest rate risk is the risk that the value of a financial instrument might be adversely affected by a change in the interest rates. The Centre is exposed to interest rate risk on its fixed and floating rate interest bearing financial instruments which includes long term debt and investments in bonds. Changes in the bank lending rates can cause fluctuations in cash flows and interest expense. The Centre does not use any derivatives to manage this risk.

Other price risk

Other price risk is the risk that the fair value or future cash flows of a financial instrument will fluctuate because of changes in market prices (other than those arising from interest rate risk), whether those changes are caused by factors specific to the individual financial instrument or its issuer, or factors affecting all similar financial instruments traded in the market. The Centre is exposed to other price risk through its investment in quoted shares.

4. ACCOUNTS RECEIVABLE

	2020	2019
Accounts receivable	\$ 30,932	\$ 3,908
Allowance for doubtful accounts	-	-
	<u>\$ 30,932</u>	<u>\$ 3,908</u>

HANTSPORT MEMORIAL COMMUNITY CENTRE**Notes to Financial Statements****Year Ended March 31, 2020****5. PROPERTY AND EQUIPMENT**

	Cost	Accumulated amortization	2020 Net book value	2019 Net book value
Land	\$ 206,900	\$ -	\$ 206,900	\$ 206,900
Historic property: Churchill House	312,349	-	312,349	312,349
Buildings	35,467	7,093	28,374	30,147
Equipment	18,335	12,835	5,500	9,167
Outdoor facilities	111,799	19,069	92,730	117,243
Chain link fence	94,543	17,046	77,497	71,315
Parking lots	8,658	1,385	7,273	7,619
	<u>\$ 788,051</u>	<u>\$ 57,428</u>	<u>\$ 730,623</u>	<u>\$ 754,740</u>

6. LONG TERM INVESTMENTS

	2020	2019
Equities	\$ 193,604	\$ 170,093
Bonds	22,504	20,104
Credit Union shares	5	5
DaSilva paintings	1	1
Subtotal	216,114	190,203
Less: Med Starratt Endowment	(94,500)	(94,500)
	<u>\$ 121,614</u>	<u>\$ 95,703</u>

The DaSilva paintings and murals are on loan to the Art Gallery of Nova Scotia. The fair market value is not determinable.

7. RESTRICTED CASH AND INVESTMENTS

	2020	2019
Cash	\$ 723	\$ 10,266
Equities	358,558	413,034
Subtotal	359,281	423,300
Plus: Med Starratt Endowment	94,500	94,500
	<u>\$ 453,781</u>	<u>\$ 517,800</u>

8. CREDIT FACILITIES

The Collabria VISA card is limited to \$2,000, bears interest at 19.9% and is secured by a term deposit held at Valley Credit Union.

HANTSPORT MEMORIAL COMMUNITY CENTRE

Notes to Financial Statements

Year Ended March 31, 2020

9. DEFERRED CONTRIBUTIONS

	2020	2019
Valley Credit Union donation of \$22,000 received in 2020 was used for improvements to the Med Starratt Baseball field.	\$ 21,282	\$ -

10. LONG TERM DEBT

	2020	2019
John Deere Canada ULC loan bearing interest at 0% per annum, repayable in monthly payments of \$306. The loan matures on May 27, 2021 and is secured by a 2016 John Deere utility tractor with a net book value of \$5,500.	\$ 4,278	\$ 7,945
Amounts payable within one year	(3,667)	(3,667)
	\$ 611	\$ 4,278
Principal repayment terms are approximately:		
2021	\$ 3,667	
2022	611	

11. AREA RATE FUNDING

The Area Rate is collected by the Municipality of the District of West Hants under the terms of its Area Rate Policy. Responsibility for certain operating costs have been assumed by HMCC and these costs have been assigned as follows:

	2020	2019
Area Rate Funding		
Municipality of the District of West Hants	\$ 82,627	\$ 54,585
Area Rate Expenses		
Administration Fee	\$ 7,512	\$ 4,962
Insurance	13,957	13,996
Repairs and maintenance	31,265	4,864
Salaries and wages	25,539	24,771
Utilities	4,354	5,992
	\$ 82,627	\$ 54,585

HANTSPORT MEMORIAL COMMUNITY CENTRE

Notes to Financial Statements

Year Ended March 31, 2020

12. GOVERNMENT GRANTS

Government grants were received or accrued during the year under the following programs:

1. Canada Summer Jobs Program - \$7,738 (2019 - \$9,800).
2. Provincial Grant Summer Students - \$7,899 (2019 - Nil)

These grants are reported in income and are not repayable.

13. SUBSEQUENT EVENTS

Uncertainty Due to the COVID-19 Pandemic

The outbreak of the novel strain of coronavirus, specifically identified as "COVID-19", has resulted in governments worldwide enacting emergency measures to combat the spread of the virus. These measures, which include the implementation of social and physical distancing, travel bans, and self-imposed quarantine periods, have caused material disruption to businesses globally resulting in an economic slowdown. Global equity markets have experienced significant volatility and weakness. Governments and central banks have reacted with significant monetary and fiscal interventions designed to stabilize economic conditions.

The Centre's equity investment portfolio is reflected in these financial statements at the fair market value on March 31, 2020 and reflects a 16.2% decline as a result of the pandemic. The market value of this portfolio declined by an additional 0.2% by the end of May 2020.

The duration and impact of the COVID-19 outbreak is unknown at this time, as is the efficacy of the government and central bank interventions. It is not possible to reliably estimate the length and severity of these developments and the impact on the financial results and condition of the Centre in future periods.



Committee of the Whole Excerpts
July 21, 2020

Grants and Contributions 2020

Each year, the Municipality receives numerous requests for funding from not-for-profit or charitable community organizations who, through volunteer efforts, provide services to the community. All applications were reviewed to align with both the former Town of Windsor and West Hants District Municipality Grant policies.

(Both the Windsor Hockey Heritage Society and West Hants Ground Search and Rescue requests were removed from initial discussions due to conflicts of interest declared by Councillors Murphy and Ivey. When these two applications were reviewed, both Councillors removed themselves from the discussion).

There was further reference to information recently received that changed the West Hants Ground Search and Rescue's request and prioritization that would be reviewed.

The recommended motions were:

... that Council adopt the attached schedule, recommending grant funding to the listed recipients, less the Windsor Hockey Heritage Society and West Hants Ground Search and Rescue grants, and include the following adjustments to the listed recipients:

Avon View Bus Fundraising Group	increase from \$0 to \$5,000
Hants Shore Health Association	increase from \$750 to \$2,250
Ardoise Community Recreation Centre	increase from \$2,250 to \$3,250
Avon Community Farmer's Market	increase from \$1,500 to \$4,000

And further, authorize staff to release funds once all requirements, as outlined under the Grants and Contribution Policy, have been met.

... that Council support the Windsor Hockey Heritage as presented in the attached schedule, and authorize staff to release funds once all requirements, as outlined in the Grants and Contribution Policy have been met.

... that Council support West Hants Ground Search and Rescue as presented in the attached schedule, and authorize staff to release funds once all requirements, as outlined in the Grants and Contribution Policy have been met.



WEST HANTS REGIONAL MUNICIPALITY RECOMMENDATION REPORT

To: West Hants Regional Municipality Committee of the Whole

Submitted by: _____
Kathy Kehoe, Director, Community Development

Date: 2020/07/15

Subject: **Grants and Contributions 2020**

LEGISLATIVE AUTHORITY

Municipal Government Act,

Power to expend money

65 The council may expend money required by the municipality for
(au) a grant or contribution to

(i) a society within the meaning of the *Children and Family Services Act*,

(ii) a mental health clinic in receipt of financial assistance from the Province,

(iii) an exhibition held by an educational institution in the municipality,

(iv) a club, association or exhibition within the meaning of the *Agriculture and Marketing Act*,

(v) any charitable, nursing, medical, athletic, educational, environmental, cultural, community, fraternal, recreational, religious, sporting or social organization within the Province,

(va) a day care licensed under the *Day Care Act*,

(vi) a registered Canadian charitable organization,

(vii) a village,

and the municipality shall publish annually a list of the organizations and grants or contributions made pursuant to this clause in a newspaper circulating in the municipality

RECOMMENDATION

Committee of the Whole recommends that:

Council adopt the attached schedule, as presented, recommending grant funding to the listed recipients and authorize staff to release funds once all requirements, as outlined under the Grants and Contribution Policy, have been met.

BACKGROUND

Each year, the Municipality receives numerous requests for funding from worthwhile not-for-profit or charitable community organizations who, through volunteer efforts, provide services to the community.

Where this is the first year for the consolidated regional municipality, some latitude was given to ensure fairness in the application process. Each request was reviewed in relative comparison to what funding was allocated in previous years.

Staff have combined all requests received through the former Town of Windsor and former Municipality of West Hants and to present a coordinated recommendation.

Grants have been reviewed to align with the former West Hants Grants and Contribution policy, the Parks & Recreation Grants process and previous allocation allotments.

Grants and contributions are recommended based on the understanding that they are for services or activities which Council has or is likely to deem are required by the municipality and within the Municipality's legislative mandate. Municipal expenditures cannot be made directly to individuals.

DISCUSSION

The following annual grant types have been established by the Municipality.

Schedule A

1. General– Funding that exceeds the parameters and/or fall outside of the former West Hants Parks & Recreation Grant program – total budget available - \$31,000
2. General – Public Safety - \$23,500
3. CAO Grants – total budget available \$5,000

4. Community Development Grants – total budget available \$60,000
5. Recreation –Capital Type 1 Grants – Maximum individual award \$1,500
6. Recreation – Capital Type 2 Grants – Maximum individual award \$1,500
7. Recreation - Program Grants – Maximum individual award \$750
8. Recreation - 5% Reserve Fund Grants – varies
9. Recreation – Leadership Grants – Maximum individual award \$750
- 10.Recreation – Special Events Grants – Maximum individual award \$750
- 11.Recreation – Trails Development – varies - \$10,000 budgeted annually

Federal Gas Tax Grants:

Throughout the year, Council also receives requests for financial support from a variety of organizations for funding which far exceeds the budgeted grant values. These requests are referred to the grants and contributions process for validation and suitability for other sources of funding, such as Federal Gas Tax. Changes to the qualifying criteria for use of Federal Gas Tax funding permits the Municipality to offer capital funding to third party, not-for profit organizations. But all contributions are still subject to the stacking limitations imposed by the federal government.

Council has received requests for funding of an eligible capital nature from:

1. Brooklyn District Elementary – funding to install a new accessible play structure - \$20,000
2. Bramber New Horizons – funding to assist with insulating the hall floor and pipes - \$15,000
3. Ellershouse Community Hall – funding to install a propane generator - \$15,000
4. Falmouth Community Hall – funding to install a heat pump, upgrade the exterior ramp, a portion of the roof and the front door - \$12,660
5. Hantsport & Area Historical Society – funding to purchase a generator, oil tank replacement, costs associated with the visitation interpretive interfaces and the outdoor marketing project - \$18,800
6. Hantsport Baptist Church – funding to install accessible washrooms, electrical upgrades, and indoor ramp system - \$20,000
7. Newport & District Rink Commission – funding to purchase and install a 4G X Cell Booster Amplifier - \$4,000
8. Newport Community Hall – funding to repair the roof - \$5,000
9. Southwest Hants Fire Society – funding to install heat pumps in the hall \$12,420
10. Three Mile Plains Community Hall – funding to assist making the washrooms more accessible, new flooring in front of the bar and the purchasing of a electric stove and dishwasher - \$15,000

11. West Hants Ground Search and Rescue – funding to assist with installing heat pumps - \$6,325
12. West Hants Historical Society – funding to assist with the removal of the steeple and construction of a new roof on the belfry - \$5,000

NEXT STEPS

Staff will revise and make a recommendation to council to support a new grants and contributions policy for the regional municipality.

FINANCIAL IMPLICATIONS

Grants and Contribution funding has been approved by Municipal Council in the 2020-21 budget.

Sufficient Gas Tax funding exists for those eligible projects

2020/21 Grant Funding Summary	
Total Request	\$433,192.36
Withdraws (Due to Covid or Other Reasons)	\$59,475.00
NIL (not recommended for funding)	\$20,886.46
Variance between awarded and request	\$99,057.90
	\$179,419.36
Gas Tax	\$149,205.00
Operating Budget	\$104,568.00
Total 2020-2021 Grants	\$253,773.00

ALTERNATIVES

Council can approve, amend, or change any recommendations presented by staff with the understanding these decisions may fall outside of the established policy. This is not the course of action recommended by staff but is within Council's purview.

ATTACHMENTS

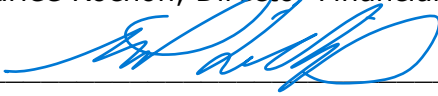
Schedule A: West Hants Regional Municipality - General and Community Development Grants and Contributions 2020

Report Prepared by: _____

Kathy Kehoe, Director, Community Development

Report Reviewed by: _____

Carlee Rochon, Director Financial Services

Report Approved by:  _____

Mark Phillips, Chief Administrative Officer

West Hants Regional Municipality Community Development & General Grants Recommendations 2020

Organization	Project	Requested							Recommended								Gas Tax	Variance
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety		
9-Lives Cat Rescue Society	To assist with the costs associated with spaying, neutering, veterinary care, medical treatment and foster homes for unwanted feral cats.					10,000.00							1,500.00					(8,500.00)
Annapolis Valley Chapter of Autism Nova Scotia	To assist with costs associated with hosting a one week Summer Day Camp for children and youth with autism for ages 4-21 yrs.					750.00							withdraw					
Annapolis Valley Farm to School Committee	To assist with costs associated with running the Farm to School Snack program - a monthly program that provides free, locally grown vegetables and fruit to schools in AVRCE.					1,500.00							750.00					(750.00)
Ardoise Community Recreation Center	Special Event -to assist with costs associated with the Annual Car Show and Family Fun Day. Capital Project -to assist with costs associated with a dehumidification system.	2,500.00			750.00				1,500.00			750.00						(1,000.00)
Avon Community Farmers Market	To assist with cost associated with general operations of the market .					4,000.00					750.00		750.00					(2,500.00)
Avon River Arts Society	To assist with costs to aid in the production of the Avon River 2021 Arts & Culture Guide to distribute throughout the Municipality.					1,150.00							750.00					(400.00)
Avon River Days	To assist with costs associated with operations for the Avon River Days festival.				20,000.00								withdraw					
Avon River Heritage Society	To assist with costs associated with promoting the regular programming, supplies for youth activities and a rain water collection system for the Avon Spirit Shipyard.					2,200.00			1,450.00				750.00					-
Avon River Rollers	To assist with operating costs.	1,500.00											750.00		750.00			-
Avon View Bus Fundraising Group	To assist with costs associated with purchasing a wheelchair accessible bus.		5,000.00								nil							
Avondale Community Club	Capital Type 1 - To assist with costs of ongoing maintenance and operations for the hall. Special Event -To assist with the costs of hosting the Avondale Wharf Days 2020. In-kind- Donation of municipal staff time for Avondale Wharf Days.	1,500.00			750.00			TBD	1,500.00			750.00		nil				
Belmont Hall Community Association	To assist with the cost associated to purchase a sensor for the Septic Tank, new flooring for kitchen, toilet, and gravel for the driveway.	1,500.00							1,500.00									-
Border Rider 4-H Club	To assist with the costs associated with hosting the County Woodsmen Competition.					725.00							withdraw					
Bramber Cemetery Organization	To assist with costs associated with repairing headstones.							1,000.00	1,000.00									-
Bramber New Horizons	To assist with cost associated with upgrades to floor area; insulation, sills, and heat pumps.	15,000.00															15,000.00	-

Organization	Project	Requested							Recommended									Variance
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety	Gas Tax	
Brooklyn District Elementary	To assist with costs to purchase and install a new accessible play structure on the Primary, One and Two playground & to replace the one that was recently removed.	20,000.00															20,000.00	-
Burlington and District Activity Club	Capital Type 1 - To assist with cost of renovations for the hall, fixing eaves troughs. Program - To assist with the costs associated with offering the seniors program. Special Events - To assist with the cost of hosting a Valentines Day Dinner and a Fall Harvest Supper (with food and entertainment).	1,500.00			750.00	750.00			1,500.00			750.00	750.00					-
Ellershouse Community Hall	To assist with the cost associated with purchasing a propane powered generator to create an emergency comfort station for the community.	16,500.00															15,000.00	(1,500.00)
Falmouth Community Hall Assoc.	To assist with the cost associated with purchasing a heat pump for the basement, fix the side ramp & an portion of the roof and repairs to the front door.	12,660.06															12,660.00	(0.06)
Full Circle Festival Society	To assist with the costs associated with hosting the festival which is a weekend long music and arts programing in Avondale, includes lives music.				4,000.00							750.00						(3,250.00)
Glooscap Heritage Archers Association	To assist with the cost associated with building a deck and a covered metal roof on the club and a wheelchair ramp.	1,500.00							1,500.00									-
Gordon Hughes Tennis Club	Leadership - To assist with the cost of salaries to support the Junior Program coaches and supplies and equipment. Program - to assist with the cost of junior size nets, coloured balls, and other supplies required to support the program.			750.00		750.00					750.00		750.00					-
Halifax Nordic Ski Club - Smileys Park Project	To assist with costs associated to groom Smileys Park for the benefit of active living and cross country skiing.		1,500.00										750.00					(750.00)
Hants County 4-H	To assist with the cost of hosting the County Skating Events, County Rally, and Woodsman Competition.				750.00							750.00						-
Hants County Christmas Angels	To assist with costs associated with operations of the Christmas Angels telethon to raise funds for more families. & in-kind use of the Hants Aquatic Centre & Community Centre for the Christmas Angels program.				1,000.00			HAC & CC donated				750.00			3,000.00			2,750.00
Hants County Exhibition	To assist with costs associated with hosting the Hants County Jumper Challenge at the 225th Hants County Exhibition in September 2020.			750.00									750.00					-
Hants Learning Network Association	To assist with costs associated with expenses for the operations of the program.	4,000.00									750.00							(3,250.00)
Hants Shore Health Association	To assist with the cost associated with hosting the Community Board Game Night, and to purchase of games to build a library for the program, and to assist with cost to offer the senior drop in program offered every Thursday. To assist with the cost to offer free exercise program, space rental & instructor fees.					2,250.00							750.00					(1,500.00)
Hants Shore Karate	Capital Type 1 - To assist with costs associated with purchasing paint, shelving. Leadership - to assist with the cost of coaching, upgrading certification, any costs associated with training.	1,500.00		750.00					1,500.00		750.00							-
Hants SnoDusters Snowmobile Club	To assist with the cost of trail signage replacement and installation.						1,018.00							1,018.00				-
Hants West Food Action Council	To assist with costs associated with the Group Soup Project which is free meals to those experiencing food insecurity.	2,500.00														2,500.00		-

Organization	Project	Requested							Recommended									Variance
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety	Gas Tax	
Hants West Wildlife Association	To assist with the costs associated with the Learn to Fish Program aimed at youth aged 10 to 14.					750.00							withdraw					
Hantsport & Area Historical Society	To assist with costs associated with building and operations, capital expenditures.	21,600.00							1,500.00								18,800.00	(1,300.00)
Hantsport Baptist Church	To assist with the costs associated with installation of wheelchair accessible washrooms, electrical upgrade, indoor ramp system.	20,000.00															20,000.00	-
Hantsport Music Festival Society (HMF)	To assist with the cost of hosting the music festival in July, celebrating local live music.				2,500.00							withdraw						
Heritage Classic Beef Show	To assist with costs associated with hosting The Heritage Classic Beef Show.				2,500.00							withdraw						
Integrity Cheer Empire	Capital Type 2 - To assist with the cost of towards a new spring floor. Leadership - To assist with cost towards staff training.		1,500.00	750.00					1,500.00		750.00							-
Mermaid Theatre of Nova Scotia	To assist with costs of the theatre's Beyond Classrooms imitative,.					750.00							750.00					-
Mount Denson Community Hall	To assist with the costs associated with repairing the porch roof of the hall.	1,500.00							1,500.00									-
Movies in the Park Association	To assist with the cost associated to offer free movies in the park every Friday night in the summer.				2,000.00	750.00						withdraw						
New Boundaries Society	To assist with operational cost & the costs for recreational activities such as bowling, mini trains, mini golf, and horseback riding. & assist with the operational costs.				750.00	3,000.00						750.00	750.00					(2,250.00)
Newport and District Rink Commission	To assist with the cost to purchase and install 4G X Cell Booster Amplifier in order to get cell phone service inside the arena.	4,000.00															4,000.00	-
Newport Corner Community Club	To aid in the general operation and upkeep of the hall; working toward purchasing a heat pump and necessary roof repairs.	6,500.00							1,500.00								5,000.00	-
North Along the Shore Jamboree Association	To assist with costs associated with hosting the North Along the Shore Jamboree full day live music festival held at the Avon Spirit Shipyard in Newport Landing.			750.00								750.00						-
PBJ Design Society	To assist with costs associated with the Mantra Hopscotch Project to be placed around youth schools and playgrounds. & To assist with costs associated with installation of a Kinetic Wind Art sculpture for downtown area.					3,886.46							nil					
Pembroke Chapel and Cemetery Association	To assist with costs associated with straightening headstones.	1,500.00							1,500.00									-
Pisiquid Canoe Club	To assist with costs associated to expand the Open Dock program to serve more people in the community. & to assist with the cost of purchasing ergometers (paddling machines)		1,200.00			750.00				1,200.00			750.00					-

Organization	Project	Requested							Recommended									Variance
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety	Gas Tax	
Poplar Grove Community Hall	To assist with the costs associated with refurbishing of the main hall floor and entrance-way floor.	1,500.00							1,500.00									-
Pumpkin Regatta	To assist with the costs of operations for hosting the regatta. & to assist with the cost of the creation of a pumpkin Olympics and rebranding of the regatta				25,000.00							withdraw						
Quick As A Wink Theatre Society	To assist with the costs associated with running the Summer Theatre Camps for ages 7-12.					2,000.00							750.00					(1,250.00)
Riverview Skating Club	Capital Type 2 - To assist with the cost associated with equipment replacement and CanSkate program aids. Special Events - To assist with cost associated with the end of season Ice Show. Leadership -to assist with costs associated with the Coach and Program Assistant training and development program - Synchro Skills, introduction to synchronized		1,500.00	750.00	750.00	750.00				1,500.00	750.00	750.00	750.00					-
Senior Safety Program Association of Hants County	To assist with operational costs for one on one safety programs and health support to seniors. & the Coordinator mileage and salary costs.			21,500.00												16,200.00		(5,300.00)
Slow Motion Film Festival Devour The Food Film Fest	To assist with development and costs for the event.				10,000.00							nil						
Southwest Hants Fire Society	To assist with costs associated with purchasing heat pumps for the hall.	12,420.00															12,420.00	-
Ste. Croix Community Club	To assist with the costs associated in purchasing a new chimney, fire extinguishers, plywood for washer boxes, dart boards, paint for concrete.	1,500.00							1,500.00									-
Sweets Corner Community Group	To assist with the cost associated with repairs to the wheelchair ramp, taps in bathrooms and kitchen.	500.00							500.00									-
Three Mile Plains Community Hall Society	To assist with costs associated with updating the bathrooms to be more accessible, new flooring for front of the bar, and an electric stove and dishwasher.	15,000.00															15,000.00	-
Upper Vaughan Community Hall	To assist with the cost associated to install a heat pump in the hall.	1,500.00							1,500.00									-
Valley Child Development Association	To assist with the cost of offering a Behavioral Intervention Program for families living in the Municipality and Kings County who are at risk emotionally and socially.					8,000.00							750.00					(7,250.00)
West Hants Broomball Association	To assist with costs associated with operations and equipment for the program.		750.00			750.00				750.00			750.00					-
West Hants Dial a Ride	To assist with costs of subsidizing drives at 50% off for everyone in our community.					30,000.00							8,500.00					(21,500.00)
West Hants Ground Search & Rescue	To assist with costs associated with the operations and purchases of vehicles; to assist with the cost of purchasing new amp 7 ports for microphones and coaxial cables for mics; to assist with the cost associated with purchasing heat pumps.	16,325.00				1,110.00							750.00				6,325.00	(10,360.00)
West Hants Historical Society	To assist with the costs associated with the removal of the steeple and construction of a new roof on the belfry.	5,000.00															5,000.00	-

Organization	Project	Requested							Recommended									Variance
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety	Gas Tax	
West Hants Minor Baseball Association	To assist with the costs associated to run the youth baseball program for 2020.					2,250.00							withdraw					
West Hants Minor Softball Association	Special Events - To assist with field costs for U14 provincials. Program - To assist with costs for new program implementation and equipment.				750.00	200.00							200.00					(750.00)
West Hants Soccer Association	To assist with costs associated with field rental.					2,000.00							nil					
Windsor Agricultural Society	To assist with operating costs of hosting the Hants County Exhibition in September.				10,000.00								4,500.00					(5,500.00)
Windsor Bluefins Parent Association	Special Events - To assist with the cost of hosting the annual swim meet in July. Leadership - To assist with the cost of coaches. Program - To assist with the cost of promoting and running the program.			750.00	750.00	750.00							withdraw					
Windsor Daycare Centre	To assist with costs to expand and improve the recreational opportunities of the staff and the children during the winter months and to assist with the rental fees for the Community Centre during the winter months.					750.00		750.00							1,500.00			-
Windsor Hockey Heritage Society	To assist with costs associated with the 3 year partnership business plan and 3 year Strategic Plan - funding arrangement.					20,000.00							10,000.00					(10,000.00)
Windsor Parents Karate Association	To assist with the cost of purchasing new mats for the Dojo.		3,197.84										1,500.00					(1,697.84)
Windsor People First Society	To assist with costs associated with operational costs. Asking for donated office space.					500.00		TBD					500.00					-
Windsor Senior Citizens Bus Society	To assist with the costs associated with an ongoing campaign to raise funds to purchase equipment to provide essential service for the community.	12,000.00											750.00					(11,250.00)
Total		203,005.06	14,647.84	26,750.00	83,000.00	103,021.46	1,018.00	1,750.00	22,450.00	6,450.00	4,500.00	11,250.00	34,950.00	1,018.00	5,250.00	18,700.00	149,205.00	(99,057.90)

MEMO

CAO Office

Submitted by: Mark Phillips

July 24, 2020

RE: West Hants Ground Search and Rescue Grant Applications

Please accept this supplementary information in relation to the Community Grant report presented at the COTW Meeting on July 21, 2020. Specifically, I am referencing the West Hants Ground Search and Rescue application for funding.

Through the application process the Municipality received three (3) applications for support from WHGSAR:

1. and 2. Application for Type 1 Funding \$16,325.00 (\$10,000.00 general operations and equipment expenses and \$6,325.00 for heat pumps at the WHGSAR Facility)
2. Application for Program Funding \$1,100.00 (microphone and coaxial cable)

Leading up to the July 21st COTW meeting communications were exchanged between ourselves and President Barry White, WHGSAR regarding which applications were their priority should the municipality not be able to fully support the entire financial request.

In a final email response, it was noted from Mr White that their priority was to seek support for general operations as Covid has significantly impacted their ability to fundraise and to conduct activities they traditionally carryout.

Through this report I would like to emphasize that we may not have accurately displayed their priorities in the materials presented at the COTW as the package was prepared in advance of the meeting. Through this report I express the following for your consideration.

That Council maintain the same financial level of support for WHGSAR at \$7,075.00, as recommended at the July 21, 2020 COTW meeting, but that the allocation be redirected to support the general operations and not the previous funding dedication towards heat pumps (Type1) and microphone and coaxial cable (Program)

Further

It is noted that the award of \$7,075.00 will be supported by funding supported by the operating budget allocation and not from Gas Tax.

Presented at Committee of the Whole – July 21, 2020

2020/21 Grant Funding Summary	
Total Request	\$433,192.36
Withdraws (Due to Covid or Other Reasons)	\$59,475.00
NIL (not recommended for funding)	\$20,886.46
Variance between awarded and request	\$99,057.90
	\$179,419.36
Gas Tax	\$149,205.00
Operating Budget	\$104,568.00
Total 2020-2021 Grants	\$253,773.00

Changes after Committee of the Whole – July 21, 2020

2020/21 Grant Funding Summary	
Total Request	\$433,192.36
Withdraws (Due to Covid or Other Reasons)	\$59,475.00
NIL (not recommended for funding)	\$15,886.46
Variance between awarded and request	\$94,057.90
	\$169,419.36
Gas Tax	\$149,205.00
Operating Budget	\$114,568.00
Total 2020-2021 Grants	\$263,773.00

Total Budget: \$129,500
Award Amount: \$109,318
Remaining: \$20,182

Further consideration for Council – July 28, 2020

2020/21 Grant Funding Summary	
Total Request	\$433,192.36
Withdraws (Due to Covid or Other Reasons)	\$59,475.00
NIL (not recommended for funding)	\$15,886.46
Variance between awarded and request	\$86,557.90
	\$161,919.36
Gas Tax	\$142,880.00
Operating Budget	\$128,393.00
Total 2020-2021 Grants	\$271,273.00

Total Budget: \$129,500

Award Amount: \$123,143

Remaining: \$6,000

West Hants Regional Municipality Community Development & General Grants Recommendations 2020

Organization	Project	Requested						Recommended									Variance	
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety		Gas Tax
9-Lives Cat Rescue Society	To assist with the costs associated with spaying, neutering, veterinary care, medical treatment and foster homes for unwanted feral cats.					10,000.00							1,500.00					(8,500.00)
Annapolis Valley Chapter of Autism Nova Scotia	To assist with costs associated with hosting a one week Summer Day Camp for children and youth with autism for ages 4-21 yrs.					750.00							withdraw					
Annapolis Valley Farm to School Committee	To assist with costs associated with running the Farm to School Snack program - a monthly program that provides free, locally grown vegetables and fruit to schools in AVRCE.					1,500.00							750.00					(750.00)
Ardoise Community Recreation Center	Special Event -to assist with costs associated with the Annual Car Show and Family Fun Day. Capital Project -to assist with costs associated with a dehumidification system.	2,500.00			750.00				2,500.00			750.00						-
Avon Community Farmers Market	To assist with cost associated with general operations of the market .					4,000.00					750.00		3,250.00					-
Avon River Arts Society	To assist with costs to aid in the production of the Avon River 2021 Arts & Culture Guide to distribute throughout the Municipality.					1,150.00							750.00					(400.00)
Avon River Days	To assist with costs associated with operations for the Avon River Days festival.				20,000.00								withdraw					
Avon River Heritage Society	To assist with costs associated with promoting the regular programming, supplies for youth activities and a rain water collection system for the Avon Spirit Shipyard.					2,200.00			1,450.00				750.00					-
Avon River Rollers	To assist with operating costs.	1,500.00											750.00		750.00			-
Avon View Bus Fundraising Group	To assist with costs associated with purchasing a wheelchair accessible bus.		5,000.00								5,000.00							
Avondale Community Club	Capital Type 1 - To assist with costs of ongoing maintenance and operations for the hall. Special Event -To assist with the costs of hosting the Avondale Wharf Days 2020. In-kind- Donation of municipal staff time for Avondale Wharf Days.	1,500.00			750.00			TBD	1,500.00			750.00			nil			
Belmont Hall Community Association	To assist with the cost associated to purchase a sensor for the Septic Tank, new flooring for kitchen, toilet, and gravel for the driveway.	1,500.00							1,500.00									-
Border Rider 4-H Club	To assist with the costs associated with hosting the County Woodsmen Competition.					725.00							withdraw					
Bramber Cemetery Organization	To assist with costs associated with repairing headstones.							1,000.00	1,000.00									-
Bramber New Horizons	To assist with cost associated with upgrades to floor area; insulation, sills, and heat pumps.	15,000.00															15,000.00	-
Brooklyn District Elementary	To assist with costs to purchase and install a new accessible play structure on the Primary, One and Two playground & to replace the one that was recently removed.	20,000.00															20,000.00	-

Organization	Project	Requested							Recommended									
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety	Gas Tax	Variance
Burlington and District Activity Club	Capital Type 1 - To assist with cost of renovations for the hall, fixing eaves troughs. Program - To assist with the costs associated with offering the seniors program. Special Events - To assist with the cost of hosting a Valentines Day Dinner and a Fall Harvest Supper (with food and entertainment).	1,500.00			750.00	750.00			1,500.00			750.00	750.00					-
Ellershouse Community Hall	To assist with the cost associated with purchasing a propane powered generator to create an emergency comfort station for the community.	16,500.00															15,000.00	(1,500.00)
Falmouth Community Hall Assoc.	To assist with the cost associated with purchasing a heat pump for the basement, fix the side ramp & an portion of the roof and repairs to the front door.	12,660.06															12,660.00	(0.06)
Full Circle Festival Society	To assist with the costs associated with hosting the festival which is a weekend long music and arts programing in Avondale, includes lives music.				4,000.00						750.00							(3,250.00)
Glooscap Heritage Archers Association	To assist with the cost associated with building a deck and a covered metal roof on the club and a wheelchair ramp.	1,500.00							1,500.00									-
Gordon Hughes Tennis Club	Leadership - To assist with the cost of salaries to support the Junior Program coaches and supplies and equipment. Program - to assist with the cost of junior size nets, coloured balls, and other supplies required to support the program.			750.00		750.00				750.00		750.00						-
Halifax Nordic Ski Club - Smileys Park Project	To assist with costs associated to groom Smileys Park for the benefit of active living and cross country skiing.		1,500.00										750.00					(750.00)
Hants County 4-H	To assist with the cost of hosting the County Skating Events, County Rally, and Woodsman Competition.				750.00						750.00							-
Hants County Christmas Angels	To assist with costs associated with operations of the Christmas Angels telethon to raise funds for more families. & in-kind use of the Hants Aquatic Centre & Community Centre for the Christmas Angels program.				1,000.00			HAC & CC donated			750.00			3,000.00				2,750.00
Hants County Exhibition	To assist with costs associated with hosting the Hants County Jumper Challenge at the 225th Hants County Exhibition in September 2020.			750.00								750.00						-
Hants Learning Network Association	To assist with costs associated with expenses for the operations of the program.	4,000.00								750.00								(3,250.00)
Hants Shore Health Association	To assist with the cost associated with hosting the Community Board Game Night, and to purchase of games to build a library for the program, and to assist with cost to offer the senior drop in program offered every Thursday. To assist with the cost to offer free exercise program, space rental & instructor fees.					2,250.00						2,250.00						-
Hants Shore Karate	Capital Type 1 - To assist with costs associated with purchasing paint, shelving. Leadership - to assist with the cost of coaching, upgrading certification, any costs associated with training.	1,500.00		750.00					1,500.00	750.00								-
Hants SnoDusters Snowmobile Club	To assist with the cost of trail signage replacement and installation.						1,018.00						1,018.00					-
Hants West Food Action Council	To assist with costs associated with the Group Soup Project which is free meals to those experiencing food insecurity.	2,500.00													2,500.00			-
Hants West Wildlife Association	To assist with the costs associated with the Learn to Fish Program aimed at youth aged 10 to 14.					750.00					withdraw							
Hantsport & Area Historical Society	To assist with costs associated with building and operations, capital expenditures.	21,600.00							1,500.00							18,800.00		(1,300.00)

Organization	Project	Requested							Recommended									Variance
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety	Gas Tax	
Hantsport Baptist Church	To assist with the costs associated with installation of wheelchair accessible washrooms, electrical upgrade, indoor ramp system.	20,000.00															20,000.00	-
Hantsport Music Festival Society (HMF)	To assist with the cost of hosting the music festival in July, celebrating local live music.				2,500.00							withdraw						
Heritage Classic Beef Show	To assist with costs associated with hosting The Heritage Classic Beef Show.				2,500.00							withdraw						
Integrity Cheer Empire	Capital Type 2 - To assist with the cost of towards a new spring floor. Leadership - To assist with cost towards staff training.		1,500.00	750.00						1,500.00	750.00							-
Mermaid Theatre of Nova Scotia	To assist with costs of the theatre's Beyond Classrooms imitative,.					750.00							750.00					-
Mount Denson Community Hall	To assist with the costs associated with repairing the porch roof of the hall.	1,500.00							1,500.00									-
Movies in the Park Association	To assist with the cost associated to offer free movies in the park every Friday night in the summer.				2,000.00	750.00						withdraw						
New Boundaries Society	To assist with operational cost & the costs for recreational activities such as bowling, mini trains, mini golf, and horseback riding. & assist with the operational costs.				750.00	3,000.00						750.00	750.00					(2,250.00)
Newport and District Rink Commission	To assist with the cost to purchase and install 4G X Cell Booster Amplifier in order to get cell phone service inside the arena.	4,000.00															4,000.00	-
Newport Corner Community Club	To aid in the general operation and upkeep of the hall; working toward purchasing a heat pump and necessary roof repairs.	6,500.00							1,500.00								5,000.00	-
North Along the Shore Jamboree Association	To assist with costs associated with hosting the North Along the Shore Jamboree full day live music festival held at the Avon Spirit Shipyard in Newport Landing.			750.00								750.00						-
PBJ Design Society	To assist with costs associated with the Mantra Hopscotch Project to be placed around youth schools and playgrounds. & To assist with costs associated with installation of a Kinetic Wind Art sculpture for downtown area.					3,886.46						nil						
Pembroke Chapel and Cemetery Association	To assist with costs associated with straightening headstones.	1,500.00							1,500.00									-
Pisiquid Canoe Club	To assist with costs associated to expand the Open Dock program to serve more people in the community. & to assist with the cost of purchasing ergometers (paddling machines)		1,200.00			750.00				1,200.00			750.00					-
Poplar Grove Community Hall	To assist with the costs associated with refurbishing of the main hall floor and entrance-way floor.	1,500.00							1,500.00									-
Pumpkin Regatta	To assist with the costs of operations for hosting the regatta. & to assist with the cost of the creation of a pumpkin Olympics and rebranding of the regatta				25,000.00							withdraw						
Quick As A Wink Theatre Society	To assist with the costs associated with running the Summer Theatre Camps for ages 7-12.					2,000.00			7,500.00				750.00					6,250.00

Organization	Project	Requested						Recommended										
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety	Gas Tax	Variance
Riverview Skating Club	Capital Type 2 - To assist with the cost associated with equipment replacement and CanSkate program aids. Special Events - To assist with cost associated with the end of season Ice Show. Leadership -to assist with costs associated with the Coach and Program Assistant training and development program - Synchro Skills, introduction to synchronized		1,500.00	750.00	750.00	750.00				1,500.00	750.00	750.00	750.00					-
Senior Safety Program Association of Hants County	To assist with operational costs for one on one safety programs and health support to seniors. & the Coordinator mileage and salary costs.			21,500.00												16,200.00		(5,300.00)
Slow Motion Film Festival Devour The Food Film Fest	To assist with development and costs for the event.				10,000.00							nil						
Southwest Hants Fire Society	To assist with costs associated with purchasing heat pumps for the hall.	12,420.00															12,420.00	-
Ste. Croix Community Club	To assist with the costs associated in purchasing a new chimney, fire extinguishers, plywood for washer boxes, dart boards, paint for concrete.	1,500.00							1,500.00									-
Sweets Corner Community Group	To assist with the cost associated with repairs to the wheelchair ramp, taps in bathrooms and kitchen.	500.00							500.00									-
Three Mile Plains Community Hall Society	To assist with costs associated with updating the bathrooms to be more accessible, new flooring for front of the bar, and an electric stove and dishwasher.	15,000.00															15,000.00	-
Upper Vaughan Community Hall	To assist with the cost associated to install a heat pump in the hall.	1,500.00							1,500.00									-
Valley Child Development Association	To assist with the cost of offering a Behavioral Intervention Program for families living in the Municipality and Kings County who are at risk emotionally and socially.					8,000.00							750.00					(7,250.00)
West Hants Broomball Association	To assist with costs associated with operations and equipment for the program.		750.00			750.00				750.00			750.00					-
West Hants Dial a Ride	To assist with costs of subsidizing drives at 50% off for everyone in our community.					30,000.00							8,500.00					(21,500.00)
West Hants Ground Search & Rescue	To assist with costs associated with the operations and purchases of vehicles; to assist with the cost of purchasing new amp 7 ports for microphones and coaxial cables for mics; to assist with the cost associated with purchasing heat pumps.	16,325.00				1,110.00			7,075.00				-				-	(10,360.00)
West Hants Historical Society	To assist with the costs associated with the removal of the steeple and construction of a new roof on the belfry.	5,000.00															5,000.00	-
West Hants Minor Baseball Association	To assist with the costs associated to run the youth baseball program for 2020.					2,250.00							withdraw					
West Hants Minor Softball Association	Special Events - To assist with field costs for U14 provincials. Program - To assist with costs for new program implementation and equipment.				750.00	200.00							200.00					(750.00)
West Hants Soccer Association	To assist with costs associated with field rental.					2,000.00							nil					
Windsor Agricultural Society	To assist with operating costs of hosting the Hants County Exhibition in September.				10,000.00							4,500.00						(5,500.00)

Organization	Project	Requested							Recommended									Variance	
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety	Gas Tax		
Windsor Bluefins Parent Association	Special Events - To assist with the cost of hosting the annual swim meet in July. Leadership - To assist with the cost of coaches. Program - To assist with the cost of promoting and running the program.			750.00	750.00	750.00			withdraw										
Windsor Daycare Centre	To assist with costs to expand and improve the recreational opportunities of the staff and the children during the winter months and to assist with the rental fees for the Community Centre during the winter months.					750.00		750.00	1,500.00										-
Windsor Hockey Heritage Society	To assist with costs associated with the 3 year partnership business plan and 3 year Strategic Plan - funding arrangement.					20,000.00			10,000.00										(10,000.00)
Windsor Parents Karate Association	To assist with the cost of purchasing new mats for the Dojo.		3,197.84						1,500.00										(1,697.84)
Windsor People First Society	To assist with costs associated with operational costs. Asking for donated office space.					500.00		TBD	500.00										-
Windsor Senior Citizens Bus Society	To assist with the costs associated with an ongoing campaign to raise funds to purchase equipment to provide essential service for the community.	12,000.00							750.00										(11,250.00)
Total	73	203,005.06	14,647.84	26,750.00	83,000.00	103,021.46	1,018.00	1,750.00	38,025.00	11,450.00	4,500.00	11,250.00	38,200.00	1,018.00	5,250.00	18,700.00	142,880.00	(86,557.90)	

West Hants Regional Municipality Community Development & General Grants Recommendations 2020

Organization	Project	Requested						Recommended								Gas Tax	Variance	
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind			Safety
9-Lives Cat Rescue Society	To assist with the costs associated with spaying, neutering, veterinary care, medical treatment and foster homes for unwanted feral cats.					10,000.00							1,500.00					(8,500.00)
Annapolis Valley Chapter of Autism Nova Scotia	To assist with costs associated with hosting a one week Summer Day Camp for children and youth with autism for ages 4-21 yrs.					750.00							withdraw					
Annapolis Valley Farm to School Committee	To assist with costs associated with running the Farm to School Snack program - a monthly program that provides free, locally grown vegetables and fruit to schools in AVRCE.					1,500.00							750.00					(750.00)
Ardoise Community Recreation Center	Special Event -to assist with costs associated with the Annual Car Show and Family Fun Day. Capital Project -to assist with costs associated with a dehumidification system.	2,500.00			750.00				2,500.00			750.00						-
Avon Community Farmers Market	To assist with cost associated with general operations of the market .					4,000.00					750.00	3,250.00						-
Avon River Arts Society	To assist with costs to aid in the production of the Avon River 2021 Arts & Culture Guide to distribute throughout the Municipality.					1,150.00						750.00						(400.00)
Avon River Days	To assist with costs associated with operations for the Avon River Days festival.				20,000.00							withdraw						
Avon River Heritage Society	To assist with costs associated with promoting the regular programming, supplies for youth activities and a rain water collection system for the Avon Spirit Shipyard.					2,200.00			1,450.00			750.00						-
Avon River Rollers	To assist with operating costs.	1,500.00										750.00		750.00				-
Avon View Bus Fundraising Group	To assist with costs associated with purchasing a wheelchair accessible bus.		5,000.00							5,000.00								
Avondale Community Club	Capital Type 1 - To assist with costs of ongoing maintenance and operations for the hall. Special Event -To assist with the costs of hosting the Avondale Wharf Days 2020. In-kind- Donation of municipal staff time for Avondale Wharf Days.	1,500.00			750.00			TBD	1,500.00			750.00		nil				
Belmont Hall Community Association	To assist with the cost associated to purchase a sensor for the Septic Tank, new flooring for kitchen, toilet, and gravel for the driveway.	1,500.00							1,500.00									-
Border Rider 4-H Club	To assist with the costs associated with hosting the County Woodsmen Competition.					725.00						withdraw						
Bramber Cemetery Organization	To assist with costs associated with repairing headstones.							1,000.00	1,000.00									-
Bramber New Horizons	To assist with cost associated with upgrades to floor area; insulation, sills, and heat pumps.	15,000.00														15,000.00		-
Brooklyn District Elementary	To assist with costs to purchase and install a new accessible play structure on the Primary, One and Two playground & to replace the one that was recently removed.	20,000.00														20,000.00		-

Organization	Project	Requested							Recommended									
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety	Gas Tax	Variance
Burlington and District Activity Club	Capital Type 1 - To assist with cost of renovations for the hall, fixing eaves troughs. Program - To assist with the costs associated with offering the seniors program. Special Events - To assist with the cost of hosting a Valentines Day Dinner and a Fall Harvest Supper (with food and entertainment).	1,500.00			750.00	750.00			1,500.00			750.00	750.00					-
Ellershouse Community Hall	To assist with the cost associated with purchasing a propane powered generator to create an emergency comfort station for the community.	16,500.00															15,000.00	(1,500.00)
Falmouth Community Hall Assoc.	To assist with the cost associated with purchasing a heat pump for the basement, fix the side ramp & an portion of the roof and repairs to the front door.	12,660.06															12,660.00	(0.06)
Full Circle Festival Society	To assist with the costs associated with hosting the festival which is a weekend long music and arts programing in Avondale, includes lives music.				4,000.00						750.00							(3,250.00)
Glooscap Heritage Archers Association	To assist with the cost associated with building a deck and a covered metal roof on the club and a wheelchair ramp.	1,500.00							1,500.00									-
Gordon Hughes Tennis Club	Leadership - To assist with the cost of salaries to support the Junior Program coaches and supplies and equipment. Program - to assist with the cost of junior size nets, coloured balls, and other supplies required to support the program.			750.00		750.00				750.00		750.00						-
Halifax Nordic Ski Club - Smileys Park Project	To assist with costs associated to groom Smileys Park for the benefit of active living and cross country skiing.		1,500.00										750.00					(750.00)
Hants County 4-H	To assist with the cost of hosting the County Skating Events, County Rally, and Woodsman Competition.				750.00						750.00							-
Hants County Christmas Angels	To assist with costs associated with operations of the Christmas Angels telethon to raise funds for more families. & in-kind use of the Hants Aquatic Centre & Community Centre for the Christmas Angels program.				1,000.00			HAC & CC donated			750.00			3,000.00				2,750.00
Hants County Exhibition	To assist with costs associated with hosting the Hants County Jumper Challenge at the 225th Hants County Exhibition in September 2020.			750.00								750.00						-
Hants Learning Network Association	To assist with costs associated with expenses for the operations of the program.	4,000.00								750.00								(3,250.00)
Hants Shore Health Association	To assist with the cost associated with hosting the Community Board Game Night, and to purchase of games to build a library for the program, and to assist with cost to offer the senior drop in program offered every Thursday. To assist with the cost to offer free exercise program, space rental & instructor fees.					2,250.00						2,250.00						-
Hants Shore Karate	Capital Type 1 - To assist with costs associated with purchasing paint, shelving. Leadership - to assist with the cost of coaching, upgrading certification, any costs associated with training.	1,500.00		750.00					1,500.00		750.00							-
Hants SnoDusters Snowmobile Club	To assist with the cost of trail signage replacement and installation.						1,018.00						1,018.00					-
Hants West Food Action Council	To assist with costs associated with the Group Soup Project which is free meals to those experiencing food insecurity.	2,500.00													2,500.00			-
Hants West Wildlife Association	To assist with the costs associated with the Learn to Fish Program aimed at youth aged 10 to 14.					750.00					withdraw							
Hantsport & Area Historical Society	To assist with costs associated with building and operations, capital expenditures.	21,600.00							1,500.00								18,800.00	(1,300.00)

Organization	Project	Requested							Recommended										
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety	Gas Tax	Variance	
Hantsport Baptist Church	To assist with the costs associated with installation of wheelchair accessible washrooms, electrical upgrade, indoor ramp system.	20,000.00																20,000.00	-
Hantsport Music Festival Society (HMF)	To assist with the cost of hosting the music festival in July, celebrating local live music.	2,500.00							withdraw										
Heritage Classic Beef Show	To assist with costs associated with hosting The Heritage Classic Beef Show.	2,500.00							withdraw										
Integrity Cheer Empire	Capital Type 2 - To assist with the cost of towards a new spring floor. Leadership - To assist with cost towards staff training.	1,500.00 750.00							1,500.00 750.00										-
Mermaid Theatre of Nova Scotia	To assist with costs of the theatre's Beyond Classrooms imitative,,	750.00							750.00										-
Mount Denson Community Hall	To assist with the costs associated with repairing the porch roof of the hall.	1,500.00							1,500.00										-
Movies in the Park Association	To assist with the cost associated to offer free movies in the park every Friday night in the summer.	2,000.00 750.00							withdraw										
New Boundaries Society	To assist with operational cost & the costs for recreational activities such as bowling, mini trains, mini golf, and horseback riding. & assist with the operational costs.	750.00 3,000.00							750.00 750.00										(2,250.00)
Newport and District Rink Commission	To assist with the cost to purchase and install 4G X Cell Booster Amplifier in order to get cell phone service inside the arena.	4,000.00																4,000.00	-
Newport Corner Community Club	To aid in the general operation and upkeep of the hall; working toward purchasing a heat pump and necessary roof repairs.	6,500.00							1,500.00									5,000.00	-
North Along the Shore Jamboree Association	To assist with costs associated with hosting the North Along the Shore Jamboree full day live music festival held at the Avon Spirit Shipyard in Newport Landing.	750.00							750.00										-
PBJ Design Society	To assist with costs associated with the Mantra Hopscotch Project to be placed around youth schools and playgrounds. & To assist with costs associated with installation of a Kinetic Wind Art sculpture for downtown area.	3,886.46							nil										
Pembroke Chapel and Cemetery Association	To assist with costs associated with straightening headstones.	1,500.00							1,500.00										-
Pisiquid Canoe Club	To assist with costs associated to expand the Open Dock program to serve more people in the community. & to assist with the cost of purchasing ergometers (paddling machines)	1,200.00 750.00							1,200.00 750.00										-
Poplar Grove Community Hall	To assist with the costs associated with refurbishing of the main hall floor and entrance-way floor.	1,500.00							1,500.00										-
Pumpkin Regatta	To assist with the costs of operations for hosting the regatta. & to assist with the cost of the creation of a pumpkin Olympics and rebranding of the regatta	25,000.00							withdraw										
Quick As A Wink Theatre Society	To assist with the costs associated with running the Summer Theatre Camps for ages 7-12.	2,000.00							750.00										(1,250.00)

Organization	Project	Requested						Recommended										
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety	Gas Tax	Variance
Riverview Skating Club	Capital Type 2 - To assist with the cost associated with equipment replacement and CanSkate program aids. Special Events - To assist with cost associated with the end of season Ice Show. Leadership -to assist with costs associated with the Coach and Program Assistant training and development program - Synchro Skills, introduction to synchronized		1,500.00	750.00	750.00	750.00				1,500.00	750.00	750.00	750.00					-
Senior Safety Program Association of Hants County	To assist with operational costs for one on one safety programs and health support to seniors. & the Coordinator mileage and salary costs.			21,500.00												16,200.00		(5,300.00)
Slow Motion Film Festival Devour The Food Film Fest	To assist with development and costs for the event.				10,000.00							nil						
Southwest Hants Fire Society	To assist with costs associated with purchasing heat pumps for the hall.	12,420.00															12,420.00	-
Ste. Croix Community Club	To assist with the costs associated in purchasing a new chimney, fire extinguishers, plywood for washer boxes, dart boards, paint for concrete.	1,500.00							1,500.00									-
Sweets Corner Community Group	To assist with the cost associated with repairs to the wheelchair ramp, taps in bathrooms and kitchen.	500.00							500.00									-
Three Mile Plains Community Hall Society	To assist with costs associated with updating the bathrooms to be more accessible, new flooring for front of the bar, and an electric stove and dishwasher.	15,000.00															15,000.00	-
Upper Vaughan Community Hall	To assist with the cost associated to install a heat pump in the hall.	1,500.00							1,500.00									-
Valley Child Development Association	To assist with the cost of offering a Behavioral Intervention Program for families living in the Municipality and Kings County who are at risk emotionally and socially.					8,000.00							750.00					(7,250.00)
West Hants Broomball Association	To assist with costs associated with operations and equipment for the program.		750.00			750.00				750.00			750.00					-
West Hants Dial a Ride	To assist with costs of subsidizing drives at 50% off for everyone in our community.					30,000.00							8,500.00					(21,500.00)
West Hants Ground Search & Rescue	To assist with costs associated with the operations and purchases of vehicles; to assist with the cost of purchasing new amp 7 ports for microphones and coaxial cables for mics; to assist with the cost associated with purchasing heat pumps.	16,325.00				1,110.00							750.00				6,325.00	(10,360.00)
West Hants Historical Society	To assist with the costs associated with the removal of the steeple and construction of a new roof on the belfry.	5,000.00															5,000.00	-
West Hants Minor Baseball Association	To assist with the costs associated to run the youth baseball program for 2020.					2,250.00							withdraw					
West Hants Minor Softball Association	Special Events - To assist with field costs for U14 provincials. Program - To assist with costs for new program implementation and equipment.				750.00	200.00							200.00					(750.00)
West Hants Soccer Association	To assist with costs associated with field rental.					2,000.00							nil					
Windsor Agricultural Society	To assist with operating costs of hosting the Hants County Exhibition in September.				10,000.00								4,500.00					(5,500.00)

Organization	Project	Requested							Recommended									Variance	
		Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Type 1	Type 2	Leadership	Special Events	Program	Trails	In-kind	Safety	Gas Tax		
Windsor Bluefins Parent Association	Special Events - To assist with the cost of hosting the annual swim meet in July. Leadership - To assist with the cost of coaches. Program - To assist with the cost of promoting and running the program.			750.00	750.00	750.00								withdraw					
Windsor Daycare Centre	To assist with costs to expand and improve the recreational opportunities of the staff and the children during the winter months and to assist with the rental fees for the Community Centre during the winter months.					750.00		750.00							1,500.00			-	
Windsor Hockey Heritage Society	To assist with costs associated with the 3 year partnership business plan and 3 year Strategic Plan - funding arrangement.					20,000.00							10,000.00					(10,000.00)	
Windsor Parents Karate Association	To assist with the cost of purchasing new mats for the Dojo.		3,197.84									1,500.00						(1,697.84)	
Windsor People First Society	To assist with costs associated with operational costs. Asking for donated office space.					500.00		TBD					500.00					-	
Windsor Senior Citizens Bus Society	To assist with the costs associated with an ongoing campaign to raise funds to purchase equipment to provide essential service for the community.		12,000.00										750.00					(11,250.00)	
Total		73	203,005.06	14,647.84	26,750.00	83,000.00	103,021.46	1,018.00	1,750.00	23,450.00	11,450.00	4,500.00	11,250.00	38,950.00	1,018.00	5,250.00	18,700.00	149,205.00	(94,057.90)



Committee of the Whole Excerpts
July 21, 2020

Gas Tax Funding 2020-21

Annually, organizations submit grant applications to upgrade features of their facilities to make them more energy efficient, accessible, and improve access to recreation. As such, some grants require the use of Gas Tax. According to the rules around expending Gas Tax monies to third parties, Council must, by separate motion, authorize each expenditure.

The recommended motions were:

... that Council approves the use of \$4,000 of Gas Tax to fund upgrades to the cell booster Newport & District Rink Commission to amplify signal and improve recreational services.

... that Council approves the use of \$20,000 of Gas Tax to upgrade the playground at the Brooklyn District Elementary with accessible play structure to improve accessibility.

...that Council approves the use of \$5,000 of Gas Tax to fund roof upgrades in the Newport Community Hall building to improve energy efficiency.

...that Council approves the use of \$12,660 of Gas Tax to fund heating upgrades to heat pumps and building upgrades to the Falmouth Community Hall to improve accessibility and energy efficiency.

... that Council approves the use of \$12,420 of Gas Tax to fund heating upgrades to heat pumps at the Southwest Hants Fire Society building to improve energy efficiency.

... that Council approves the use of \$5,000 of Gas Tax to fund roof upgrades at the West Hants Historical Society building to improve energy efficiency, pending the approval of a heritage permit.

... that Council approves the use of \$6,325 of Gas Tax to fund heating upgrades to heat pumps at the West Hants Ground Search and Rescue building to improve energy efficiency.

... that Council approves the use of \$15,000 of Gas Tax to fund backup power upgrades to propane generator at the Ellershouse Community Hall building to support community.

... that Council approves the use of \$18,800 of Gas Tax to fund upgrades to the heating system and backup electrical system in the Hantsport & Area Historical Society building to improve energy efficiency, and to also fund upgrades to interpretive interfaces and signage to improve cultural services and increase tourism.

... that Council approves the use of \$20,000 of Gas Tax to fund bathroom, ramp system, and electrical upgrades in the Hantsport Baptist Church building to improve accessibility and energy efficiency.

... that Council approves the use of \$15,000 of Gas Tax to fund bathroom and building upgrades in the Three Mile Plains Community Hall to improve accessibility and upgrade appliances to improve energy efficiency.

... that Council approves the use of \$15,000 of Gas Tax to fund insulation upgrades to the Bramber New Horizons building to improve energy efficiency.



**REGION OF WINDSOR AND WEST HANTS MUNICIPALITY
RECOMMENDATION REPORT**

To: Committee of the Whole

Submitted by: _____
Carlee Rochon, Director, Financial Services

Date: July 21, 2020

Subject: 2020-21 Gas Tax Funding

LEGISLATIVE AUTHORITY

Municipal Government Act, Power to expend money, 65 & 65 A

RECOMMENDATION

Committee of the Whole recommends that:

Council approves the use of \$4,000 of Gas Tax to fund upgrades to the cell booster Newport & District Rink Commission to amplify signal and improve recreational services.

Council approves the use of \$20,000 of Gas Tax to upgrade the playground at the Brooklyn District Elementary with accessible play structure to improve accessibility.

Council approves the use of \$5,000 of Gas Tax to fund roof upgrades in the Newport Community Hall building to improve energy efficiency.

Council approves the use of \$12,660 of Gas Tax to fund heating upgrades to heat pumps and building upgrades to the Falmouth Community Hall to improve accessibility and energy efficiency.

Council approves the use of \$12,420 of Gas Tax to fund heating upgrades to heat pumps at the Southwest Hants Fire Society building to improve energy efficiency.

Council approves the use of \$5,000 of Gas Tax to fund roof upgrades at the West Hants Historical Society building.

Council approves the use of \$6,325 of Gas Tax to fund heating upgrades to heat pumps at the West Hants Ground Search and Rescue building to improve energy efficiency.

Council approves the use of \$15,000 of Gas Tax to fund backup power upgrades to propane generator at the Ellershouse Community Hall building to support community.

Council approves the use of \$18,800 of Gas Tax to fund upgrades to the heating system and backup electrical system in the Hantsport & Area Historical Society building to improve energy efficiency, and to also fund upgrades to interpretive interfaces and signage to improve cultural services and increase tourism.

Council approves the use of \$20,000 of Gas Tax to fund bathroom, ramp system, and electrical upgrades in the Hantsport Baptist Church building to improve accessibility and energy efficiency.

Council approves the use of \$15,000 of Gas Tax to fund bathroom and building upgrades in the Three Mile Plains Community Hall to improve accessibility and upgrade appliances to improve energy efficiency.

Council approves the use of \$15,000 of Gas Tax to fund insulation upgrades to the Bramber New Horizons building to improve energy efficiency.

BACKGROUND

Organizations submitted grant applications to upgrade features of their facilities to make them more energy efficient, accessible, and improve access to recreation. Should council approve Council approved the 2020/21 Municipal Grants as previously presented, some grants required the use of Gas Tax. According to the rules around expending Gas Tax monies to third parties, Council must, by separate motion, authorize each expenditure.

DISCUSSION

As per Gas Tax agreement, should Council approve the motions stated above, the Municipality will enter into an agreement with the groups based on the terms and conditions required under the agreement. This includes ensuring the organizations

continue to operate the facility for the same purpose as stated in the application for up to 10 years. Failing to do this will require the organizations to reimburse the Municipality for the funds at a prorated rate, based on years of use.

Council should note that in Council's Procurement and Tendering Policy, grants to community groups, organizations, club, or non-profits that exceed \$25,000 must use a procurement practice which meets or exceeds those used by the Municipality. This would only apply to the grant awarded to GFL Newport Rink.

FINANCIAL IMPLICATIONS

There is currently over \$5.6 million in the Gas Tax fund. There is \$1.87 million of Gas Tax was ear marked for ongoing capital projects as outline in the 2020-2021 Capital budget that require access to the fund. The total grants request is \$149,205.

ALTERNATIVES

- Council may choose not to approve the motion(s) and could use funds from a different source to support the grants for the upgrades.

ATTACHMENTS

- none

Report Prepared by: _____
Carlee Rochon, Director, Financial Services

Report Reviewed by: _____
Kathy Kehoe, Director, Community Development

Report Approved by:  _____
Mark Phillips, Chief Administrative Officer



Committee of the Whole Excerpts
July 21, 2020

2020-21 Tax Exemptions

As per Tax Exemption Policy RCOFN-002.00, organizations wanting a tax exemption must satisfy particular requirements.

The identified organizations in the attached schedules have made formal request to remain on the Tax Exemption schedules.

The recommended motion was:

... that that Council approves the tax exemptions as presented in Schedules A, B, and C for the 2020-2021 tax year.



REGION OF WINDSOR AND WEST HANTS MUNICIPALITY RECOMMENDATION REPORT

To: Committee of the Whole

Submitted by: _____
Carlee Rochon, Director, Financial Services

Date: **July 21, 2020**

Subject: **2020-2021 Tax Exemptions**

LEGISLATIVE AUTHORITY

Municipal Government Act, Section 72

RECOMMENDATION

Committee of the Whole recommends that:

Council approve the tax exemptions as presented in schedule A, B, and C for the 2020-2021 tax year.

BACKGROUND

The RCOFN-002.00 Tax Exemption Policy was approved by Coordinating Committee on February 24, 2020.

In Section 5 of the Tax Exemption Policy, organizations wanting a tax exemption must satisfy the following requirements:

5.1 – A request for tax exemption or reduction must be submitted to the Municipal Treasurer in writing. The request should include the property assessment number, description, purpose or use of the property, the class under which the exemption or reduction is being requested and proof of current registration with Canada Revenue Agency as a charity or the Registry of Joint Stocks of Nova Scotia. If the property is leased to a non-profit organization or registered charity, a copy of the lease agreement should be included with the application.

5.2 – The request for tax exemption or reduction shall be given to Council for consideration of approval.

In addition, section 7.1 of the Tax Exemption Policy states that tax exemption or reductions will be automatically removed when a property changes ownership.

Both the West Hants Day Care By-law and Windsor Tax Exemption By-law remain in affect, and do not require annual approval of listed properties. The new policy will require the tax exemption schedules get approved annually during budget deliberations. In the Former Municipality of the District of West Hants, the policy was amended annually to reflect the updated list. Going forward in the new region the policy references the approved Schedule A, B, and C.

DISCUSSION

The identified organizations in the schedules attached have made a formal request to remain on the Tax Exemption schedules. They have all met the criteria identified in section 5.1 of the Tax Exemption Policy and have been made aware of the ongoing requirements to maintain tax exemption status, outlined in Section 6.1 of the Policy.

FINANCIAL IMPLICATIONS

Tax exemption estimates were included in the approved 2020-2021 operating budget, based on the 2019-20 actuals of the former Town of Windsor and Municipality of the District of West Hants.

ALTERNATIVES

- Committee of the Whole could decide to recommend some schedule adjustments, meaning that only those groups selected would get tax exemption.
- Committee of the Whole could decide not to recommend any of the schedule adjustments, meaning the tax exemptions for the groups would be denied.

ATTACHMENTS

- 2020-2021 Tax Exemption Schedule A, B, and C

Report Prepared by: _____
Carlee Rochon, Director, Financial Services

Report Approved by:  _____
Mark Phillips, Chief Administrative Officer

REGION OF WINDSOR AND WEST HANTS MUNICIPALITY**ANNUAL TAX EXEMPTION PROPERTY LISTING 2020/21**

This *Annual Tax Exemption Property Listing* is eligible as per all requirements identified within the Region of Windsor and West Hants Municipality's *Tax Exemption Policy RCOFN-002.00*, and is brought forward to the Council each fiscal year during budget deliberations for approval.

SCHEDULE 'A'
Registered Canadian Charities

Owner	Property Description	Property AAN and PID #	Charitable Number	Extent of Exemption
Ardoise Comm Recreation Ctr	3 Ardoise School Rd., Ardoise Land Fellowship Hall	AAN 00108642 PID 45025293	889046595	Full
Ardoise Dist Recreation Ctr	No. 1 Hwy, Ardoise Land	AAN 00108669 PID 45025301	889046595	Full
Trustees of the Burlington District Community Club (The)	3554 Highway 215, Centre Burglington Land Fellowship Hall	AAN 00552771 PID 45186798	834509747	Full
Hants Shore Health Centre	5638 Highway 215, Lot B-1 Kempt Shore, Medical Clinic	AAN 05942837 PID 45153608	118952795	Full
St Croix Community Club Hall	18 Cemetary Rd. St. Croix, Land Fellowship Hall Bldg	AAN 04400631 PID 45150075	119172070	Full
Trustees Community Hall	50 Avondale Cross Rd, Avondale, Land Fellowship Hall	AAN 04682041 PID 45170834	890760994	Full
Trustees Ellershous Community Hall	429 Ellershous Rd, Lot A-1E, Ellershous Fellowship Hall	AAN 04682157 PID 45288552	869312546	Full
Summerville and District Volunteer Fire Dept Society	59 Summerville Wharf Rd, Summerville Land Fire Station	AAN 04683587 PID 45180510	0522938-59-03	Full

REGION OF WINDSOR AND WEST HANTS MUNICIPALITY

ANNUAL TAX EXEMPTION PROPERTY LISTING 2020/21

West Hants Ground Search & Rescue	821 Highway 1, Mount Denson Land Fellowship Hall	AAN 04790618 PID 45075223	131568560	Full
St. Croix Community Club	No. 1 Hwy, St. Croix Land	AAN 07916345 PID 45291796	119172070	Full
Rotary Club of Windsor Nova Scotia	Old Wile Settlement Rd, Wile Settlement Land	AAN 02469723 PID 45040722	887150993	Full
Rotary Club of Windsor	160 Smeltzer Rd, Upper Vaughan Land Campground	AAN 04063422 PID 45041506	887150993	Full
Three Mile Plains Community Society	4474 Highway 1, Lot 3 Three Mile Plains Fellowship Hall	AAN 04612973 PID 45000486	119263994	Full
Three Mile Plains Community Society	4549 Highway 1, Lot A Three Mile Plains	AAN 04612981 PID 45007697	119263994	Full
Three Mile Plains Community Society	Windsor Back Rd, Lot 4 Three Mile Plains	AAN 04613007 PID 45000494	119263994	Full
Hantsport & Area Historical Society	50 Main Street, Hantsport, NS	AAN 00203831 PID 45044021	886938489	Full
Hantsport & Area Historical Society	48 Main Street, Hantsport, NS	AAN 02648857 PID 45044013	886938489	Full
Ducks Unlimited Canada	No. 215 Hwy, Cheverie, NS	AAN 05009618 PID 45177771	118888957	Full
Ducks Unlimited Canada	No. 215 Hwy, Lower Burlington, NS	AAN 04046811 PID 45186632	118888957	Full

REGION OF WINDSOR AND WEST HANTS MUNICIPALITY**ANNUAL TAX EXEMPTION PROPERTY LISTING 2020/21**

Hantsport & Area Historical Society	46 Main Street, Hantsport, NS	AAN 00827185 PID 45044005	886938489	Full
Quick As A Wink Theatre Society	380 Wentworth Rd, Wentworth Creek, NS	AAN 10492939 PID 45391869	863160750	Full
Hantsport & Area Historical Society	Main Street Hantsport, NS	AAN 10727731 PID 45403912	886938489	Full
West Hants Historical Society	281 King St, Windsor, NS (Lot A) Museum	AAN 04684044 PID 45056058	108200981	Full
New Boundaries Society	79 Centennial Dr, Windsor, NS (Land Warehouse)	AAN 03651282 PID 45055597	885506121	Full
Windsor Nursery School Society	122 Cottage St, Windsor, NS (Lot TW- 1) Educational	AAN 04656776 PID 45059565	119300036	Full

REGION OF WINDSOR AND WEST HANTS MUNICIPALITY**ANNUAL TAX EXEMPTION PROPERTY LISTING 2020/21****SCHEDULE 'B'**
Nonprofit

Owner	Property Description	Property AAN and PID #	Extent of Exemption
Canadian Progress Club Halifax & Dartmouth	5466 Highway 14, Windsor Land Dwelling	AAN 00645125 PID 45075447	Full
Upper Burlington Community Hall Association	69 Old Walton Rd, Upper Burlington Land Fellowship Hall	AAN 04681843 PID 45186426	Full
Hants Shore Karate Club	3284 Highway 215, Centre Burlington Land	AAN 04683854 PID 45186814	Full
Timerland Holdings (2010) Limited	596 Bog Rd, Block # 49, Mount Denson Fellowship Hall	AAN 03259234 PID 45029634	Full
Trustees Community Hall	1161 Avondale Rd, Poplar Grove Land Fellowship Hall	AAN 04682823 PID 45183027	Full
Trustees Sweets Corner Community Hall	6936 Highway 14, Sweets Corner, NS	AAN 04684419 PID 45008059	Full
Sweets Corner Community Group	No. 14 Highways, Sweets Corner, NS	AAN 04684605 PID 45061140	Full
Trustees Cen Falmouth Community Hall	147 Falmouth Back Rd, Falmouth, NS	AAN 04681916 PID 45026465	Full
Falmouth Community Assoc.	369 Town Rd, Falmouth, NS	AAN 05445027 PID 45030335	Full
Trustees Newport Corner Community Hall	130 Highway 215, Newport Corner, NS	AAN 04682599 PID 45021318	Full

REGION OF WINDSOR AND WEST HANTS MUNICIPALITY

ANNUAL TAX EXEMPTION PROPERTY LISTING 2020/21

West Hants African Advisory Association	4839 Highway 1, Three Mile Plains, NS	AAN 04684923 PID 45005402	Full
Trustees of Newport Station	Wentworth Rd, Newport Station, NS	AAN 04683285 PID 45008802	Full
Trustees of Public Hall	2040 Wentworth Rd, Newport Station, NS	AAN 04683366 PID 45008794	Full
Trustees Baptist Church	919 Highway 236, Scotch Village, NS	AAN 04684141 PID 45167129	Full
Trustees Community Hall	532 Highway 1, Mount Denson, NS	AAN 04682076 PID 45023888	Full
Trustees Community Hall	1090 Belmont Rd, Belmont, NS	AAN 04682068 PID 45170180	Full
Trustees South Waterville Community Hall	1015 Highway 14, Upper Vaughan, NS	AAN 04684788 PID 45041894	Full
Trustees of the Upper Vaughan Community Hall	Highway 14, Upper Vaughan, NS	AAN 05429862 PID 45192903	Full
Windsor Curling Club	174 Gray St, Windsor, NS (Lot CC-IA) - Arena	AAN 04979044 PID 45057296	Full
Windsor Masonic Society	19 Centennial Dr, Windsor, NS (Lot B - Windsor) Fellowship Hall	AAN 02029723 PID 45055662	Full
Mermaid Theatre of NS Society	128 Gerrish St, Windsor, NS (Land Retail / Office)	AAN 04428641 PID 45057536	13% of total assessment is reduced-commercial to residential

REGION OF WINDSOR AND WEST HANTS MUNICIPALITY**ANNUAL TAX EXEMPTION PROPERTY LISTING 2020/21**

Mermaid Theatre of NS Society	110 Gerrish St, Windsor, NS (Land Retail / Office)	AAN 07917619 PID 45330537	62% of total assessment is reduced- commercial to residential
Mermaid Theatre of NS Society	106 Gerrish St, Windsor, NS (Land Theatre)	AAN 04412311 PID 45057528	Full

SCHEDULE 'C'
Nonprofit Commercial

Owner	Property Description	Property AAN and PID #	Extent of Exemption

RESOLUTION:

...THAT SCHEDULES A, B and C OF THE ANNUAL TAX EXEMPTION PROPERTY LISTING FOR FISCAL YEAR ____ / ____ BE APPROVED AS PRESENTED.



WEST HANTS REGIONAL MUNICIPALITY

Recommendation Report

To: Members of Council

Submitted by: _____
Madelyn LeMay, Director, Planning and Development

Date: July 28, 2020

Subject: Building Code Act By-law
File #20-14A

Background

Staff recommended a Building Code Act By-law for the Region to the Planning and Heritage Advisory Committee (PAC/HAC) on July 9, 2020.

Planning Advisory Committee Recommendation

PAC/HAC recommended in favour of the proposed Building Code Act By-law on July 9, 2020.

Possible Motion

Should Council wish to approve the recommended Building Code Act By-law, the following motion would be in order:

... that Council give First Reading and proceed to a Public Hearing regarding the Building Code Act By-law, RB-001, which is substantively the same as that included as Attachment C to the report entitled *Building Code Act By-law* dated July 9, 2020.

Attachments

Appendix A Building Code Act By-law Report; File # 20-14

Report Approved by:  _____
Mark Phillips, CAO



WEST HANTS REGIONAL MUNICIPALITY RECOMMENDATION REPORT

To: Members of Planning and Heritage Advisory Committee (PAC/HAC)

Submitted by: _____
Madelyn LeMay, Director, Planning and Development

Date: July 9, 2020

Subject: Building Code Act By-law
File #20-14

1.0 LEGISLATIVE AUTHORITY

Nova Scotia Building Code Act and Regulations

2.0 RECOMMENDATION

If PAC/HAC wishes to forward a positive recommendation the following motion would be in order:

PAC/HAC recommends that Council give First Reading and proceed to a Public Hearing regarding the Building Code Act By-law, RB-001, which is substantively the same as that included as Attachment C to the report entitled *Building Code Act By-law* dated July 9, 2020.

3.0 BACKGROUND

The former Town of Windsor and the former Municipality of West Hants each have a Building Code Act By-law in place which applies to the respective geographic area. In order to ensure building regulations are the same across the Region, it would be reasonable to have one Building Code Act By-law for the Region.

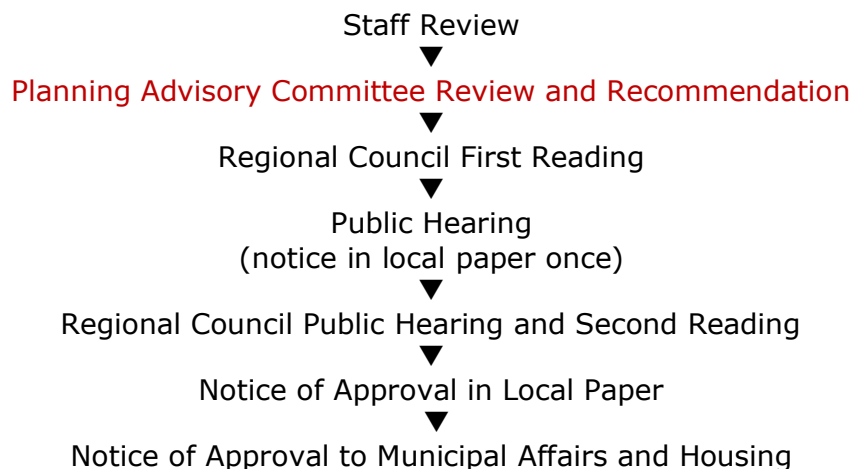
4.0 DISCUSSION

As each Building Code Act By-law was based on the National Building Code, there are very few differences between the two documents now in place; no substantive differences were found. The minor changes which are proposed for the Building Code Act By-law include:

- accessory buildings under 100 sq. ft. in the community of Windsor will no longer need a building permit;
- it has been clarified that all swimming pools more than 610 mm. (24 in.) deep will need a building permit;
- section 3.10 is clarified to refer to both temporary building and occupancy permits;
- it has been clarified that a building permit is not required to resurface a roof with the same material throughout the Region;
- in section 5.3, the specific amount of the processing charge is removed and fees will appear only in Council's Fees Policy; and
- backflow prevention devices will be required in the community of Windsor for any connection to a municipal storm water line.

5.0 NEXT STEPS

The following process is being used for adoption of the proposed by-law:



6.0 FINANCIAL IMPLICATIONS

There are no financial implications for the Region associated with replacing the existing By-laws with the proposed new By-law.

7.0 ALTERNATIVES

In response to the application, PAC/HAC may recommend that Council:

- not approve the Building Code Act By-law included as Attachment C; or
- provide alternate direction such as requesting further information on a specific topic.

8.0 ATTACHMENTS

Attachment A	Windsor Building Code Act By-law
Attachment B	West Hants Building Code Act By-law
Attachment C	Proposed Building Code Act By-law, RB-001



Report Prepared by: _____
 Madelyn LeMay, Director, Planning and Development

Report Reviewed by: _____
 Tim Leslie, Manager, Building and Fire inspection Services

Report Prepared by:  _____
 Rhonda Brown, Municipal Clerk



TOWN OF WINDSOR BYLAW # 19 BUILDING CODE ACT BYLAW

(Approved by Council – July 25, 2006)

PART 19.01 DEFINITIONS

19.01.1 All words in this Bylaw have the same meaning as in the Building Code Act and the regulations prescribed pursuant thereto and where not so defined shall have the meaning as set forth herein:

- (a) “accessory building” means a subordinate building on the same lot as the main building, devoted exclusively to an accessory use, but does not include a building attached in any way to the main building, a building located completely underground or a motor vehicle, truck body, transport trailer or any part thereof;
- (b) “Act” means the *Building Code Act*, R.S.N.S., 1989, c. 46;
- (c) “authority having jurisdiction” means the Council of the Town of Windsor and its officials, acting pursuant to Section 5 of the *Act*;
- (d) “footing” means that portion of the support system that transmits loads directly to the soil;
- (e) “main building” means the building on a lot in which the principal use of the lot is carried out; and
- (f) “material alteration” and “material repair” means work that is done in alteration or repair of a building, which work is covered by the Building Code, and which:
 - (i) is a non-structural repair or alteration regardless of its value, or
 - (ii) is a repair or alteration to the structure of the building.

PART 19.02 APPLICATION

Developments requiring a permit

19.02.1 In addition to the permit requirements of the Building Code, a building permit is required for:

- (a) all accessory buildings;
- (b) interior and exterior non-structural material alterations and material repairs having monetary value in excess of \$1,000.00; and
- (c) swimming pools more than 60 cm. (24 in.) deep and required fencing.

Application form

19.02.2 Before a permit is issued, an applicant must complete an application form to be provided by the authority having jurisdiction.

19.02.3 Every application for a permit shall:

- (a) identify and describe in detail the work and occupancy to be covered by the permit for which application is made;
- (b) describe the land on which the work is to be done by including the unique parcel identifier (PID), assessment account number, and a description that will readily identify and locate the building lot;
- (c) include plans and specifications as required by the Building Code and show the occupancy of all parts of the building;
- (d) state the valuation and square footage of the proposed work and be accompanied by the required fee;
- (e) state the names, addresses and telephone numbers of the owner, architect, professional engineer or other designer and constructor and any inspector or testing agency that has been engaged to monitor the work any part of the work;
- (f) describe any special building systems, materials and appliances; and
- (g) such additional information as may be required to enable the authority having jurisdiction to determine compliance with the Building Code.

Incomplete applications

19.02.4 When an application for a permit has not been completed in conformance with the requirements of this Bylaw within six months after it is filed, the application shall be deemed to have been abandoned.

PART 19.03 PERMITS

Permit expiry

19.03.1 A permit is valid for one year from the date of issue and is renewable annually provided the application complies with all requirements of this Bylaw.

Compliance with other Bylaws and regulations

19.03.2 Any permit may be withheld until the Building Official is satisfied that the provisions of the Building Code Act, Municipal Government Act, any regulations and Bylaws enacted pursuant thereto including any Land Use Bylaw, Architectural Design Manual; Subdivision Bylaw, Sewers & Sewage Discharges Bylaw, the Heritage Property Act and any regulations and Bylaws enacted pursuant thereto and any applicable development agreement have been complied with.

Footings permit

19.03.3 A footings permit authorizes the applicant to commence construction to the point of the first inspection as specified in Part 4.

Location certificates

- 19.03.4** A location certificate showing the location of the footings on the lot and certified by a Nova Scotia Land Surveyor shall be provided for every new main building.
- 19.03.5** The requirement for a location certificate may be waived by the authority having jurisdiction where the lot area is greater than three (3) acres.
- 19.03.6** Notwithstanding clauses 3.4 and 3.5, where construction is proposed within five (5) feet (1.5 m) of the setback that is required under the Town of Windsor Land Use Bylaw, the authority having jurisdiction may require a location certificate for additions, accessory buildings or new main building on lots over three (3) acres in order to be satisfied that the construction complies with the Land Use Bylaw and Building Code.

Building permit

- 19.03.7** A building permit shall not be issued until:
- (a) the footings have been installed to the satisfaction of the Building Official; and
 - (b) the location certificate, if required, has been approved by the authority having jurisdiction.

Occupancy permit

- 19.03.8** An occupancy permit is required:
- (a) to allow the initial occupancy of a building or a part thereof;
 - (b) when the occupancy classification of a building or part thereof is changed; or
 - (c) to allow for occupation after the partial demolition or alteration of a building.
- 19.03.9** The Building Official shall withhold an occupancy permit until satisfied that the owner has posted a valid civic number as required by the Town of Windsor Civic Addressing Bylaw.

Demolition permit

- 19.03.10** No demolition permit shall be issued unless the application form indicates the method and proposed site for the disposal of the demolition material.

Permit for temporary use

- 19.03.11** A permit for a temporary building:
- (a) shall state the date after which, and the conditions under which, the permit is no longer valid; and
 - (b) may be extended provided permission in writing is granted by the authority having jurisdiction.

Permits for Part Only

- 19.03.12** Before issuing a building permit, a complete application shall be filed with the authority having jurisdiction; where, however, in order to expedite work, approval of a portion of the building is desired prior to the issuance of a permit for the

whole project, application shall be made for the complete project, and complete plans and specifications covering the portion of the work for which immediate approval is desired shall be filed with the authority having jurisdiction.

- 19.03.13** A permit, clearly marked “At Owner’s Risk”, may be issued at the risk of the owner, with conditions to ensure compliance with the Building Code, to excavate or to construct a portion of a building before all the plans of the project have been submitted or accepted.
- 19.03.14** Should a permit be issued for part of a building, the holder of the permit may proceed, but without any assurance that the permit for the entire building will be granted.
- 19.03.15** Any permit issued for part only of a building shall be clearly marked as for part only, and shall also indicate that a permit for the entire building is not assured.
- 19.03.16** A permit for a whole project may be issued conditional upon the submission of additional information provided that the information is of such a nature that withholding the permit until the information was available would delay the work unreasonably.

Occupancy permit for part of a building

- 19.03.17** Upon application by the owner, the authority having jurisdiction may issue an occupancy permit for all or part of a building prior to completion of the work for which a building permit was issued provided:
- (a) No unsafe condition exists or will exist because of the work being undertaken or not completed; and
 - (b) The exterior structure and exterior appearance of the building has been completed to such a state as to present an attractive exterior finish.
- 19.03.18** Such occupancy permits may be issued for a specified time periods either with or without conditions for completion of the work.

Amending an approved permit in force

- 19.03.19** Any revision or change to the work to be covered by a permit shall require an application for an amended permit.

Conditions not being met

- 19.03.20** If any condition attaching to a permit is not met within the stated period of time, the permit then shall automatically be void.

PART 19.04 INSPECTIONS

- 19.04.1** The authority having jurisdiction shall be notified by the owner or contractor verbally or otherwise at least 48 hours in advance and given the opportunity to inspect at the following stages of construction:
- (a) for buildings being constructed under the scope of Part 9 of the Code:
 - (i) footings in place;
 - (ii) the site before commencing backfilling of the laterally supported foundation, before a superstructure is placed on the foundation;

- (iii) the framing, roof, and plumbing and mechanical;
 - (iv) insulation and vapour barrier before wall framing is covered; and
 - (v) before occupancy.
- (b) for mobile and modular homes conforming to Section 1.4.1.9 of the Code:
 - (i) footings in place;
 - (ii) in the case of a mobile home, the site preparation, foundation installation and anchorage in accordance with CSA CAN3-Z240.10.1-94 "Recommended Practice for Site Preparation, Foundation, and Anchorage of Mobile Homes"; or in the case of a modular home, site preparation and foundation;
 - (iii) installation and anchorage; and
 - (iv) before occupancy.
- (c) for buildings being constructed outside the scope of Part 9 of the Code:
 - (i) of the intent to undertake construction that will be inspected and will be reviewed as per the appropriate Letter of Undertaking required by the Code;
 - (ii) of intent to cover construction that has been ordered to be inspected by the authority having jurisdiction before covering; and
 - (iii) when construction has been completed so that a final inspection can be made.
- (d) for all buildings, at intervals deemed necessary by the authority having jurisdiction based on the complexity of the building.

PART 19.05 PERMIT FEES

19.05.1 Fees for permits shall be as follows:

Class of Project	Fee
New construction of, and additions to, residential buildings, community centres, cottages and churches	\$20.00 + \$0.10/sf
New construction of, and additions to, commercial, industrial and other buildings not otherwise specified	\$50.00 + \$0.12/sf
New construction of, and additions to, sheds, decks, storage buildings, garages, barns, and other farm, forestry or fishing buildings not designed for human occupancy	\$20.00 + \$0.04/sf
Repairs, renovations or alterations to all existing buildings	\$20.00 + \$2.00 per \$1,000 of value of construction; however, there shall be no fee for non-structural repairs, renovations or alterations where the estimated value of construction is less than \$5,000.00
Relocation of mobile homes and mini-homes where there is no finished basement	\$50.00
Construction/location of a swimming pool, including required fence	\$25.00
Erection of a sign	\$15.00
Demolition of building/structure	\$20.00
Renewal or amendment of an approved permit in force, where construction has not commenced	\$15.00
Renewal or amendment of an approved permit in force, where construction has commenced	No Charge

19.05.2 For the purposes of calculating permit fees, square footage shall be based on:

- (a) for buildings intended for human occupancy, the gross floor area of the building; the floor area of a basement shall be included only if it will be a finished basement; or
- (b) for buildings not intended for human occupancy, the gross floor area of the main floor.

- 19.05.3** Fees, less a \$20.00 processing charge, shall be refunded where the application was not completed, was denied, or was withdrawn after the permits were issued and before construction has commenced.

PART 19.06 CONNECTION TO MUNICIPAL WATER

- 19.06.1** Everyone who connects or causes to be connected a water line from a building to the municipal water line shall connect to this line a water regulating valve which shall be located after the water meter and before the first water fixture and a backflow/back siphonage device.

PART 19.07 CONNECTION TO MUNICIPAL SEWER

- 19.07.1** Everyone who connects or causes to be connected to a municipal sewer line from a building to the municipal sewer line shall install a backflow prevention device to this line if the invert of the building sewer line at the building is below the street grade adjacent to the building provided that the requirements of the National Plumbing Code are met.

PART 19.08 REPEAL

- 19.08.1** The Building Bylaw passed by the Council of the Town of Windsor on June 2nd 1999, and filed at the office of Service Nova Scotia and Municipal Relations is hereby repealed.

I, Louis Coutinho, Chief Administrative Officer of the Town of Windsor in the Province of Nova Scotia, do hereby certify that the foregoing is a true copy of the Building Code Act By-law duly passed at a duly called meeting of the Council of the Town of Windsor duly convened and held on the **25th** day of **July**, A.D., **2006** and published in the Hants Journal, a newspaper circulating in the Municipality on the **3rd** day of **August**, A.D., 2006.

GIVEN under the hand of the Chief Administrative Officer/Town Clerk and under the corporate seal of said Town this **26** day of **July**, A.D., 2006.

First Reading: **June 27, 2006**

Second Reading: **July 25, 2006**



LOUIS COUTINHO
CHIEF ADMINISTRATIVE OFFICER



MUNICIPALITY OF THE DISTRICT OF WEST HANTS
West Hants Building Code Act By-law (Consolidated)

PART 1 DEFINITIONS

1.1 All words in this By-Law have the same meaning as in the Nova Scotia Building Code Act and the Regulations prescribed pursuant thereto and where not so defined shall have the meaning as set forth herein:

- (a) "accessory building" means a subordinate building on the same lot as the main building, devoted exclusively to an accessory use, but does not include a building attached in any way to the main building, a building located completely underground or a motor vehicle, truck body, transport trailer or any part thereof;
- (b) "Act" means the *Building Code Act*, R.S.N.S., 1989, c. 46;
- (c) "authority having jurisdiction" means the Council of the Municipality of the District of West Hants and its officials, acting pursuant to Section 5 of the Act;
- (d) "footing" means that portion of the support system that transmits loads directly to the soil;
- (e) "main building" means the building on a lot in which the principal use of the lot is carried out;
- (f) "material alteration" and "material repair" means work that is done in the alteration or repair of a building, which work is covered by the Building Code, and which:
 - (i) is a non-structural repair or alteration regardless of its value, or
 - (ii) is a repair or alteration to the structure of the building;
- (g) "NSBCR" means the Nova Scotia Building Code Regulations;
- (h) "tent and air supported structures" shall include any tent, air supported structure or other membrane structures, erected or located.

PART 2 APPLICATION

Developments requiring a permit

- 2.1 In addition to the permit requirements of the NSBCR, a building permit is required for:
- (a) accessory buildings greater than 100 ft², (9.29 m²) in area; and
 - (b) interior and exterior non-structural material alterations and material repairs having monetary value in excess of \$1,000.00.

No Permit for roof resurfacing

- 2.2 No building permit is required to resurface a roof with the same material.

Application form

- 2.3 Before a permit is issued, an applicant must complete an application form to be provided by the authority having jurisdiction.
- 2.4 Every application for a permit shall:
- (a) identify and describe in detail the work and occupancy to be covered by the permit for which application is made;
 - (b) describe the land on which the work is to be done by including the unique parcel identifier (PID), assessment account number, and a description that will readily identify and locate the building lot;
 - (c) include plans and specifications as required by the Building Code and show the occupancy of all parts of the building;
 - (d) state the valuation and square footage of the proposed work and be accompanied by the required fee;
 - (e) state the names, addresses and telephone numbers of the owner, architect, professional engineer or other designer and constructor and any inspector or testing agency that has been engaged to monitor the work or any part of the work;
 - (f) describe any special building systems, materials and appliances; and
 - (g) such additional information as may be required to enable the authority having jurisdiction to determine compliance with the Building Code.

Incomplete applications

- 2.5 When an application for a permit has not been completed in conformance with the requirements of this By-Law within six months after it is filed, the application shall be deemed to have been abandoned.

PART 3 PERMITS

Permit expiry

- 3.1 A permit is valid for one year from the date of issue and is renewable annually provided the application complies with all requirements of this By-Law.

Compliance with other By-Laws and regulations

- 3.2 Any permit may be withheld until the Building Official is satisfied that the provisions of the *Building Code Act*, *Municipal Government Act*, any regulations and By-Laws enacted pursuant thereto including any Land Use By-Law, Subdivision By-Law, Sewer By-Law, the *Heritage Property Act* and any regulations and By-Laws enacted pursuant thereto and any applicable development agreement have been complied with.

Location certificates and footings permits

- 3.3 A location certificate showing the location of the footings on the lot and certified by a Nova Scotia Land Surveyor shall be provided for every new main building except where the lot area is greater than three (3) acres.
- 3.4 Notwithstanding clause 3.3, in any case where construction is proposed within 5.0 ft. (1.52 m) of the setback that is required under any Land Use By-Law applicable in the Municipality of the District of West Hants, the authority having jurisdiction may require a location certificate for additions, accessory buildings or new main buildings in order to be satisfied that the construction complies with the Land Use By-Law and Building Code.
- 3.5 Where a location certificate is required under this by-law:
- (a) a footings permit shall be issued that authorizes the applicant to commence construction to the point of the second inspection as specified in Part 4; and
 - (b) no building permit shall be issued until the footings have been installed to the satisfaction of the Building Official and the location certificate has been approved by the authority having jurisdiction.

Building permit

- 3.6 Where a location certificate is required, a building permit shall not be issued until:
- (a) the footings have been installed to the satisfaction of the Building Official; and
 - (b) the location certificate, if required, has been approved by the authority having jurisdiction.

Occupancy permit

- 3.7 An occupancy permit is required:
- (a) to allow the initial occupancy of a building or a part thereof;
 - (b) when the occupancy classification of a building or part thereof is changed; or
 - (c) to allow for occupancy after the partial demolition or alteration of a building.
- 3.8 The Building Official shall withhold an occupancy permit until satisfied that the owner has posted a valid civic number as required by the Municipality of the District of West Hants Civic Addressing By-Law.

Demolition permit

- 3.9 No demolition permit shall be issued unless the application form indicates the method and proposed site for the disposal of the demolition material.

Permit for temporary use

- 3.10 A permit for a temporary building:
- (a) shall state the date after which, and the conditions under which, the permit is no longer valid; and

- (b) may be extended provided permission in writing is granted by the authority having jurisdiction.

Permits for Part Only

- 3.11 Before issuing a building permit, a complete application shall be filed with the authority having jurisdiction; where, however, in order to expedite work, approval of a portion of the building is desired prior to the issuance of a permit for the whole project, application shall be made for the complete project, and complete plans and specifications covering the portion of the work for which immediate approval is desired shall be filed with the authority having jurisdiction.
- 3.12 A permit, clearly marked "At Owner's Risk", may be issued at the risk of the owner, with conditions to ensure compliance with the Building Code, to excavate or to construct a portion of a building before all the plans of the project have been submitted or accepted.
- 3.13 Should a permit be issued for part of a building, the holder of the permit may proceed, but without any assurance that the permit for the entire building will be granted.
- 3.14 Any permit issued for part only of a building shall be clearly marked as for part only, and shall also indicate that a permit for the entire building is not assured.
- 3.15 A permit for a whole project may be issued conditional upon the submission of additional information provided that the information is of such a nature that withholding the permit until the information was available would delay the work unreasonably.

Occupancy permit for part of a building

- 3.16 Upon application by the owner, the authority having jurisdiction may issue an occupancy permit for all or part of a building prior to completion of the work for which a building permit was issued provided:
- (a) no unsafe condition exists or will exist because of the work being undertaken or not completed; and
 - (b) the exterior structure and exterior appearance of the building has been completed to such a state as to present an attractive exterior finish.
- 3.17 Such occupancy permits may be issued for specified time periods either with or without conditions including time periods for completion of the work.

Amending an approved permit in force

- 3.18 Any revision or changes to the work to be covered by a permit shall require an application for an amended permit.

Conditions not being met

3.19 If any condition attaching to a permit is not met within the stated period of time, the permit then shall automatically be void.

PART 4 INSPECTIONS

4.1 The authority having jurisdiction shall be notified by the owner or contractor verbally or otherwise at least 48 hours in advance and given the opportunity to inspect at the following stages of construction:

- (1) For a building being constructed under the scope of Part 9 of the National Building Code of Canada at the following stages of construction;
 - (a) prior to pouring footings (when footing forms are in place),
 - (b) footings in place,
 - (c) subfloor plumbing,
 - (d) subfloor and foundation insulation,
 - (e) pre-backfill,
 - (f) except for manufactured and modular homes;
 - (i) the framing, roof, plumbing, and mechanical systems,
 - (ii) insulation and vapour barrier before wall framing is covered, and
 - (g) for manufactured and modular homes;
 - (i) superstructure installation and anchorage systems,
 - (ii) foundation insulation and vapour barrier before wall framing is covered, and plumbing connections below the first floor, and
 - (h) before occupancy.

(See Appendix Notes A-2.1.1.11.(1), (2) and A-1.2.1.2.(1)(i) and (j) NSBCR)

- (2) For a building being constructed outside the scope of Part 9 of the National Building Code of Canada at the following stages of construction;
 - (a) of the intent to undertake construction that will be inspected and will be reviewed as per the appropriate Letter of Undertaking required by Article 2.1.1.5., 2.1.1.6., or 2.1.1.7. of the NSBCR,
 - (b) of intent to cover construction that has been ordered to be inspected by the authority having jurisdiction before covering and,
 - (c) at intervals deemed necessary by the authority having jurisdiction based on the complexity of the building, and,
 - (d) when construction has been completed so that a final inspection can be made.

(See Appendix Note A-2.1.1.11.(3) NSBCR)

PART 5 PERMIT FEES

- 5.1 An applicant for a building, occupancy or demolition permit shall pay the fees prescribed by Council by policy;
- 5.2 For the purposes of calculating permit fees, square footage shall be based on:
 - (a) for buildings intended for human occupancy, the gross floor area of the building; including the floor area of a basement; or
 - (b) for buildings not intended for human occupancy, the gross floor area of the main floor.

PART 6 PRESSURE REGULATING VALVE

- 6.1 Everyone who connects or causes to be connected a water line from a building to the municipal water line shall connect to this line a water regulating valve which shall be located after the water meter and before the first water fixture and a backflow/back siphon device.

PART 7 CONNECTION TO MUNICIPAL SEWER OR STORM WATER LINE

- 7.1 Everyone who connects or causes to be connected a sewer line from a building to the municipal sewer line shall install a backflow prevention device to this line if the outlet of the building sewer line at the building is below the street grade adjacent to the building provided that the requirements of the National Plumbing Code are met.
- 7.2 Everyone who connects or causes to be connected to a municipal storm water line from a building perimeter footing drain, must install a backflow prevention device between the building and municipal storm water line. Water leaders from roof drains are not to be connected to the municipal storm water line unless no other means of diverting roof water away from the building or adjoining properties is practical.

PART 8 REPEAL

- 8.1 The Building Code Act By-law passed by the Council of the Municipality of the District of West Hants on the 11th day of April, A.D. 2006 and effective on the 1st day of June, A.D. 2006 is hereby repealed.



THIS IS TO CERTIFY that I, Cheryl Chislett, Chief Administrative Officer, of the Municipality of the District of West Hants, in the Province of Nova Scotia, do hereby certify that this is a true cop of the West Hants Building Code Act By-law, as adopted by a majority of the whole of Council of the Municipality of the District of West Hants at a meeting duly called and held on the **11th** day of **June**, A.D., **2013** and published in the Hants Journal, a newspaper circulatin in the Municipality on the **20th** day of June A.D., 2013

GIVEN under the hand of the Chief Administrative Officer and under the corporate seal of said Municipality this **20th** day of **June** , A.D., **2013**.

C. CHISLETT
CHIEF ADMINISTRATIVE OFFICER

By-Law Adoption	
First Reading:	May 13, 2013
Notice Published:	<i>Unknown</i>
Second Reading & Approval	June 11, 2013
Final Publication	June 20, 2013
Notice to Municipal Affairs	June 20, 2013
Description: Initial approval of the Building Code Act By-Law which also repeals the Building Code Act By-law dated April 11, 2006.	
1 st Amendment Adoption	
First Reading:	October 8, 2019
Notice Published:	October 22, 2019 and October 29, 2019
Second Reading & Approval	November 5, 2019
Final Publication	November 12, 2019
Notice to Municipal Affairs	November 14, 2019
Description: Deleted Part 5 Permit Fees and replaced with new Part 5 Permit Fees which genereally states that fees will be set by Council by policy. The By-law was administratively reformatted and given number.	

Original By-law signed by C. Chislett Chief Administrative Officer and Amendment signed by R. Brown, Municipal Clerk.

BUILDING CODE ACT BY-LAW**ATTACHMENT C***Draft Building Code Act By-law May 2020***PART 1 DEFINITIONS**

- 1.1 All words in this By-Law have the same meaning as in the Nova Scotia Building Code Act and the Regulations prescribed pursuant thereto and where not so defined shall have the meaning as set forth herein:
- (a) "accessory building" means a subordinate building on the same lot as the main building, devoted exclusively to an accessory use, but does not include a building attached in any way to the main building, a building located completely underground or a motor vehicle, truck body, transport trailer or any part thereof;
 - (b) "Act" means the *Building Code Act*, R.S.N.S., 1989, c. 46 as amended;
 - (c) "authority having jurisdiction" means the Council of the Regional Municipality of Windsor and West Hants and its officials, acting pursuant to Section 5 of the *Act*;
 - (d) "Building Code" means the National Building Code of Canada as amended;
 - (e) "footing" means that portion of the support system that transmits loads directly to the soil;
 - (f) "main building" means the building on a lot in which the principal use of the lot is carried out;
 - (g) "material alteration" and "material repair" mean work that is done in the alteration or repair of a building which is covered by the Building Code, and which:
 - (i) is a non-structural repair or alteration regardless of its value, or
 - (ii) is a repair or alteration to the structure of the building; and
 - (h) "NSBCR" means the Nova Scotia Building Code Regulations.

PART 2 APPLICATION*Developments requiring a permit*

- 2.1 In addition to the permit requirements of the NSBCR, a building permit is required for:
- (a) accessory buildings greater than 9.29 m² (100 ft²) in area;
 - (b) interior and exterior non-structural material alterations and material repairs having monetary value in excess of \$1,000.00; and
 - (c) swimming pools more than 610 mm. (24 in.) deep.

BUILDING CODE ACT BY-LAW*No Permit for roof resurfacing*

2.2 No building permit is required to resurface a roof with the same material.

Application form

2.3 Before a permit is issued, an applicant must complete an application form provided by the authority having jurisdiction.

2.4 Every application for a permit shall:

- (a) identify and describe in detail the work and occupancy to be covered by the permit for which application is made;
- (b) describe the land on which the work is to be done by including the unique parcel identifier (PID), assessment account number, and a description that will readily identify and locate the building lot;
- (c) include plans and specifications as required by the Nova Scotia Building Code Regulations and show the occupancy of all parts of the building;
- (d) state the valuation and square footage of the proposed work and be accompanied by the required fee;
- (e) state the names, addresses and telephone numbers of the owner, architect, professional engineer or other designer and constructor and any inspector or testing agency that has been engaged to monitor the work or any part of the work;
- (f) describe any special building systems, materials and appliances; and
- (g) such additional information as may be required to enable the authority having jurisdiction to determine compliance with the Building Code.

Incomplete applications

2.5 When an application for a permit has not been completed in conformance with the requirements of this By-Law within six months after it is filed, the application shall be deemed to have been abandoned.

PART 3 PERMITS*Permit expiry*

3.1 A permit is valid for one year from the date of issue and is renewable annually provided the application complies with all requirements of this By-Law.

Compliance with other By-Laws and regulations

3.2 Any permit may be withheld until the Building Official is satisfied that the provisions of the Building Code Act, Municipal Government Act, any regulations and By-Laws enacted pursuant thereto including any Land Use By-Law, Architectural Design Manual, Subdivision By-Law, Sewer By-Law, the Heritage Property Act and

BUILDING CODE ACT BY-LAW

any regulations and By-Laws enacted pursuant thereto and any applicable development agreement have been complied with.

Location certificates and footings permits

- 3.3 A location certificate showing the location of the footings on the lot and certified by a Nova Scotia Land Surveyor shall be provided for every new main building except where the lot area is greater than three (3) acres (1.2 hectares).
- 3.4 Notwithstanding clause 3.3, in any case where construction is proposed within 1.52m (5.0 ft.) of the setback that is required under any Land Use By-Law applicable in the Regional Municipality of Windsor and West Hants, the authority having jurisdiction may require a location certificate for additions, accessory buildings or new main buildings in order to be satisfied that the construction complies with the Land Use By-Law and Building Code.
- 3.5 Where a location certificate is required under this by-law:
- (a) a footings permit shall be issued that authorizes the applicant to commence construction to the point of the second inspection as specified in Part 4; and
 - (b) no building permit shall be issued until the footings have been installed to the satisfaction of the Building Official and the location certificate has been approved by the authority having jurisdiction.

Occupancy permit

- 3.6 An occupancy permit is required:
- (a) to allow the initial occupancy of a building or a part thereof;
 - (b) when the occupancy classification of a building or part thereof is changed; or
 - (c) to allow for occupancy after the partial demolition or alteration of a building.
- 3.7 The Building Official shall withhold an occupancy permit until satisfied that the owner has posted a valid civic number as required by the Regional Municipality of Windsor and West Hants Civic Addressing By-Law.

Demolition permit

- 3.8 No demolition permit shall be issued unless the application form indicates the method of demolition and proposed site for the disposal of the demolition material.

Permit for temporary Building or Occupancy

- 3.9 A permit for a temporary building or occupancy permit:
- (a) shall state the date after which, and the conditions under which, the permit is no longer valid; and
 - (b) may be extended provided permission in writing is granted by the authority having jurisdiction.

BUILDING CODE ACT BY-LAW*Permits for Part Only*

- 3.10 Before issuing a building permit, a complete application shall be filed with the authority having jurisdiction. Where, however, in order to expedite work, approval of a portion of the building is desired prior to the issuance of a permit for the whole project, application shall be made for the complete project, and complete plans and specifications covering the portion of the work for which immediate approval is desired shall be filed with the authority having jurisdiction.
- 3.11 A permit, clearly marked "At Owner's Risk", may be issued at the risk of the owner, with conditions to ensure compliance with the Building Code, to excavate or to construct a portion of a building before all the plans of the project have been submitted or accepted.
- 3.12 Should a permit be issued for part of a building, the holder of the permit may proceed, but without any assurance that the permit for the entire building will be granted.
- 3.13 Any permit issued for part only of a building shall be clearly marked as for part only and shall also indicate that a permit for the entire building is not assured.
- 3.14 A permit for a whole project may be issued conditional upon the submission of additional information provided that the information is of such a nature that withholding the permit until the information was available would delay the work unreasonably.

Occupancy permit for part of a building

- 3.15 Upon application by the owner, the authority having jurisdiction may issue an occupancy permit for all or part of a building prior to completion of the work for which a building permit was issued provided:
- (a) no unsafe condition exists or will exist because of the work being undertaken or not completed; and
 - (b) the exterior structure and exterior appearance of the building have been completed to such a state as to present an attractive exterior finish.
- 3.16 Occupancy permits issued under section 3.15 may be issued for specified time periods either with or without conditions including time periods for completion of the work.

Amending an approved permit in force

- 3.17 Any revision or changes to the work to be covered by a permit shall require an application for an amended permit.

BUILDING CODE ACT BY-LAW*Conditions not being met*

3.18 If any condition attaching to a permit is not met within the stated period the permit then shall automatically be void.

(See Appendix Note A-2.1.1.11 (3) NSBCR)

PART 4 INSPECTIONS

4.1 The authority having jurisdiction shall be notified by the owner or contractor verbally or otherwise at least 48 hours in advance and given the opportunity to inspect at the following stages of construction:

- (i) for a building being constructed under the scope of Part 9 of the Building Code at the following stages of construction:
 - (a) prior to pouring footings;
 - (b) footings in place;
 - (c) subfloor plumbing;
 - (d) subfloor and foundation insulation;
 - (e) pre-backfill;
 - (f) except for manufactured and modular homes;
 - (i) the framing, roof, plumbing, and mechanical systems;
 - (ii) insulation and vapour barrier before wall framing is covered, or
 - (g) for manufactured and modular homes;
 - (i) superstructure installation and anchorage systems,
 - (ii) foundation insulation and vapour barrier before wall framing is covered, and plumbing connections below the first floor, and
 - (h) before occupancy.
- (See Appendix Notes A-2.1.1.11. (1), (2) and A-1.2.1.2 1)(i) and (j) NSBCR)

- (ii) for a building being constructed outside the scope of Part 9 of the Building Code at the following stages of construction:
 - (a) of the intent to undertake construction that will be inspected and will be reviewed as per the appropriate Letter of Undertaking required by Article 2.1.1.5., 2.1.1.6., or 2.1.1.7. of the NSBCR;
 - (b) of intent to cover construction that has been ordered to be inspected by the authority having jurisdiction before covering;
 - (c) at intervals deemed necessary by the authority having jurisdiction based on the complexity of the building; and
 - (d) when construction has been completed so that a final inspection can be made.

(See Appendix Note A-2.1.1.11(3) NSBCR)

BUILDING CODE ACT BY-LAW

PART 5 PERMIT FEES

- 5.1 An applicant for a building, occupancy or demolition permit shall pay the fees prescribed by Council by policy.
- 5.2 For the purposes of calculating permit fees, square footage shall be based on:
- (a) for buildings intended for human occupancy, the gross floor area of the building, including the floor area of a basement; or
 - (b) for buildings not intended for human occupancy, the gross floor area of the main floor.
- 5.3 Fees, less a nominal processing charge established by Council, shall be refunded where the application was not completed or was denied or withdrawn after the permits were issued and before construction has commenced.

PART 6 CONNECTION TO MUNICIPAL WATER

- 6.1 Everyone who connects or causes to be connected a water line from a building to the municipal water line shall connect to this line a water regulating valve which shall be located after the water meter and before the first water fixture and a backflow/back siphon device.

PART 7 CONNECTION TO MUNICIPAL SEWER OR STORM WATER LINE

- 7.1 Everyone who connects or causes to be connected a sewer line from a building to the municipal sewer line shall install a backflow prevention device to this line provided that the requirements of the National Plumbing Code are met.
- 7.2 Everyone who connects or causes to be connected to a municipal storm water line from a building perimeter footing drain must install a backflow prevention device between the building and municipal storm water line. Water leaders from roof drains are not to be connected to the municipal storm water line unless no other means of diverting roof water away from the building or adjoining properties is practical.

PART 8 REPEAL

- 8.1 The Building Code Act By-law passed by the Council of the Municipality of the District of West Hants on June 20, 2013 as amended to November 14, 2019 is hereby repealed.

BUILDING CODE ACT BY-LAW

- 8.2 The Building Code Act By-law passed by the Council of the Town of Windsor on February 25, 2014 is hereby repealed.

I, Rhonda Brown, Municipal Clerk of the Regional Municipality of Windsor and West Hants, Province of Nova Scotia, do hereby certify that this is a true copy of the By-law as adopted by the Council of the Regional Municipality of Windsor and West Hants at a meeting duly called and held on the ____day of ____ (month), ____ (year).

(Signature of Municipal Clerk)

(Typed name of Municipal Clerk)

By-Law Adoption	
First Reading:	<i>Date</i>
Notice Published:	<i>Date</i>
Second Reading & Approval	<i>Date</i>
Final Publication	<i>Date</i>
Notice to Municipal Affairs	<i>Date</i>
Description:	



WEST HANTS REGIONAL MUNICIPALITY

Recommendation Report

To: Members of Council

Submitted by: Madelyn LeMay, Director, Planning and Development

Date: July 28, 2020

Subject: Repeal: Town of Windsor Minimum Standards By-Law
File # 20-19B

Background

On July 2 Staff recommended to the Windsor Area Advisory Committee (WAAC) that the Town of Windsor Minimum Standards By-Law be repealed.

Windsor Area Advisory Committee Recommendation

WAAC recommended in favour of the repeal on July 2, 2020.

Planning Advisory Committee Recommendation

The Planning Advisory Committee (PAC/HAC) recommended in favour of the repeal on July 9, 2020.

Possible Motion

Should Council wish to repeal the Windsor Minimum Standards By-law, the following motion would be in order:

...that Council give First Reading and proceed to a Public Hearing regarding repeal of the Minimum Standards By-law #36 – Town of Windsor as recommended in the report to the Windsor Area Advisory Committee entitled Town of Windsor Minimum Standards By-Law dated July 2, 2020.

Attachments

Appendix A 2020-07-02 Staff Report: Repeal: Town of Windsor Minimum
Standards By-Law File # 20-19

Report Approved by: _____

Mark Phillips, CAO



WEST HANTS REGIONAL MUNICIPALITY RECOMMENDATION REPORT

To: Members of Windsor Area Advisory Committee (WAAC)

Submitted by: _____
Madelyn LeMay, Director, Planning and Development

Date: July 2, 2020

Subject: Repeal: Town of Windsor Minimum Standards By-Law
File # 20-19

1.0 LEGISLATIVE AUTHORITY

Municipal Government Act (MGA) s.181

2.0 RECOMMENDATION

If WAAC wishes to forward a positive recommendation the following motion would be in order:

WAAC recommends that PAC/HAC recommend to Council that Council give First Reading and proceed to a Public Hearing regarding repeal of the Minimum Standards By-law #36 – Town of Windsor as recommended in the report entitled Town of Windsor Minimum Standards By-Law dated July 2, 2020.

3.0 BACKGROUND

Windsor has had a Minimum Standards By-law in place since at least 2008. As far as can be determined, West Hants has never had a similar by-law.

4.0 DISCUSSION

The Town of Windsor Minimum Standards By-Law applies to all residential occupancies with the community of Windsor. It establishes minimum standards

for fire prevention (including fire alarm and detection systems, fire separations and yards being kept free of debris), structural soundness, all aspects of a dwelling including roofs, eaves troughs, everything between gutters and foundations, and pests. It is enforced by a person appointed by the CAO; this was the Building Official/Fire Inspector for Windsor.

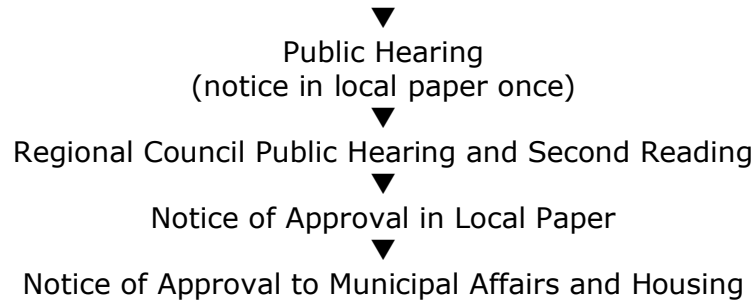
The West Hants Building and Fire Officials have recommended that the Windsor Minimum Standards By-law be rescinded for the following reasons:

- all aspects of the By-law can be dealt with under existing Provincial and Municipal By-laws and/or legislation;
- the Fire Safety Act and the Building Code Act allow for the enforcement of requirements regarding Fire Prevention, Structural Soundness, Roof, Eave Trough and Gutters, Foundation and Exterior Walls, Windows and Doors, Egress, Stairs, Decks and Balconies, Interior Walls, Ceilings and Floors, Fireplaces, Fuel-burning Appliances and Chimneys, Heating, Plumbing Facilities and Fixtures, Bathrooms, Kitchens, Sleeping Rooms, Electrical Systems, Natural Light and Ventilation and all aspects of the Boarding and Rooming Houses sections;
- West Hants Regional Municipality has a Dangerous or Unsightly Premises Policy which along with the Part XV of the Municipal Government Act includes many of the items covered by the Minimum Standards By-law;
- parts of the Minimum Standards By-law are subjective and individual perception varies when it comes to complaints regarding appearance of a property. What one person perceives as being unkept may not necessarily be viewed in the same manner by another person;
- the Windsor Minimum Standards by-law was adopted in 2008; if it remains in force it will need to be updated;
- a similar by-law for Hantsport (By-Law 80, Minimum Housing and Maintenance Standard By-Law) was repealed September 10, 2019 and its requirements are being enforced under the Building Code Act, Fire Safety Act and/or Dangerous or Unsightly Premises Policy with no issues having been identified so far.

5.0 NEXT STEPS

The same process is required to rescind a by-law as is required to approve a by-law.





6.0 FINANCIAL IMPLICATIONS

There are no financial implications for the Region associated with rescinding the Minimum Standards By-law.

7.0 ALTERNATIVES

Should WAAC not wish to recommend rescinding the By-law to PAC/HAC, WAAC may:

- recommend that the By-law is still required; or
- provide alternative direction, such as requesting further information on a specific topic.

ATTACHMENTS

Attachment A Windsor Minimum Standards By-law

Attachment B Repeal By-law 36; Repeal of Windsor Minimum Standards By-law

Report Prepared by: _____

Madelyn LeMay, Director, Planning and Development

Report Reviewed by: _____

Rhonda Brown, Municipal Clerk

Report Reviewed by: _____

Tim Leslie, Manager, Building and Development Services

TOWN OF WINDSOR

BY-LAW 36

MINIMUM STANDARDS BY-LAW

(Approved by Council: October 28, 2008)

PURPOSE AND SCOPE

- 36.01 This By-law shall apply to all residential occupancies within the Town of Windsor.
- 36.02 Where a provision of this By-law conflicts with the provision of another By-law in force within the Town, the provision that establishes the higher standards to protect the health, safety, and welfare of the general public shall prevail.
- 36.03 Standards prescribed in this By-law are intended to provide for safe and secure living premises and occupancy of existing buildings and property, taking into consideration the overall condition of the existing and neighbouring buildings and properties.

DEFINITIONS

- 36.04 Unless otherwise defined herein, definitions contained in the *Building Code Act*, the *Nova Scotia Building Code Regulations*, the *Municipal Government Act*, the *National Fire Code* and the *National Building Code* also apply to this By-law.
- 36.05 In this By-law:
- (a) "Bathroom" means a habitable room containing at least one toilet, one wash basin and a tub or shower;
 - (b) "Boarding or Rooming House" means a single unit dwelling in which the resident supplies, for compensation, either room or room and board in more than two rooms but not more than five rooms, exclusive of those for the resident and family, and which is not open to the travelling public;
 - (c) "Dwelling Unit" means one or more habitable rooms designed or intended to be used by one or more individuals as a separate and independent housekeeping place in which separate kitchen and sanitary facilities are provided for the exclusive use of such individual or individuals, with a private entrance from outside of the building or from a common hallway or stairway inside the building;
 - (d) "Fire Separation" means a construction assembly that acts as a barrier against the spread of fire;
 - (e) "Habitable Room" means a room designed for or which may be used for living, sleeping, eating or cooking;
 - (f) "Inspector" means the person or persons appointed by the Chief Administrative Officer to be the Inspector of Standards or their designate;
 - (g) "Kitchen" means a habitable room containing a sink, storage area(s), a counter or work area(s) and space provided for cooking and refrigeration appliances including suitable electrical or gas connections;
 - (h) "Order to Comply" means a notice to the owner of a building to correct any violations of this By-law;
 - (i) "Owner" includes any one or combination of the following as defined in the *Municipal Government Act*:
 - (i) a part owner, joint owner, tenant in common or joint tenant of the whole or any part of land or building,
 - (ii) in the case of the absence or incapacity of the person having title to the land or building, a trustee, an executor, a guardian, an agent, a mortgagee in

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- possession or a person having the care or control of the land or building,
- (iii) a person who occupies shores, beaches or shoals,
 - (iv) in the absence of proof to the contrary, the person assessed for the property;
- (j) “Residential Occupancy” means the occupancy or use of a building or part thereof for sleeping accommodation but shall not include buildings where people are harboured or detained or hunting camps, cottages or other similar seasonal residences;
- (k) “Smoke Alarm” means a combined smoke detector and an audible alarm device designed to sound an alarm within the room or suite in which it is located upon the detection of smoke within that room or suite;
- (l) “Town” means the incorporated Town of Windsor; and
- (m) “Waterproof Finish” means ceramic, plastic, sheet vinyl, laminated linoleum or other material rendering a surface material impermeable to water.

GENERAL DUTIES AND OBLIGATIONS

- 36.06 The owner of a building shall maintain the building to the standards as provided in this By-law.
- 36.07 In enforcing this By-law, the Inspector shall make reference to the provisions of the Building Code By-law of the Town or any other By-law of the Town and the applicable *National Building Code*.
- 36.08 The standards of this By-law are minimum standards and this By-law shall not be construed so as to lessen the requirements prescribed for buildings, constructions, repairs and alterations.

GENERAL MAINTENANCE STANDARDS

Fire Prevention

- 36.09 Fire alarm and detection systems shall be maintained in an operational condition at all times.
- 36.10 As required, the owner of every building shall install a fire alarm system in conformance with the requirements of the *National Building Code*.
- 36.11 Where the *National Building Code* does not require the installation of a fire alarm system, a smoke alarm system shall be installed in compliance with applicable code(s).
- 36.12 All required fire separations shall be maintained so as to adequately prevent the spread of fire.
- 36.13 All yards shall be kept clean and free of all debris, tall grass and weeds for a distance of at least four metres from any residential building.

Structural Soundness

- 36.14 Every part of a building shall be maintained in a structurally sound condition so as to be capable of sustaining safely its own weight and any load to which it may normally be subjected.
- 36.15 The Inspector may direct that tests of materials, equipment, devices, construction methods, structural assemblies or foundation conditions be made, or sufficient evidence or proof be submitted at the expense of the owner, where such evidence or proof is necessary to determine whether the material, equipment, device, construction or foundation meets the prescribed requirements.

Roofs, Eave Troughs and Gutters

- 36.16 Roofs shall be kept weather tight and free from leaks.
- 36.17 Every eaves trough, roof gutter and down pipe shall be kept in good repair.
- 36.18 Every roof shall be kept free from:
 - (a) loose or unsecured objects and materials,
 - (b) all other fire and accident hazards.

Foundations and Exterior Walls

- 36.19 The components of every exterior wall of a building and the exterior wall shall be maintained, reasonably weather tight and free from loose or unsecured objects and materials.
- 36.20 All foundation supports forming part of a building shall be maintained in good repair so as to prevent settlement of the building.

Pests

- 36.21 Buildings shall be kept reasonably free of rodents and insects.

Windows and Doors

- 36.22 Windows, doors, skylights and basement or cellar hatchways shall be maintained in good repair.
- 36.23 All windows that are required to be operable shall have suitable hardware so as to allow locking or otherwise securing from the inside as specified by the *National Building Code*.
- 36.24 All doors providing access to the dwelling unit shall have suitable hardware so as to allow locking or otherwise securing from inside as specified by the *National Building Code*.
- 36.25 Doors between an attached garage and the remainder of the building shall be fitted with weather stripping and a self closing device to prevent the passage of gases into the remainder of the building.

Egress

- 36.26 Every dwelling or dwelling unit shall have a safe, continuous and unobstructed passage from the interior of the dwelling to exterior grade level.
- 36.27 Buildings using a fire escape as a secondary means of egress shall keep the escape in good condition, free from obstructions and easily reached through an operable window or door operable from inside without requiring keys or specialized knowledge.
- 36.28 Any required egress shall not pass through a room in another dwelling unit or a service room.

Stair Decks and Balconies

- 36.29 Interior and exterior stairs, porches, balconies and landings shall be maintained in good repair so as to be free of defects which may constitute accident hazards.
- 36.30 Every open side of a stairway, flat roof to which access may be gained through a doorway, terrace, balcony, porch, landing, ramp or stairwell shall have a guard and handrail, firmly attached, so as to provide reasonable protection against accident or injury, where:
 - (a) the vertical rise between the base of the stairway and the top of the stairway exceeds two feet (0.6m) - excepting those leading to cellars or crawlspaces; or
 - (b) the flat roof, terrace, verandah, porch, landing or stairwell:
 - (i) is more than two feet (0.6 m) above the ground floor or other horizontal place below, and

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- (ii) can be used by any person who is in, on or at the building.
- 36.31 Every stairway that does not require a guard under Section 36.30, and stairways leading to cellars or crawl spaces, shall have a rigid handrail on at least one side of the stairway firmly attached so as to provide reasonable support for the persons using the stairway.

Interior Walls, Ceilings, and Floors

- 36.32 Every wall and floor in a building shall be reasonably smooth and level and maintained so as to be free of all protruding, broken, or decayed boards or coverings.
- 36.33 Shower walls and walls abutting bathtubs shall be impervious to water to the height specified in the *National Building Code*.
- 36.34 Finish flooring in kitchens, bathrooms, toilet rooms, shower rooms and laundry rooms shall be impervious to water or sealed to prevent water infiltration.

Fireplaces, Fuel-burning Appliances, and Chimneys

- 36.35 Every fuel-fired appliance intended for use as a central heating source shall meet the requirements of the applicable CSA Standard.
- 36.36 Where required by the *National Building Code*, a carbon monoxide (CO) detector shall be maintained in operational condition at all times.
- 36.37 Every fireplace used, capable of being used, or intended to be used in a building for burning fuel in an open fire shall be:
- (a) maintained in good repair so as to prevent the heating of adjacent combustible material or structural members to unsafe temperatures; and
 - (b) effectively vented to the outside air by means of a chimney.
- 36.38 Equipment that burns fuel in a building shall be effectively vented to the outside air by means of a chimney, flue, smoke pipe, vent pipe or a similar duct.
- 36.39 Every chimney, smoke-pipe, flue and vent shall be maintained in good repair so as to prevent
- (a) smoke, fumes or gases from entering the building; and
 - (b) the heating of adjacent combustible material or structural members to unsafe temperatures.
- 36.40 All connections between liquid or gaseous fuel burning equipment in a dwelling and the source of liquid or gaseous fuel shall be maintained in good repair, and shall meet the requirements of all applicable standards.
- 36.41 If in the opinion of the Inspector, there is doubt as to the safety of the heating system or parts thereof, the Inspector may direct that tests of materials, equipment, devices, and construction methods be made or sufficient evidence or proof be submitted at the expense of the owner, where such evidence or proof is necessary to determine whether the material, equipment, device or construction meets the prescribed requirements.

Heating

- 36.42 Every building shall be provided with suitable heating facilities capable of maintaining an indoor ambient temperature of 22 degrees Celsius throughout all occupied areas.

Plumbing Facilities and Fixtures

- 36.43 All water supply pipes shall be provided with an adequate supply of potable running water.
- 36.44 All bathroom, kitchen and laundry plumbing fixtures shall be provided with:
- (a) a supply of hot and cold running water;

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- (b) hot water capable of being supplied at a temperature of not less than 43 degrees Celsius and a temperature of not more than 60 degrees Celsius; and
 - (c) a mixing valve shall also be provided where required by the *National Plumbing Code*.
- 36.45 All plumbing fixtures shall be connected to the sewage system through water seal traps and be appropriately vented.
- 36.46 Every fixture shall be of such materials, construction and design that will ensure the exposed surfaces of all parts are hard, smooth, impervious to hot and cold water, readily accessible for cleansing and free from blemishes, cracks, or other imperfections that may harbor germs or impede thorough cleansing.
- 36.47 Plumbing, including drains, water supply pipes, toilets and other plumbing fixtures shall be maintained in good working condition free of leaks and defects and all water pipes and appurtenances thereto shall be protected from freezing.
- 36.48 All service water heaters or coils used to supply the hot water to plumbing fixtures shall be equipped with a temperature and pressure relief valve designed to open and discharge sufficient water to keep the temperature of the water from exceeding 99 degrees Celsius and a pressure relief valve designed to open when the water pressure reaches the rated working pressure of the tank.

Bathrooms

- 36.49 Every bathroom or toilet room shall be fully enclosed and provided with a door equipped with a locking device and latch.
- 36.50 Where a bathroom is shared by occupants, an appropriate entrance shall be provided from a common passage way, hallway, corridor or other common space to the bathroom.
- 36.51 Every bathroom shall be equipped with either an operable window or a mechanical exhaust fan which shall be maintained in good working order.

Kitchens

- 36.52 Every kitchen shall be equipped with:
- (a) a sink that is served with hot and cold running water;
 - (b) a suitable storage area;
 - (c) a counter or work area covered with a material that is easily cleanable; and
 - (d) a suitable space provided for a stove and refrigerator including appropriate electrical hook ups.

Sleeping Rooms

- 36.53 A sleeping room shall:
- (a) have a window for egress as required by the *National Building Code*;
 - (b) have a minimum floor area of eight square meters or be shown to be capable of accommodating a bed and bureau; and
 - (c) not serve any other uses such as a lobby, hallway, closet, bathroom, laundry room, stairway, kitchen or service room.

Electrical System

- 36.54 The electrical wiring, fixtures, switches, receptacles, and appliances located or used in every building shall be installed and maintained in good working order so as not to cause fire or electrical shock hazards.
- 36.55 If in the opinion of the Inspector, there is doubt as to the safety of the electrical system or

parts thereof, the Inspector may direct that tests of materials, equipment, devices and construction methods be made, or sufficient evidence or proof be submitted at the expense of the owner, where such evidence or proof is necessary to determine whether the material, equipment, device or construction meets the prescribed requirements.

Natural Light and Ventilation

- 36.56 All enclosed areas including basements, cellars, crawl spaces, and attics or roof spaces, shall be ventilated.
- 36.57 Every habitable room except a kitchen, bathroom or toilet room shall have a window or windows, skylight or translucent panel opening directly to an outside space.
- 36.58 Where adequate ventilation is not provided by means of a mechanical system, every occupied room shall have an operable window, skylight, or door capable of providing ventilation.
- 36.59 All mechanical ventilation systems shall be maintained in good working order.

BOARDING AND ROOMING HOUSES

General Provisions

- 36.60 This section shall not relieve any owner of a boarding or rooming house from compliance with all of the other standards of this By-law or any other applicable regulations.
- 36.61 The owner shall maintain the boarding or rooming house in a clean, secure and sanitary condition at all times and without limiting the generality of the foregoing shall:
- (a) provide working locks on all tenant sleeping rooms that are operable from inside without requiring keys or specialized knowledge;
 - (b) where cooking facilities have been provided, ensure that all appliances are in a clean and safe working condition;
 - (c) not permit cooking in any sleeping room except by the use of a microwave oven; and
 - (d) provide at least one bathroom for every six occupants or fewer.
- 36.62 All Boarding and Rooming Houses shall meet the following provisions:
- (a) every sleeping room shall have at the entrance a solid core door with self closing device and positive latching mechanism acceptable to the Inspector;
 - (b) every floor level containing sleeping rooms shall be served by at least one (1) exit or acceptable means of emergency egress;
 - (c) all floor assemblies shall be constructed as fire separations;
 - (d) buildings with 10 or fewer persons occupying sleeping rooms shall provide and maintain a smoke alarm system comprised of the following:
 - (i) in each common hallway and on the ceiling of each floor adjacent to the stairways a photo-electric ULC smoke alarm with a visual indication that it is in operating condition;
 - (ii) such alarms shall be electrically interconnected with each other so that each alarm will sound in all others throughout the building;
 - (iii) this system shall be installed using permanent connections to an electrical circuit used for lighting, excluding kitchen circuits, and shall have no disconnect switch between the over current device and the smoke alarms;
 - (iv) such systems shall be equipped with battery back-up; and
 - (v) all sleeping rooms shall be equipped with smoke alarms;
 - (e) portable fire extinguishers shall be provided as per the *National Fire Code*;

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- (f) emergency lighting shall be installed in all common areas;
 - (g) all sleeping rooms, kitchens, service rooms and laundry rooms shall be separated from the remainder of the building by a fire separation;
 - (h) all sleeping rooms shall have windows which meet the egress requirements of the *National Building Code* or be provided with an exterior exit;
 - (i) at least one copy of the fire safety plan shall be prominently posted on each floor as approved by the Inspector;
 - (j) every fuel-fired appliance intended for use as a central heating source shall be located in a room separated from the remainder of the building by a fire separation;
 - (k) a carbon monoxide (CO) detector shall be installed in every building equipped with a fuel-burning appliance intended for use as a central heating source as required by the *National Building Code*; and
 - (l) all common laundry rooms shall meet the requirements of the *National Building Code*.

INSPECTIONS

36.63 Where an inspection is required or conducted pursuant to this By-law:

- (a) the Inspector may enter in or upon land or premises at a reasonable time without a warrant;
- (b) except in an emergency, the Inspector shall not enter a room or place actually being used as a dwelling without the consent of the occupier, unless the entry is made in daylight hours and written notice of the time of the entry is given to the occupier at least twenty-four hours in advance; and
- (c) where a person refuses to allow the Inspector to exercise, or attempts to interfere or interferes with the Inspector in the exercise of a power granted pursuant to this By-law, the Inspector may apply to a judge of the Supreme Court of Nova Scotia for an order,
 - (i) to allow the Inspector entry to the building, and
 - (ii) restraining a person from further interference.

ORDERS BY THE INSPECTOR

36.64 If after an inspection, the Inspector is satisfied that in some respect the building does not conform to the standards prescribed in this By-law, the Inspector shall serve or cause to be served by personal delivery or certified mail to the owner(s) of the property, an Order to Comply and may at the same time provide all occupants of the building with a copy of such Order.

36.65 Every Order to Comply shall contain:

- (a) the standards to which the building does not comply;
- (b) the date after which the building will be subject to a reinspection to ascertain compliance with the Order;
- (c) the action that will be taken against the owner, should the building not comply to the prescribed standards at the time of the reinspection.

36.66 Where an Order has been served upon an owner, and the owner provides the Inspector with a schedule outlining specific time frames within which the work specified in the Order will be completed, the Inspector may accept or amend the schedule at which time the schedule will become a part of the Order.

36.67 An owner may appeal an Order to the By-law Enforcement Committee of the Town within seven days after the Order is served.

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- 36.68 Where an owner fails to comply with the requirements of an Order within the time specified in the Order, the Inspector may have a contractor enter upon the property and carry out the work specified in the Order.
- 36.69 Where the Town carries out the work specified in the Order, the Town may charge and collect the costs thereof as a first lien on the property affected.

PENALTIES

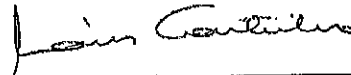
- 36.70 Failure to meet each and every standard specified in this By-law shall constitute a separate and distinct offence.
- 36.71 Every person who violates or fails to comply with any of the provisions of this By-law shall be liable, upon summary conviction, to a penalty of not less than Two Hundred and Fifteen Dollars (\$215.00) and not exceeding Ten Thousand Dollars (\$10,000.00) and in default of payment to imprisonment for a period not exceeding sixty (60) days.
- 36.72 In any prosecution or proceeding in respect to any contravention of, or failure to comply with any provision of this By-law, which contravention or failure of compliance continues from day to day, the Court or Judge before whom the matter of such contravention or failure of compliance is heard, may, in addition to the penalty imposed for such contravention or failure, impose a further penalty not exceeding one hundred dollars or in default of payment ten (10) days imprisonment, for each day during which such contravention or failure has been continued.

I, Louis Coutinho, Chief Administrative Officer of the Town of Windsor in the Province of Nova Scotia, do hereby certify that the foregoing is a true copy of the Minimum Standards By-law duly passed at a duly called meeting of the Council of the Town of Windsor duly convened and held on the 28th day of October, A.D., 2008 and published in the Hants Journal, a newspaper circulating in the Municipality on the 6th day of November, A.D., 2008.

GIVEN under the hand of the Town Clerk and under the corporate seal of said Town this 10th day of Nov., A.D., 2008.

First Reading: September 23, 2008

Second Reading: October 28, 2008



LOUIS COUTINHO
CHIEF ADMINISTRATIVE OFFICER

REGION OF WINDSOR AND WEST HANTS MUNICIPALITY

REPEAL-001

REPEAL OF TOWN OF WINDSOR BY-LAW #36 – MINIMUM STANDARDS BY-LAW

1. AUTHORITY

Pursuant to Section 181, *Minimum Standards By-law* of the Municipal Government Act (MGA), Council may adopt a policy prescribing minimum standards.

Local government bylaws may only be amended or repealed by by-law. Amendment and repeal by-laws are subject to the same requirements as the legislative authority to establish a new one. The adoption procedures outlined in Part VII, By-Laws, Sections 168 and 169 apply to all by-laws including a repeal by-law.

2. TITLE

This By-law is entitled "Repeal of Minimum Standards By-law #36 – Town of Windsor".

3. PURPOSE

By-law #REPEAL-001 hereby repeals Minimum Standards By-law #36 – Town of Windsor.

4. EFFECTIVE DATE

This By-law is effective upon publication of passage of the By-law.

I, Rhonda Brown, Municipal Clerk of the Region of Windsor and West Hants Municipality, the Province of Nova Scotia, do hereby certify that this is a true copy of the By-law as adopted by the Council of the Region of the Windsor and West Hants Municipality at a meeting duly called and held on the ____ day of _____(month), _____(year).

R. N. Brown
Municipal Clerk

Adoption	
Notice to Council:	Date
Approval:	Date
Description:	



**WEST HANTS REGIONAL MUNICIPALITY
COUNCILLOR MUNICIPAL BUSINESS REPORT**

Name: Debbie Francis

Date: July 21, 2020

Date of Last Council Meeting Attended: June 23, 2020

Committee Meeting Attendance

Date	Committee	Summary
July	Dykeland Lodge introduction	I am the alternate for the Dykeland lodge board. I was to Dykeland to pick up my package from Krista and listened in their meeting to be introduced.
June	The Station Food Hub	I met with Rebecca and Heather to see how things were coming, they needed their lease finalized for the driveway, and requested the Presentation to Council.
June	Residents concerns	I have been speaking with residents with concerns on the conditions of roads, Panuke Road and also ditching on Wentworth Road, as these are Provincial roads I relayed the information to TIR.

Event or Conference Attendance

Date	Event or Conference	Summary

--	--	--

Committee's Chair or Designate Detailed Committee Meeting Summary

Detail	Summary		
Committee Name		Meeting Date	
Meeting Highlights:			
Budget:			
New Projects:			
Policy Changes:			

June 5, 2020

Hand Delivered

The Honourable Chuck Porter
Minister of Municipal Affairs and Housing
Province of Nova Scotia
Department of Municipal Affairs
14th Floor North, Maritime Centre
1505 Barrington Street
Halifax, NS B3J 2M4

Dear Minister Porter:

Re: Region of Windsor and West Hants Municipality - Final Report

I am pleased to submit my Final Report as Co-ordinator of the Regional Municipality.

Transitions are a critical time for organizations. My hope is that the recounting of the Committee's work will capture the special character of this venture and offer insight and encouragement for local government working together with the Province to help shape a better future for Nova Scotia.

Thank you.

Yours very truly,

Kevin Latimer
DKL/as

Enclosure

cc: Co-ordinating Committee
Mark Peck

Kevin Latimer, Q.C. | Partner

Direct 902 491 4212 *Main* 902 421-6262 *Fax* 902 421-3130 *Email* klatimer@coxandpalmer.com

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**Municipal Affairs and Housing
Office of the Minister**

PO Box 216, Halifax, Nova Scotia, Canada B3J 2M4 • Telephone 902-424-5550 Fax 902-424-0581 • novascotia.ca

July 24, 2020

Kevin Latimer
VIA EMAIL: klatimer@coxandpalmer.com

Dear Mr. Latimer:

Thank you for your e-mail of July 2, 2020, with respect to the dissemination of your final report on the consolidation of the Town of Windsor and the Municipality of the District of West Hants.

I am happy to hear that the Windsor/West Hants consolidation work is of interest across Canada, and I sincerely hope that others may be able to learn from our experiences in this regard. Municipal Modernization has been a priority of the Department of Municipal Affairs and Housing for many years now, and we applaud those who are exploring structural change in an effort to better serve their residents.

As you know, the Co-ordinating Committee for the Windsor/West Hants consolidation requested this report, and it was not at the behest of the Province. Therefore, the Province takes no position on the distribution of this document; that is between you and Council for the Region of Windsor and West Hants Municipality.

Thank you for taking the time to let me know about the interest that this work has generated.

Sincerely,

A handwritten signature in blue ink that reads 'Chuck Porter'.

Chuck Porter
Minister



CO-ORDINATOR'S FINAL REPORT

“Stronger Together”

Kevin Latimer, Q.C.
Transition Co-ordinator
Region of Windsor and West Hants Municipality

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I. INTRODUCTION

More than three centuries after two Nova Scotia municipalities were founded, they became one on April 1, 2020. The Region of Windsor and West Hants Municipality (“W/WH”) began its new unitary life 16 months after the Nova Scotia government passed special legislation to facilitate the friendly merger.

Voluntary municipal consolidations are extremely rare in Nova Scotia, especially between long-standing rural and urban communities. Looking back, it’s clear that the consolidation process went well. The structure of the Co-ordinating Committee was well thought through and the goodwill of its members, and the communities they served, was constant.

W/WH’s experience of joining together and moving through a friendly consolidation is instructive for any local government wanting to understand the driving forces for a successful merger, the mechanics of the transition process and anticipated outcomes.

The W/WH municipal merger is unique in many respects:

- It stands in contrast to other recent Nova Scotia restructuring ventures since it resulted from a joint request of the two councils for special legislation to establish the new regional municipality. It was not created by edict from a senior level of government nor did it result from a dissolution supervised by the Nova Scotia Utility and Review Board (the “NSUARB”);
- The special legislation conferred responsibility for designing the new governance model and administrative structure to a Co-ordinating Committee comprised of elected officials from the region itself;
- The legislation provided a tie-breaking mechanism to ensure that the Co-ordinating Committee had the ability to make timely decisions. In contrast to a consensual approach, this model ensured that the Committee functioned in an organized, thoughtful and deliberate manner;
- The project had an end date, namely April 1, 2020 for completion of the Committee’s work and start-up of the new unit; and
- On completion, the Committee turned responsibility for W/WH over to the newly elected Mayor and council effective April 1, 2020.

The result, we believe, is a municipality with a refreshed council and strong administrative foundation that will function more effectively for the combined region than would otherwise have been the case. “Change is not just the responsibility of the federal and provincial governments”, said Mayor Allen, “it’s also our responsibility, starting at the grass roots”. In passing, it should be noted that the new council includes three members of the Co-ordinating Committee who ran in the March 7 elections, including Abraham Zebian who was elected as Mayor of the new regional municipality. “This is proof,” said Mayor Zebian, “that the residents trust and follow their elected officials” on big issues like the merger.

This report is prepared with the experience and learnings of the merger top of mind. Its focus is two-part: first, describe and explain the merger and the path that led to and through it; and second, to reflect on the merger process and identify key lessons and recommendations for other units considering a similar path. In this way, local governments and the citizens they serve will have a better understanding of some of the expected results of a merger and a proven path to creating a successful unitary municipality.

II. CAST OF PLAYERS

Co-ordinating Committee

- Mayor Anna Allen (Town of Windsor)
- Deputy Mayor Laurie Murley (Town of Windsor)
- Warden Abraham Zebian (Municipality of West Hants)
- Deputy Warden Paul Morton (Municipality of West Hants)
- John Bregante (Alternate / Town of Windsor)
- Jennifer Daniels (Alternate / West Hants / December 2018 – October 2019)
- Rupert Jannasch (Alternate / West Hants / October 2019 – April 2020)
- Kevin Latimer, Q.C. (Transition Co-ordinator)



Members of the Windsor-West Hants Transition Committee, include, from left: West Hants Deputy Warden Paul Morton, Windsor Mayor Anna Allen, Transition Co-ordinator Kevin Latimer, West Hants Warden Abraham Zebian and Windsor Deputy Mayor Laurie Murley (Photo by Colin Chisholm)

Project Administrator: Donna Jones

Town of Windsor CAO: Louis Coutinho

Municipality of the District of West Hants CAO: Martin Laycock

The Region of Windsor and West Hants Municipality CAO: Mark Phillips

Minister of Municipal Affairs and Housing:

- The Honourable Derek Mombourquette (2017-2018)
- The Honourable Chuck Porter (2019-2020)

Department of Municipal Affairs and Housing Team

- Shannon Bennett
- Emily Pond
- Ron Dauphinee
- Nick Barr
- Mark Peck

Town of Windsor Council

- Mayor – Anna Allen
- Deputy Mayor – Laurie Murley
- CAO – Louis Coutinho
- Councillor – John Bregante
- Councillor – Jim Ivey
- Councillor – Shelley Bibby
- Municipal Clerk – Shelleena Thornton
- Director of Community Development - VanEssa Roberts
- Director of Finance - Doug Armstrong
- Director of Public Works – Todd Richard

Municipality of the District of West Hants Council

- Warden – Abraham Zebian
- Deputy Mayor – Paul Morton
- CAO – Martin Laycock
- Councillor District #1 – R. Jannasch
- Councillor District #2 – K. Monroe
- Councillor District #3 – D. Keith
- Councillor District #4 – T. Leopold
- Councillor District #5 – D. Francis
- Councillor District #6 – R. Hussey
- Councillor District #7 – J. Daniels
- Councillor District #10 – R. Zwicker
- Municipal Clerk – R. Brown
- Director of Finance – Carlee Rochon
- Executive Assistant/Communication Coordinator – Chrystal Remme
- Director of Public Works – Brad Carrigan
- Director of Planning – Madelyn LeMay
- Director of Parks & Recreation – Kathy Kehoe

III. BACKGROUND

Prior to their merger on April 1, 2020, the Municipality of the District of West Hants ("West Hants") and the Town of Windsor ("Windsor") were distinct municipal entities. They each had their own Councils, CAOs and administrative workforces. Although some services were shared between the units, the municipalities taxed residents separately and represented distinct communities.

West Hants, a predominantly rural area, had a population of approximately 15,368 and covered 1,244 km². By comparison, Windsor's population was approximately 3,648. It comprised an area of approximately 9 km². Windsor constituted the central business district in the middle of the former West Hants geographic area.

West Hants had been through a previous consolidation. In 2015 the Town of Hantsport became part of West Hants by order of the NSUARB following a Town Council vote to dissolve its municipal incorporation. At the time of dissolution, Hantsport's population was approximately 1,500.

Between 2006 - 2016, West Hants and Windsor had slightly different trends in population growth. West Hants had a steady rise in population after 2001, increasing from 14,982 in 2001 to 15,370 in 2016. Windsor's population fluctuated through the same period of time, generally hovering around 3,700.

Each of the units enjoyed reasonably good financial health. The Department of Municipal Affairs compiles annual reports that focus on financial matters, administration and community characteristics. The overall Financial Conditions Index Assessment ("FCI") for both West Hants and Windsor in 2017 – 2018 was green (low risk). The highlights from their respective reports showed good financial management around maintaining liquidity, managing debt levels and minimizing reliance on government transfers.

The municipal reports indicate that in 2018 West Hants generated 75% of its municipal revenues from its own sources while 25% came from transfers from other levels of government. In Windsor's case, 78% of municipal revenues were generated from Windsor's own sources, while 22% came from transfers from other levels of government.

Generally speaking, the assessment and dwelling growth trends of the municipalities were favourable. The respective tax bases of the two units were complementary. West Hants had a strong residential / resource tax component. Windsor had a relatively strong commercial tax base. Each had something different to contribute to the new whole.

Ultimately, the merger brought together a larger and a smaller partner. One being predominantly rural, comprising 51 rural communities. The other being mainly urban. The larger rural partner geographically surrounded the smaller urban district. Highway 101 intersects both units. Both enjoyed relatively good fiscal health.

While both units were performing reasonably well, both recognized limits on their ability to thrive without real structural change. They had experienced increasing friction competing for new growth opportunities and through a number of aggravating inter-municipal issues. By 2018 those challenges translated into citizen advocacy favouring the need to come together. The time was ripe for strong municipal leadership to create a new form of local government that would better serve the citizens of the region.



IV. PRELUDE TO MERGER

West Hants and Windsor had a history of citizens from both communities working towards a new municipality. These discussions waxed and waned over time but came to a head in 2016 when citizens from both West Hants and Windsor filed an application¹ with the NSUARB to amalgamate the municipalities. The primary focus driving the initiative centered on seizing regional growth opportunities and delivering better and more efficient services for citizens of the region. The application was filed pursuant to section 358(c) of the *Municipal Government Act*, S.N.S. 1998, c. 18 (“MGA”) and was supported by petitions gathered by the Avon Region Citizens Coalition (“ARC”), which were signed by more than 2000 electors in West Hants and more than 500 electors in Windsor.

The ARC application was adjourned in February 2017 when West Hants and Windsor entered into a Memorandum of Understanding (“MOU”)². While the municipalities had different views on amalgamating the two units, the MOU reflected their common desire to “work collaboratively and more closely on areas that will strengthen our greater community”.

Working in association with the Province, the leadership at both the elected and administrative levels carried the two units into a municipal modernization project by the spring of 2018. In correspondence dated February 22, 2018³ to Mayor Allen and Warden Zebian, then Minister Mombourquette said, “We look forward to working with you over the next several months to develop and pilot a new approach for regional governance that could serve as a model for other municipalities”. This eventually led to formal requests⁴ from the respective councils to the Minister of Municipal Affairs in July 2018 to enter “negotiations to consolidate the two municipalities through special legislation and that the process be completed no later than December 31, 2020”.

Three months later, in October 2018, the Province passed the *Region of Windsor and West Hants Municipality Act* (“Bill 55” or “the Act”)⁵ creating the Region of Windsor and West Hants Municipality effective April 1, 2020 (the “Regional Municipality”). Bill 55 established a Co-ordinating Committee with responsibility to design and implement the governance and administrative structures of the Regional Municipality. The Act provided for the appointment of a Co-ordinator by the Governor-in-Council to act as Chair of the Co-ordinating Committee and vote on questions considered by the Committee in the case of a tie.

In order to provide the Co-ordinating Committee with guidance when making decisions concerning the consolidation of the two communities, the two councils devised “Guiding Principles⁶” at a joint council workshop in October 2018. Among other things, the Guiding Principles called for inclusion of the culture of both the urban and rural communities in the new community, using the existing tax system as a base for developing a taxation model for

¹ ARC application to NSUARB

² Windsor/West Hants Councils MOU

³ Letter dated February 22, 2018 from Minister Mombourquette to Mayor Allen and Warden Zebian

⁴ Requests from councils to Minister of Municipal Affairs

⁵ Bill 55, *Region of Windsor and West Hants Municipality Act*

⁶ Guiding Principles

the consolidated community and making decisions with a view to economic development opportunities for the new region.

Two months later, in December 2018, Kevin Latimer, Q.C. was chosen through a procurement process as Co-ordinator for the project. The appointment of the Co-ordinator was made by Order-in-Council⁷ dated December 4, 2018.

⁷ Order in Council for Co-ordinator appointment

V. PROJECT TIMELINE



VI. TRANSITION TO W/WH

i. Special Legislation

Bill 55 established the Co-ordinating Committee's authority to design and implement the new operational structure of the Regional Municipality. The Co-ordinator was tasked to manage the consolidation in conjunction with a Co-ordinating Committee including the Mayor and Deputy Mayor of Windsor, and the Warden and Deputy Warden of West Hants. Each unit also designated an alternate to attend meetings of the Committee where a member of the Committee from that municipal unit was unable to attend.

The Act gave the Co-ordinating Committee all the powers of the Council of the Regional Municipality until the Council took office in April 2020. In carrying out its mandate, the Act gave the Committee authority to utilize information and assistance from West Hants and Windsor "as requested by the Co-ordinating Committee." It stipulated that upon incorporation of the Regional Municipality all acts of the Committee would have full force and effect and be deemed to have been exercised by the Regional Municipality.

The Act designated the Co-ordinator as Chair of the Co-ordinating Committee. It provided that all decisions of the Co-ordinating Committee were to be determined by majority vote. The Co-ordinator had authority to vote on questions considered by the Committee in the case of a tie. In such cases the decision of the Co-ordinator was final and binding. The Committee had final say on all decisions concerning the Regional Municipality's governance structure with the exception of the Council size and boundaries of polling districts for W/WH. The Co-ordinator was responsible to make an application to the NSUARB for approval of that aspect of the new entity.

Through the transition, the Act limited the ability of the two municipalities to commit or expend resources beyond March 31, 2020 except as authorized by the Co-ordinating Committee. For instance, neither unit could enter contracts extending beyond March 31, 2020, dispose of a capital asset or expend funds from an operating or capital reserve fund except as authorized by the Committee. On a forward-looking note, the Act addressed certain labour force issues from the perspective of both union and non-union employees. It also provided that the bylaws, orders, policies and resolutions in force in the two units immediately prior to April 1, 2020 continued in force in the area over which that municipal unit had jurisdiction until amended or repealed by the Council.

The Act required the Co-ordinating Committee to appoint a CAO for the Regional Municipality by January 1, 2020. Bill 55 mandated that the first election of Mayor and Councillors of the Regional Municipality be held on the first Saturday in March 2020. The Act confirmed that the Regional Municipality was exempt from conducting municipal elections in the ordinary course in October 2020. It left the naming of the Regional Municipality to the new Council. The Act gave the Minister authority to provide for "anything necessary or incidental to the incorporation and effective government of the Regional Municipality".

Bill 55 was the legislative vehicle that powered and carried the project on and through its journey to April 1, 2020.

ii. Committee Process

At an early stage the Co-ordinating Committee agreed that it would meet the first and third Monday of every month – alternating meeting locations between the respective municipal council chambers. The Committee adopted Terms of Reference⁸ to provide clarity around Committee decision-making and process. The document expressly adopted the Guiding Principles approved by West Hants and Windsor Councils. The Terms of Reference were amended from time to time over the course of the project.

Professional support for the Committee came from the Chief Administrative Officers of Windsor and West Hants, Louis Coutinho and Martin Laycock, and their staffs. In addition, in February 2019 the Co-ordinating Committee approved a Project Administrator role and subsequently confirmed the appointment of Donna Jones to carry out the role in March 2019. The Project Administrator reported to the Co-ordinator throughout the transition process.

The Province provided \$1.5 million in funding to support the Committee's consolidation work. The financial support was provided under a Funding Agreement⁹ entered between the Co-ordinating Committee and the Province in March 2019. The Committee, in turn, developed a project budget which was approved by the Committee in March 2019. In conjunction with the budget, the Committee adopted West Hants' financial policies and procedures to ensure good stewardship and accountability for expenditure of consolidation funding.

As the Co-ordinating Committee embarked on its work, it recognized that the process needed to have the community's understanding and trust. For the new regional municipality to be launched successfully in 2020, the community needed to believe that the key merger issues had been addressed thoughtfully and transparently and that, where necessary, reasonable compromises had been achieved. With that in mind, the Committee decided that all meetings would be open to the public. In fact, not long after getting under way, arrangements were made to live stream Committee meetings by Facebook to optimize public exposure. Meeting agenda packages were posted in advance on the *Stronger Region* website to be publicly accessible. Meeting minutes were also posted on the website. The Committee also agreed that studies commissioned by the Co-ordinating Committee would be made public.

In addition to providing regular budget updates to the Province, the Co-ordinator provided a Quarterly Status Report summarizing ongoing and pending activities for the Minister. The Committee kept the two Councils apprised of ongoing activities through their respective Committee representatives and CAOs. The CAOs also assumed responsibility to communicate with their respective staffs concerning the progress of the Committee's work.

In keeping with the legislative intention, the Committee acted early to recruit a CAO for the Regional Municipality. It was recognized that an early hiring decision would not only help the CAO's orientation for April 1, 2020 but would also provide leadership and support for the Committee in building the new entity. After a national search, Mark Phillips, (formerly CAO for the Town of Kentville), and a 20+ year member of the Canadian Association of Municipal

⁸ Terms of Reference

⁹ Funding Agreement

Administrators began his new job on September 16, 2019. Mr. Laycock continued to support the work of the Committee, working closely with Mr. Phillips until the end of the project. Mr. Coutinho also continued as a key supporter until his retirement in December 2019 when Todd Richard (Director of Engineering and Public Works for Windsor) assumed the Acting CAO role until March 31, 2020.

In addition to professional and administrative support throughout the project, the Committee also had the support of personnel from the Department of Municipal Affairs and Housing (“DMAH”). At a very early stage the Co-ordinator and CAOs began meeting regularly with DMAH personnel to discuss work plan and scheduling issues. DMAH staff had the experience of other amalgamations and recent dissolutions to draw upon in helping to devise a winning plan for the launch of W/WH. DMAH received agendas for Co-ordinating Committee meetings and generally made a point to have a representative present for regularly scheduled Committee meetings.

iii. Work Plan Approach

Working together, and with support from the CAOs and DMAH, a Project Work Plan (the “Work Plan”) was developed by the Committee in March 2019. The Work Plan identified critical tasks and scheduling milestones for completion before April 1, 2020. The Work Plan became a regular agenda item for Committee meetings to allow the Co-ordinator to brief the Committee and take questions on progress of the work. A copy of the Work Plan is attached to this report¹⁰.

Generally speaking, the Work Plan was organized around five key sections which reflected the broad strokes of the areas needing attention:

- a) Regional Government for Windsor/West Hants;
- b) Provision of Services/Infrastructure;
- c) Financial;
- d) Administrative/Administration; and
- e) Making the Change.

Good progress was made from start to finish in each of these categories.

A contract was awarded to Stantec in December 2018 for a governance review of issues surrounding Council size and polling districts. The consultant's report was delivered by mid-April 2019 and formed the basis for the Committee's application to the NSUARB for a Council consisting of a Mayor and 11 Councillors. The Consultant's work was guided by input gathered from an online and hardcopy survey and meetings throughout the two municipalities. Direct survey responses were received from approximately 800 residents. Following a two-day hearing in June 2019 the NSUARB released its decision in August confirming the number of polling districts at 11 and boundaries for the polling districts in accordance with the configuration recommended by Stantec and approved by the Committee.

¹⁰ Co-ordinating Committee Work Plan

The Committee hired Gerald Walsh & Associates in March 2019 to help determine how best to combine the two existing municipal administrative structures and workforces. By the fall of 2019 the Committee approved an administrative structure for the Regional Municipality and by January 2020, working together with the CAO, made decisions around senior managers and the balance of the workforce for the new entity.

Another consultant, Prime Communications, was retained early on to help develop a public engagement and information strategy. That work included adopting “Together” as the W/WH project brand, relaunching an updated *Stronger Region* website dedicated to the project, having a unified presence at community events and festivals through the spring/summer of 2019, conducting a public engagement survey, publishing quarterly newsletters and maintaining a media and social media presence over the course of the project.

The Committee hired Goudreault Associates to better understand how to bring together municipal and volunteer fire services across the region. By November 2019 the Committee had the consultant’s report and recommendations which were ultimately endorsed by the Committee in January 2020 for implementation by the Regional Municipality. Similarly with RCMP policing services, the proposal received from the RCMP in January, 2020 ultimately formed the basis for policing services under a new Municipal Police Services Agreement approved by the Committee in March 2020.

With consulting support from Hatch Associates, an asset registry was developed for the Regional Municipality that will be essential to understanding the condition of critical infrastructure and associated maintenance and replacement costs going forward. Internal staff expertise was utilized to harmonize financial and accounting systems, planning services and IT platforms for the new entity. And external consultants were utilized to help bring staff benefits and pension plan programs under one roof before April 1, 2020.

With one eye on the future, we recruited a multi-disciplinary team from Dalhousie University’s *Management Without Borders* program to help develop metrics against which the presumed benefits of municipal mergers could actually be measured. Beginning with a clean slate, the students undertook the task with a determination to create key performance indicators, including metrics around quality of life and citizen satisfaction. The result of the students’ work was a municipal benchmarking framework of more than one hundred indicators that broadly includes Governance; Economics, Finances and Taxation; Provision of Services and Infrastructure; Administrative Staff and Structure; and Sociocultural Identity, Demographics and Concerns of Citizens¹¹. Through a workshop¹² of Nova Scotia municipal thought leaders in March 2020 the list was narrowed to 11 key metrics that were endorsed by the Coordinating Committee for monitoring going forward. They include tracking GDP, population growth and citizen satisfaction with services against historical performance of the two pre-existing units.

¹¹ Dalhousie MWB Team Report

¹² Benchmarking Workshop Report



MWB Team / Standing - William Stevens, Patrick Rooney, Martin Laycock, Todd Richard, Louis Coutinho, Donna Jones, Mark Phillips and Devin Drover. Sitting – Karuna Varakuti, Iliana Irons and Medha Malviya.

The Committee's work under the Work Plan culminated in the municipal elections held on March 7, 2020. The March 7 vote followed intense organizational and planning work that started after the NSUARB's decision in August 2019. The effort was spearheaded by Chief Returning Officer, Rhonda Brown, and Assistant Returning Officer, Shelleena Thornton. The election generated a voter turnout in the range of 50% and saw six incumbent Councillors returned and six new Councillors elected to the first Council of the Regional Municipality. The final official act under the Work Plan was the swearing in of the new Council at the first Council meeting of the Regional Municipality on April 7, 2020.

iv. Project Budget

The W/WH pre-consolidation work was undertaken and completed within the \$1.5 million funding envelope provided by the Province. The Province's initial up-front commitment was \$500,000, followed by an additional \$1 million allocation announced in February 2019. Funds were advanced pursuant to a Funding Agreement between the Co-ordinating Committee and the Province.

In keeping with the Funding Agreement, the Co-ordinating Committee, guided largely by the work of CAO's Laycock and Coutinho, approved a project budget in March 2019. The Committee accepted West Hants' offer to provide financial and accounting administration for the project funding. The Committee received regular budget updates prepared by Carlee

Rochon, West Hants Director of Finance, in conjunction with Project Administrator, Donna Jones. The Committee, in turn, provided quarterly budget status reports to DMAH.

The final W/WH consolidation budget reconciliation is attached to this report¹³. A summary of the key category expenditures and final accounts is set forth below:

The Region of Windsor and West Hants Municipality Consolidation Budget As of March 31, 2020			
Description	Approved Budget	Expensed to Date	Balance
RFP's	\$538,615.00	\$536,561.58	\$2,053.42
Salaries	\$476,000.00	\$521,695.33	\$(45,695.33)
Professional Services (includes IT)	\$285,000.00	\$154,812.48	\$130,187.52
Administration	\$200,385.00	\$191,300.41	\$9,084.59
Total	\$1,500,000.00	\$1,404,369.81	\$95,630.19

As a final reporting item, the Funding Agreement calls for the Co-ordinating Committee to conduct an audit with respect to the use of project funding. The audit is to be provided to the Province "immediately upon completion". Arrangements have been made for the Regional Municipality to complete and deliver the audit as per the agreement.

¹³ Consolidation budget reconciliation

VII. MERGER PROCESS – OBSERVATIONS

In the end, how successful was the process culminating in the April 1st launch of the Regional Municipality? It's difficult to answer objectively and definitively at this stage but the experiences and feedback of key project players allows for some initial observations and self-assessment.

i. Bill 55 Model

Mayor Allen and Warden Zebian, their councils, CAOs and DMAH, deserve enormous credit for their leadership. They did their due diligence and concluded that there was a better path to the region achieving its best future. After considering the various options, they concluded the path was through negotiated special legislation.

Unlike the traditional NSUARB route, special legislation allowed the units to control how the consolidation process would unfold. It reduced the need for studies and other fees typically associated with the NSUARB option. As a negotiated process with an end date in 2020, both units had the time and ability to identify and discuss issues relevant to each and ensure that their communities benefited from the intended changes. It was understood that special legislation was not without its own risks. It had the potential to create political pressure for both councils and potential negative impacts on municipal staff. The negotiation process was unknown as were the expectations of both municipal units and the Province which created risks that needed to be understood.

Bill 55 put the ball squarely in the Committee's court to decide what to do and how best to achieve it within the time afforded by the Act. Anecdotal feedback suggests that Committee members and CAOs alike viewed the framework and process provided by Bill 55 as favourable.

In the end, the consensus view is that Bill 55 worked well in this case. Mayor Zebian notes:

"I believe Bill 55 worked as it was intended to work for us. It gave us the framework and mandate to create our unit the way we wished for it to be created."

In this case, the special legislation allowed a sixteen (16) month window to complete the work. Generally speaking, the timeframe was adequate to design and launch the new unit. Depending on the number of parties and complexity of the issues involved, a period of 12-18 months should suffice to undertake and complete a project of this kind.

The special legislation called for a non-elected arm's length individual to chair the Co-ordinating Committee. The Co-ordinating Committee conducted its own RFP process to select a Co-ordinator in accordance with Bill 55. The consensus view is that having the joint responsibility to make that decision was an important step for the Co-ordinating Committee moving forward.

Recognizing the potential for partisan conflict, the insertion of a neutral, honest broker helped the Committee keep a forward-looking focus and facilitate good outcomes around what might

otherwise have been contentious and divisive issues. The fact that the legislation also gave the Co-ordinator authority to vote in cases of a tie also helped to promote Committee give-and-take where stalemate might otherwise have occurred and keep the Committee process moving.

ii. Work Plan Process

Conventional wisdom suggests “if you don’t know where you’re going, how will you know when you get there?” Without an end goal and clear path, you tend to drift. That was not the case for the Co-ordinating Committee. The project timeline, and particularly the April 1, 2020 start date, left no room to spare.

Adopting a work plan approach to task identification and completion worked well here. The Work Plan template was developed by the Co-ordinator working closely with the CAO’s. It evolved and became more detailed through weekly updates over the course of the project. The Project Administrator kept the Work Plan current in Microsoft Project and distributed updates through the CAOs and DMAH for completion of the assigned tasks.

At any given stage in the process the Work Plan provided a clear picture of tasks completed, work in progress and areas needing future attention. The Work Plan was a useful tool for the Co-ordinator to provide the Committee with updates on the status of ongoing studies and communications. An updated copy of the Work Plan was maintained on the *Stronger Region* website to keep the public apprised of the status of project work.

In Mayor Zebian’s view, “. . . the work plan was well thought out, straight forward and kept us on track on what needed to be done and when it needed to be done by”.

iii. Immediate Benefits

Only time will tell the real long-term impacts resulting from the 2020 merger. With the benefit of having worked through the process over sixteen (16) months, however, there are early and encouraging signs of the new enterprise getting positive traction. The overarching theme is one of being better able to successfully do more together than either unit would have accomplished on its own.

From a citizens’ perspective, with one government there should be better planning and coordination of core services like fire, police, planning and recreation. There’ll be one administrative point of contact to access those services rather than two for the region.

At the mid-way point of the merger project, Mayor Allen expressed her enthusiasm for the potential outcomes of the venture in an article appearing in *Municipal World*¹⁴:

“It’s up to us to deliver the best municipal services possible to our residents. I’m very excited about the future here. The possibilities are endless.”

¹⁴ Municipal World Article

From a governance perspective, council size has been reduced from a total of fifteen (15) elected officials to a combined total of 12 (eleven councillors and a mayor). A corresponding reduction in the council committee structure should help streamline the decision-making process.

From a business community perspective, there's now uniformity of rules, policies and application processes. A host of redundant licenses, permits and approvals has been eliminated. In a post-merger debriefing Mayor Zebian notes:

"The interest being shown now from developers and businesses is at an all-time high."

With one CAO and a single administrative structure, there will be less duplication of effort, increased effectiveness and more specialized talent. The new administrative structure consolidates financial and accounting services, streamlines pension and benefits plans, payroll processes and eliminates numerous inter-municipal agreements.

From the perspective of municipal employees, there should be more opportunities for training and growth in new areas of municipal administration. The combined region creates more options for specialized talent and the opportunity to work across a broader geographic area. Based on a municipal complex review undertaken by Hatch Associates for the Committee, municipal operations have been consolidated under one roof at the Morison Drive administration building.

From a council perspective, there'll be better opportunity to plan and build a municipality that's financially and administratively stronger, and capable of striving for and delivering more to taxpayers without the former aggravation of competition for investment between the two units. The result should be enhanced economic development with consistent taxation in a stable political environment.

Having a united community naturally creates increased visibility for the region and simplifies relationships with other levels of government. It allows the area to pursue and engage in projects it otherwise would not have been able to compete for.

In a debriefing at the conclusion of the project Mayor Zebian was optimistic about W/WH's capabilities:

"In regards to COVID 19, if we were separate units, I believe both would be needing major help to get through this difficult time. Since we combined all our resources, we have the staff power, finances, and capabilities to manage this difficult time more efficiently and with less burden then if we were separate. We also have one, unified message rather than two conflicting messages."

Minister Porter echoed that sentiment in a May 8, 2020 letter to the Committee¹⁵. He says:

¹⁵ Letter dated May 8, 2020 from Minister Porter

“It is not every day that two municipalities voluntarily agree to consolidate into a new municipal unit. In fact, it has happened only once in the history of this Province: the formation of the Region of Queens Municipality in 1996. The magnitude of your accomplishment in this regard cannot be overstated. Your efforts will have a lasting positive impact on, not only the residents of the new Regional Municipality, but on the Province of Nova Scotia as a whole.”

iv. Community Engagement

Finding regular and various ways to engage the public was critical to the success of the project. At the project conclusion, Mayor Allen observed:

“Communication to the public was very important right from the beginning. I believed they were well informed given that the internet was not a broad option for all residents.”

The focus on providing good public information and opportunities for citizen engagement was a constant throughout the process. The Work Plan identifies and describes in detail the various features of the Committee’s communication plan (particularly under Part IV Making the Change). While the citizen engagement factor manifested itself in many ways at different times, it is probably best illustrated through the following three aspects of the project:

1. **Meetings throughout the two municipalities between February – April, 2019 soliciting citizen feedback on council size and polling districts.** In its decision the NSUARB¹⁶ noted Mr. Heseltine’s observation during the hearing that “the number of responses to the survey, and attendance at public meetings, was the best response he has seen in his prior municipal boundary engagements”. The Board said this was consistent with the Board’s own experience in municipal boundary reviews.
2. **The response to the Committee’s public engagement survey¹⁷ conducted between April – October 2019.** In undertaking the survey, the Committee set a goal of achieving 1,000 responses to the survey. The total response exceeded that goal. Most respondents believed that the consolidation would be beneficial for the region.
3. **Through the municipal elections conducted between January – March 2020.** The Committee set a goal of achieving 55% voter turnout. The March 7th results fell short of that objective but proved respectable for a winter election and surpassed the previous turnout in West Hants. The election generated interest from new candidates wanting to run for council. In fact, six of the twelve new council members are first time councillors.

Clearly, much remains to be done to bring the two former units together. The work has really only just begun. Having said that, much was accomplished over the span of sixteen (16) months through good communications to open a dialogue in support of the work of the Committee. In fact, in Mayor Zebian’s view, this was one of the areas where “the benefits of

¹⁶ NSUARB Decision

¹⁷ Public Engagement Survey Report

consolidation began immediately”. In his view, the community really started to “come together” through the process.

VIII. KEY LESSONS & RECOMMENDATIONS

Not surprisingly, there are many learnings and interesting takeaways from the W/WH experience – political, administrative and otherwise. In the interests of brevity and clarity the key comments are summarized below having regard to (i) potential improvements to the Co-ordinating Committee model and (ii) making more effective local government more accessible to other units considering their options for a better way forward.

i. Co-ordinating Committee Model / Process

CAO hiring: from a project staffing standpoint, the existing CAOs in this case did double duty, performing CAO roles for the existing units while supporting the work of the Co-ordinating Committee. Bill 55 provided for the hiring of a CAO no later than January 2020. In this case, the CAO was hired in September, 2019. Our experience suggests the earlier the better. Bringing the CAO on early takes pressure off the existing CAOs and gives the CAO a direct hand in shaping the new administration, particularly as it relates to human resources and staffing.

Project Administration Support: The Act is silent on any administrative support beyond the Transition Co-ordinator. Bringing on a dedicated part-time Project Administrator in March 2019 was critical to the overall success of the project. The Project Administrator provides invaluable support with regard to scheduling, preparation of agenda packages, minutes, maintaining the Work Plan, etc. Ideally, the Project Administrator position should be established and a candidate hired following appointment of the Co-ordinator at the outset of the project.

Other key professional support: Effective communication from start to finish is critical. Managing the HR side of the equation is also tricky (both with respect to combining existing administrative structures and staffing the new organizational chart) and needs to be handled with care. It would be beneficial to have dedicated communications and HR support available from start to finish on this type of project.

Co-ordinating Committee Composition: The Act creates a Co-ordinating Committee consisting of four (4) elected officials plus the Co-ordinator. That size and composition worked reasonably well in our case. The Act also provides for two “alternate” members of the Committee. The Act stipulates that the alternates are to serve when regular Committee members are not available. Whether called upon as a regular Committee member or alternate, the expectations of Committee members are high and the work is time consuming. Potential Committee members should go into the role with an understanding of what’s involved. It would be beneficial to have a job description available in advance for Committee members and alternates so the time and responsibilities are clear and individuals can decide whether they want to take it on.

CAO and Staff Support: We were fortunate to have talented and dedicated CAOs involved from start to finish. As it turned out, neither of the existing CAOs competed for the new CAO

role. There was no risk of conflict or competition between the two existing CAOs with respect to the new CAO opportunity. That might not always be the case in merger scenarios. Depending on the circumstances, consideration should be given to how best to retain the institutional knowledge and experience of existing CAO's while transitioning to a new entity with potentially new CAO leadership.

Governance Review / Public Consultations: While public consultations were largely successful, rural residents initially contended that poor internet access in these communities jeopardized participation in the on-line survey. Steps were taken to adjust the survey process to accommodate those concerns but execution of the supplementary survey work was less than optimum. Notwithstanding the positive outcome of the boundary review component, future processes should be vigilant about following proper survey practices. The consultant should be directly engaged in all facets of seeking, obtaining and compiling survey results to ensure accuracy and reliability.

Election Process: The successful conduct of municipal elections is a critical component of launching the new municipality. Every effort should be made to make it attractive and easy for citizens to vote. In our case, one unit had experience with electronic voting, the other did not. Time simply didn't allow adequate opportunity to develop a platform for electronic voting across the whole region. It would be beneficial – to have a common platform and promote stronger voter turnout – to conduct the elections by way of electronic voting. Consideration should be given to how that might be accomplished.

DMAH Support: Support from DMAH was a constant factor from beginning to end. It originally came in the form of a committee consisting of a number of DMAH personnel – some of whom transitioned to other roles and responsibilities over the course of the project. Ideally, the Committee would have one or two dedicated senior support personnel from DMAH assigned to the project from start to finish.

Troubleshooting: It's always difficult to know where the challenges or trouble spots will lie. The Committee addressed an unforeseen potential budgetary pressure from CRA in respect of HST rebate (still pending a final ruling by CRA). Dealing with CUPE successor rights issues involved more time and consideration than anticipated. Addressing how best to bring the two workforces together was also a significant undertaking for both the external consultant and the CAO's. Determining the best contractual model to secure cost-effective RCMP policing for the region presented significant unanticipated challenges which were ultimately resolved by the Committee working with the Province. The Committee's experience suggests that despite best efforts to anticipate the trickiest political or administrative challenges, contingencies must be made to address the unexpected and unforeseen on a project of this magnitude and short duration.

Timing is everything: The launch date for the Region of Windsor and West Hants was April 1, 2020 – leaving approximately sixteen (16) months to complete the project. As previously noted, this proved to be sufficient time to construct and launch the new unit in this case. Administratively, however, there are matters associated with final reporting (i.e. concluding final accounts, organization and transfer of project documents, etc.) that would favour extending the mandate of the Committee (or at least the Co-ordinator and Project

Administrator) for 30-60 days beyond the official launch date for completion of those wind-up tasks.

Project Budget: DMAH consolidation funding support was critical to the Committee mandate. Provincial funding was confirmed in February 2020. Ideally, the Funding Agreement and necessary resources would be established before commencement of the project.

Naming: The Act placed responsibility for naming the new unit with the new council. That would be the preferred approach. While it was not seriously problematic for the Committee, in retrospect public communications around responsibility for and timing of choosing a new name could have been clearer from the outset and throughout the process. That would be in keeping with the Committee's principal role of constructing the new entity to place in the hands of the new council to brand and operate as a going concern.

Council Role: This process benefited from both councils having voted to conclude a timely merger of the two units. In theory and in practice, the two councils expressed themselves through the process via their representatives on the Co-ordinating Committee. Various methods were used to try and keep council members informed regarding the Committee's work. Generally speaking, the councils were understanding and supportive of the work of the Committee. Communicating effectively with the councils is critical to maintaining the support of those who are committed to the success of the journey.

ii. Legislative and Other Opportunities

Political Leadership Critical: One of the most telling aspects of the W/WH experience is that the council leadership that opted for merger carried the project to its ultimate conclusion in April 2020. Having knowledgeable, forward-looking, consistent political leadership through the entire process, from the MOU to the Guiding Principles to the Co-ordinating Committee to the launch of the new unit, is an essential component of a successful merger. The Act in this case called for the Warden and Mayor and their respective deputies to serve on the Committee. The combination may be different in future cases but, in any event, the Warden and Mayor (or whatever the applicable case may be) should form part of a Co-ordinating Committee established under special legislation.

Guiding Principles/Alignment: As noted above, the merger was preceded by a joint MOU and a set of Guiding Principles adopted by the two councils. The Guiding Principles created a shared vision on how the Regional Municipality would be constructed and emerge from the work of the Co-ordinating Committee. The Guiding Principles heavily influenced the decision-making of the Committee and gave staff and the citizens the assurances necessary to keep an open mind about the merger work. For instance, with respect to the administrative structure, the Guiding Principles stipulated that "all efforts should be taken to ensure there is no job loss as a result of the consolidation". With regard to a taxation model, the Guiding Principles adopt the existing tax system as a base and stipulated that area rates should be used "to ensure that repayment of the debt is paid in the spirit it was incurred". The Guiding Principles set the tone and direction for the Co-ordinating Committee's work and were a touchstone for decision-making at both the Committee and administrative levels throughout the project.

Standing MGA Option: Bill 55 was the best course for W/WH. It gave local government leaders broad discretion to make their own local decisions around council size, administrative structure and service delivery issues. It put the pen in their hands. With the benefit of various studies on pertinent issues, the Committee was able to make evidence-based choices on restructuring issues with clear expectations around anticipated outcomes and how best to manage them. The model worked extremely well here. The MGA presently allows municipalities to make application to the NSUARB to amalgamate or dissolve or annex another unit. Consideration should be given to adapting a Bill 55 model with an appropriate opt-in mechanism as a standing option under the MGA for interested parties. It could prove to be an attractive self-help option for other units wanting to come together.

University Collaboration: The Committee partnered successfully with Dalhousie University on several fronts on the project. Professor Jamie Baxter of the Schulich School of Law was retained to prepare a literature review to support the Committee's application to the NSUARB to determine council size and polling district boundaries. A student team from Dalhousie's *Management Without Borders Program* worked with the Committee to develop benchmark indicators to measure the success of the merger beyond April 1, 2020. And, after receiving responses to its Public Engagement Survey, the Committee reached out to Derek Reilly at Dalhousie for assistance in compiling and summarizing the survey results. Nova Scotia is blessed with many fine universities with expertise in business, public policy and administration. The Committee's success in partnering with Dalhousie highlights the opportunity that exists for the university sector and local government to collaborate in building stronger local government and, in so doing, a stronger Nova Scotia.

Unfinished Business: One of the more instructive documents coming out of the Committee's work is the report on the public survey results gauging people's opinions on the amalgamation. It captures not only popular perceptions of the benefits and challenges of consolidation but also people's views on the immediate priorities of the consolidated municipality. It's noteworthy that respondents deemed improvement of transportation infrastructure to be the top priority. The second priority was creation of a fair tax system. The third priority was improvement of municipal services, with a notable interest in having improved rural access to the internet. These priorities will undoubtedly be top of mind as the new council develops its own business plan to shape the future of the new unit. The report's analysis – based, as it is, on feedback from the broad rural/urban region – may also be a useful resource for other local governments charting a future path.

Shared Learnings: There's a great deal that's instructive in the studies conducted by the Committee (all publicly available) which should be beneficial for other communities in Nova Scotia. For instance, the Asset Registry report contains a comprehensive analysis and recommendations around leveraging the combined critical infrastructure of the new region. The fire services study is instructive on how best to organize and combine rural and urban fire to better serve citizens on a regional basis. The RCMP's servicing report considers how to restructure a policing complement to address combined rural and urban needs under one roof. While these studies were undertaken principally for the W/WH scenario they should stimulate thinking and consideration of alternate approaches that may be attractive in other settings.

Long-Term Proposition / Measuring Success: There is a saying, “if you can't measure it, you can't manage it”. The results of Dalhousie's MWB Team study and the Committee's benchmarking workshop confirm the importance and value of measuring the outcomes of mergers. Assessing the results based on empirical data will help to eliminate speculation and uncertainty around the benefits accruing from consolidation. W/WH is now well-positioned to do so. The Committee endorsed a set of benchmarks for the new council to follow. It should do so, quite possibly with further support from Dalhousie. Other units are similarly well-positioned to assess and adapt their performance based on the same toolkit. The citizens of W/WH have every reason to expect that answers will be available in three, five and ten years' time around whether the merger was a success.

IX. CONCLUSION

Council led mergers are rare. While W/WH is only now beginning to chart a new path as a unitary political entity, the Co-ordinating Committee's experience suggests local government – working collaboratively with the Province – can take responsibility for shaping its own best future.

The principal mandate of the Committee was to construct and implement a governance structure for the new regional municipality. A number of factors help explain the success of the mission. First, with both the Warden and Mayor committed to the chosen destination, supported by their respective Councils, we had a common vision for all those who wished to join the journey. Second, the Guiding Principles adopted by the councils pointed the way and guided the decision-making process at every turn. Third, Bill 55's statutory decision-making model, while not perfect, was conducive to developing and executing an ambitious Work Plan in a relatively short period of time. Fourth, through robust public engagement that's only possible within a democracy, we thoughtfully and transparently considered and decided key issues affecting the future of those who live and pay taxes in these communities. Fifth, strong and capable CAO leadership with associated administrative and DMAH support was a constant throughout.

As chair of the Co-ordinating Committee, I went into this exercise believing that friendly municipal mergers like this are highly desirable. With the benefit of the W/WH experience, I'm persuaded that strong regional governments that offer superior services are more likely to attract investment, create jobs and spark economic renewal. I'm convinced that the fabric of rural and urban Nova Scotia is closely interwoven, that what unites the two is far more significant than what divides them. I'm also confident that issues around historic relationships and local identity can be accommodated in new more financially-secure municipalities.

Councillor Rupert Jannasch, representing a rural area of West Hants and an alternate on the Co-ordinating Committee, admitted that he had doubts about the process and the result. But, he was a regular meeting attendee and gradually came to believe the process and outcome were worth the effort. He says: "Being part of this process certainly opened my eyes to the potential of where we could take this."



Councillor Rupert Jannasch and Co-ordinator Kevin Latimer
Photo by Colin Chisholm

Recent events have reminded us that we face challenges and opportunities of historic magnitude in Nova Scotia, in large part because we live in a global and more competitive world. Some of what we face is well beyond our control. Municipal government is decidedly within our control.

What will this region be 5-10 years from now? Let's acknowledge that the road ahead will not be smooth or straight. But, if experience is the best teacher, there's every reason to believe these communities will continue to evolve for the better because of the courage of the two councils to choose and forge a better future together.

DATED at Halifax, Nova Scotia, this 3rd day of June, 2020.



Kevin Latimer, Q.C.
Transition Co-ordinator

X. APPENDICES

1. ARC Application to NSUARB;
2. Windsor/West Hants Councils' MOU;
3. Letter dated February 22, 2018 from Minister Mombourquette to Mayor Allen and Warden Zebian;
4. Requests from councils to Minister of Municipal Affairs;
5. Bill 55 - *Region of Windsor and West Hants Municipality Act*;
6. Guiding Principles;
7. Order in Council for Co-ordinator appointment;
8. Terms of Reference;
9. Funding Agreement;
10. Co-ordinating Committee Work Plan;
11. Dalhousie MWB Team Report;
12. Benchmarking Workshop Report;
13. Consolidation Budget Reconciliation;
14. Municipal World Article;
15. Letter dated May 8, 2020 from Chuck Porter;
16. NSUARB decision; and
17. Public Engagement Survey Report.

1

IN THE MATTER OF:

An Application by the Citizens of the Municipality of the District of West Hants, the Citizens of the Town of Windsor, and the Town of Windsor for a Preliminary Order of Amalgamation of the Municipality of the District of West Hants and the Town of Windsor

APPLICATION FOR A PRELIMINARY ORDER OF AMALGAMATION

The Citizens of the Municipality of the District of West Hants ("West Hants") and the Citizens of the Town of Windsor ("Windsor"), hereby apply under **section 358 of the *Municipal Government Act ("MGA") - Citizen led amalgamation process*** for a preliminary order for amalgamation of West Hants and Windsor. The Town of Windsor has enjoined with the citizens' group in support of this application.

A. Boundaries

The area proposed to be amalgamated constitutes the existing Municipality of West Hants (including the former Town of Hantsport) and the existing Town of Windsor, the boundaries of which are contiguous. See Addendum, Item 1, for the map of the area in question.

B. Population

The estimated population of Windsor is 3,785. The estimated population of West Hants is 15,324. Accordingly, the population of the amalgamated units would be approximately 19,109.

C. Assessments

Windsor

01 Residential Taxable	\$ 168,967,500
02 Commercial Taxable	\$ 49,659,700
03 Resource Taxable	\$ 564,200
Total Taxable	\$ 219,191,400

West Hants

01 Residential Taxable	\$ 864,584,300
02 Commercial Taxable	\$ 46,885,800
03 Resource Taxable	\$ 31,686,400
Total Taxable	\$ 943,156,500

D. Village Financials. Audited financial statements of any village within requested amalgamated area. This is non-applicable, as there are no villages within this area.

E. Reasons for Application

Amalgamation would be in the best interests of inhabitants of both West Hants and Windsor, taking into account all financial and social implications. As shown by the results of the petition drive, an action led by the citizens' group, Avon Region Citizens ("ARC"), the citizens of this area are of the belief that it is over-governed and should pursue the recommendations put forth by the Ivany Commission, (One Nova Scotia Report), including reduction of municipal units through amalgamation.

ARC's Mission Statement is, "to promote and produce the best possible municipal government for the citizens of Windsor and of West Hants." This committee has researched all options available (Regionalization, Annexation, Dissolution, and Amalgamation) in consultation with the Department of Municipal Affairs. Upon completion of this due diligence the committee reached the opinion that amalgamation for Windsor and West Hants is the action that is in the best interest of the residents of both municipal units.

Dysfunctionality between the two governance units was the impetus for citizen discontent that was captured by ARC's petition drive, beginning in the fall of 2015, with over 18% of the citizens signing to request this action. Specifically, 2155 signatures of 11,888 electors were received from West Hants and 497 signatures of the 2350 electors were received from Windsor.

Signatures on the petition were collected individually and the collectors found that, while some citizens requested time to discuss with spouse or for further study, an overall positive response was received from ninety-five percent of those approached, which is a statistically significant response. Signatures were received from all areas of West Hants, including its newest area, Hantsport. It is the opinion of ARC that there is a clear and overwhelming mandate by the citizens of both municipal units for the amalgamation of both municipal units into one unified governance unit.

Our request of you: ARC is forwarding the citizens' request for a preliminary order for amalgamation of said units, made pursuant to Section 358 (c) of the MGA which states *"Municipalities may be amalgamated or the whole or part of a municipality may be annexed to another upon application to the Board by the greater of ten percent or one hundred of the electors in the area proposed to be amalgamated or annexed. 1998, c. 18, s. 358."*

Your approval of this request will provide for the following benefits, thus the reasons for amalgamation:

- 1. A Respectful Merger of the Two Units.** There has developed, over time, a general mistrust between the two existing municipal units. A result of this has been two independent units that do not work in concert for the benefit of the citizens of the area. This discord between the two municipal governance units has created an atmosphere where no measurable cooperation is anticipated that

would lead to a remedy the citizens of this area have deemed necessary. Neither unit will accept being the object of a dissolution or an annexation; hence amalgamation remains the acceptable approach to bring the units together.

2. More Efficient Governance Through Elimination of Duplication.

Amalgamation would end the duplication of effort inherent in two separate municipal governments operating in contiguous territories. Administration, service departments and operational agencies could consolidate into one, resulting in decreased costs, and increased efficiencies.

West Hants and Windsor currently have a combined population of approximately 19,000. This population has a total of 15 municipal representatives (one serving interim member due to Hantsport dissolution), and two separate administrative regimes. Amalgamating the units would eliminate this duplication, and put into place one Council and one set of municipal departments and authorities, with jurisdiction over the entire unified area.

3. Life Style Continuity. Windsor is surrounded by West Hants and the amalgamation would allow for continuity in the management of this contiguous space through governance by one Council.

With Windsor at the core of West Hants, a significant portion of the municipality is indistinguishable from the town. Services located in Windsor are used by the residents of West Hants. These services include retail, social, recreational, educational, medical, governmental, and financial services. See Addendum, Item 2, for a more detailed list of these offerings. These services are accessed and used by all within Windsor and West Hants. What the citizens of both West Hants and Windsor have in common is significantly greater than what separates them - a municipal boundary.

4. Elimination of Cross-Border Contention. Amalgamation would bring an end to the current expensive and counterproductive governance model that has overseen a myriad of civic issues between these municipal units.

West Hants and Windsor have been involved in a number of disputes for some time concerning such things as roads, fire and emergency protection services, recreational matters and development issues.

A specific and significant example is demonstrated by the fire protection and emergency services issue that has been on-going for several years. Numerous meetings have been held in Windsor and in West Hants and, at every meeting, the citizens of Windsor and West Hants have voiced their strong opinion that they were very satisfied with the fire protection and emergency services provided by the Windsor Fire Department ("WFD") and their contract with West Hants. The West Hants Council ignored the wishes of its constituents and proceeded to develop their own separate, decentralized service with temporary leased facilities

at Tongue Hill with a proposed permanent fire and emergency center.

A considerable amount of time, energy, and resources has been expended by both units to protect (or promote) their respective interests. Amalgamation would surely put the interests of the residents first and dispense with this wasteful, unnecessary and unwanted process. Cross-border conflicts on many issues were significant motivations for submission of this application from the electors of this area.

5. **Financial Stability.** A municipal unit with 19,000 inhabitants, and the associated number of ratepayers, would be in a much better position to achieve economies of scale in procurement of goods and services when governed by one municipal unit.

- a. **Administrative expense stability.** Fiscal savings will undoubtedly result from moving to one CAO and one financial officer with support staff appropriate for one administration instead of two.
- b. **Infrastructure expense stability.** One municipal unit for the entire area will provide for the elimination of duplication of infrastructure spending in areas of fire and emergency services, waste water treatment, and all other common municipal infrastructure.

6. **Tax Rate Stability.** It is the expectation (and understanding) of those supporting this petition that, should the UARB agree that amalgamation is in the best interest of the citizens of this region, there will be area rates used to retain tax rates as they exist presently. We respectfully request that, when considering these area rates, the UARB give consideration to current local area rates, current local service rates, and current shared services. Further, a review of these current shared service services should be completed to ensure for fairness in their allocation. It is preferred that these charges be determined following cost accounting allocation principles for both annual expense allocations and annual capital cost allocations for the specific area rate, service rate, and current shared services costs.

The citizens of West Hants are hopeful that this amalgamation application will delay unnecessary expenditures, including new debt issuance in West Hants, from being approved until such time as a decision on the application has been made.

7. **Unified Request for Government Services and Resources.** An amalgamated entity would be able to present a united front in dealing with senior levels of government, instead of competing for governmental services and resources, as occurs with the existing governance model for this area. At present, there are two separate and competing municipal units. When, for example, the federal government makes infrastructure funds available, both Windsor and West Hants prepare priority lists of projects, without regard to the other's plans or actual

needs. An amalgamated unit would end this counterproductive competition and establish priorities for the whole area. Additionally, one municipal government could present a unified voice in all dealings with provincial and federal governments.

8. **Greater Negotiating Power with Vendors.** An amalgamated entity would be able to present a unified front in dealing with vendors. Theoretically, there should be greater savings realized by approaching vendors with a larger base to be serviced. This would hold true for contracted critical services such as Fire and Emergency Services, and Waste Services, as well as for services and supplies to support the day-to-day operations of the municipal unit.
9. **Vision and Growth Continuity.** Amalgamation would allow for consistent and coordinated efforts in economic and land use development, planning and subdivision. It is a given among developers that Windsor and West Hants have become toxic for business development in light of their present dysfunctional working relationship. By combining these two units there would be new focus placed on the development of a growth plan for the entire region, without concern for existing boundaries.

Cooperation on issues of municipal economic development between West Hants and Windsor is virtually nonexistent. An amalgamated unit would be in a position to plan and seek development with all of the resources of a unified area at its disposal. Amalgamation would also result in the consideration of one set of planning policies that would encourage land use without the discord between the competing policies of the present adjacent municipal units.

The sustainability of this area relies on attracting new outside investment, additional long-term residents and improving the quality and number of assets the area has to offer. With the steady decline of financial stability, stable employment, population size and quality of life in rural Nova Scotia, competing agendas from smaller municipalities is inhibiting the future growth and welfare of rural governing bodies. Modifying the local governance model is an essential step for the area to move forward.

10. **Consistent By-Laws and Policies.** Amalgamation would eliminate any conflict between inconsistent by-laws or policies. West Hants and Windsor presently each have their own regime of by-laws on a wide variety of matters, some of which are in conflict. It would be in the interests of the residents of both units to have, where appropriate, one uniform set of laws and policies.
11. **Alignment with Goals Outlined by Ivany Commission.** Goal # 18 *"Reform of Municipal Government and Regional Service Structures"* by the Ivany Commission (One Nova Scotia Report), clearly delineates the need for a severe reduction of municipal units in this province. According to Ivany, prime objectives for restructuring should include:

- *Greater service efficiency and improved “value for money” for taxpayers,*
- *A critical evaluation of the fairness, effectiveness and sustainability of the current distribution of service responsibilities between the provincial and municipal levels,*
- *Greater engagement of communities with regard to economic development planning,*
- *Improved incentives for entrepreneurship.*
- *The integration and streamlining of services to business,*
- *Reductions in regulatory burden, and*
- *The better alignment of tax policies with economic growth objectives.*

The citizens of this region are of the opinion that these goals will be achievable if amalgamation occurs. The prevailing belief is that without amalgamation, **none** of these goals will be reached!

Further, all representatives of the Municipal Affairs Department, from advisor to director to Minister, accept their mandate to foster the reduction in municipal units in Nova Scotia.

F. Such other matters relevant to the application.

Why is this request not unanimous? The reason stated by the West Hants Council for not participating in this effort was that they felt they needed more time to analyze the effect of the Hantsport dissolution. The motion read, *“MOVED and SECONDED that it is premature to consider amalgamation with the Town of Windsor, and that the Municipality is not agreeable to contributing to the cost of studies relating to such an application.”*

It should be noted that Windsor Council has voted to participate in this application, having championed amalgamation for well over a decade. It has promoted the positive benefits of amalgamation to the Provincial Government, local Members of the Legislative Assembly and the Councils of the former Town of Hantsport and the Municipality of the District of West Hants. In addition, promotional efforts have involved citizen joint planning groups, local business associations and residents at large using sponsored speakers and public panels.

See Addendum, Item 3, for a brief summary illustrating Windsor’s efforts to promote amalgamation and regional cooperation.

While Windsor has been an active proponent of amalgamation for years, they recently voted to participate in this application with the caveat that they not be charged for the entire cost of studies related to this process. All participants believe that historically, cooperating units are supported by provincial funding for these efforts. In this case,

three of the four possible participants (Citizens Petition from Windsor, Citizens Petition from West Hants, and Town of Windsor) are in agreement to this effort and there is a general belief that some accommodation should be made by the province to provide the funding required to support this initiative to its desired conclusion. This would actually be an investment in the future of rural Nova Scotia, not a financial liability.

1. **Citizen concerns regarding West Hants Council activities.** West Hants is acting without accountability to its citizens. Numerous statements made by its councilors and examples of their contempt for citizen input abound. Below are examples intended to support our contention that this Council is not exercising good judgement in making decisions that impact the welfare of their citizenry.

The West Hants Council voted against the wishes of the citizens of West Hants on amalgamation. This places the West Hants Council as the sole barrier to a successful implementation of this application.

- a. **Fire and Emergency Services.** The decision by the West Hants Council to de-centralize the fire and emergency services (both equipment and volunteers), is an action that runs counter to citizen wishes and normal logic when faced with the absence of sufficient growth in the need for services to support such expansion. There is a general dismay among the residents of this area regarding this series of decisions. This area held their existing fire service provider (WFD) in high regard and generally sees no justification for actions taken by West Hants regarding this issue. Further, the decisions of the West Hants Council will soon have a negative impact upon the tax rate of the citizens of West Hants. These decisions have provided slower response times, fewer trained volunteers available, and significantly greater expenses incurred by citizens where their homes fall within a higher insurance risk rate area due to these new service providers. Justification for these actions has never been provided, nor has there been any explanation as to why the citizens should accept the new terms of service, when the existing terms of service were measurably superior to the replacement service. See Addendum, Item 4, for public comment on the potential final cost of these decisions. To date, roughly \$2.6 million has been expended on fire trucks, training, and equipment.
- b. **Council is rushing to initiate the building of new fire station(s) before their terms in office expire.** The council is now pressing for a rapid building of one or two fire stations to support their de-centralized services model. It is the desire of the citizens' group that this effort be delayed until the coming election and/or the amalgamation effort can readdress this spending spree. If there were a recall action available to the citizens of this area, there is NO DOUBT that this would have occurred already. This application is the sole option available to the citizens of this area who feel as though the West Hants Council can no longer be entrusted with the responsibility for the fiscal well-being of West Hants. See Addendum,

Item 5, provides documentation regarding the Council desires to rapidly pursue development over the concerns of the CAO.

2. **Recommendation for improved governance.** Our citizens' observations of "a loss of the democratic process" within the West Hants Council, described more pointedly by some as a "mistrust" of the process, is deeply worrisome.

Our efforts must be directed to find a solution to these issues. There is a mistaken belief that the voter can effect correction through the election process. But one knows well that systemic codes of entitlements are not so easily overcome without higher authorities imposing good governance practices.

Specifically, it is our belief and the belief of respected writers and authorities that the existing council governance structure itself is flawed. The position of Warden and how that position is filled is not conducive to good governance. Presently, Wardens are nominated by a newly elected council following their election to office. A specified number of elected Councilors, each having the duty to represent the interest of a District, sit together to choose from amongst their number one District representative to lead all future meetings of Council and to act as the voice of the Municipality to the public. This process, by the very nature of its origin, creates a 'campaign' pitting one against the other until one lobbies adequate support to prevail. There then exist two 'interests' at the table: those who voted 'for' the Warden and those who voted 'against' the Warden. Thereafter, in an attempt to create universal equality of benefit and representation throughout the Municipality, we have failed. The "For" Party benefits while the "Against" Party is at a disadvantage. Further, the spokesperson for Council – the Warden, controls the messaging to the public.

Expressions of opinion by the UARB have persuasive and lasting impacts on the future conduct and direction of Councils. It is respectfully requested that, at very least, you provide comment on this subject in your published opinion.

We believe there is another solution that eliminates this opportunity for the misuse of power by a warden. We have researched potential solutions to this systemic problem and respectfully present the following for your consideration

- a. Select the proper number of Districts (or Council seats following an amalgamation) and ensure that community of interest guidelines are followed when drawing up the voting districts. This is common good practice in place now.

- b. The proper number of seats would be recommended by an independent consultant as part of the amalgamation process and could total either even or odd numbers. Each district would elect one member following current rules and process. Hopefully, the number will be more economical, that is, less than the sum of all current council members.
- c. Make a provision for one additional council member, who would be elected at large to the position of "Independent Council Member – Chair/Leader" (Mayor). The leader would chair council but would vote on every motion. This will ensure that council, regardless of odd numbers or even numbers, makes a democratic decision. This would also ensure that an "Independent Council Member", elected at large, has a measure of independence and is not, in his or her position, beholden to or at the pleasure of any defined group of council members.

This recommendation has been provided because, under the MGA, it is not automatic for the position of mayor in anything other than regional government. West Hants does not represent a complete county. Having a mayor, elected by everybody, given that there will be a reduction of the number of councilors, provides the citizens another person who can represent them regardless of what district they reside.

To conclude, this is a positive recommendation that has been recently employed in other NS communities. This recommendation would allow for the reversal of a systemic flaw and provide a chance for positive democratic changes. This approach allows West Hants to have a single person chairing meetings, elected at large, who can vote but will be voting on behalf of all residents/voters in the Municipality.

- 3. **Concluding Remarks.** A purpose of amalgamation is to aid in the moving of municipal governments to be more effective, more accountable, and more capable of driving economic development without bumping into other (unnecessary) municipal silos.

The citizens of this area have presented the UARB with their plea for assistance in ensuring a more efficient, unified, and responsive municipal governance to their area. Beyond all of the obvious administrative benefits to consolidating these two municipal units, looking to the future to ensure a more sustainable, transparent and effective local government is key for the growth of the Windsor/West Hants area. This will keep the area in step with the

recommendations of the Ivany Report and move us forward to the obvious solutions needed for rural Nova Scotia to survive.

Thank you, in advance, for responding to our request for assistance. Hopefully, this will add the needed degree of clarity that we see as essential for the future of the Windsor/West Hants area.

ADDENDUM(S)

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A. Map of Windsor / West Hants

Municipality of the District of West Hants

Existing Polling Districts

Prepared by:
West Hants Planning Department
November 2015



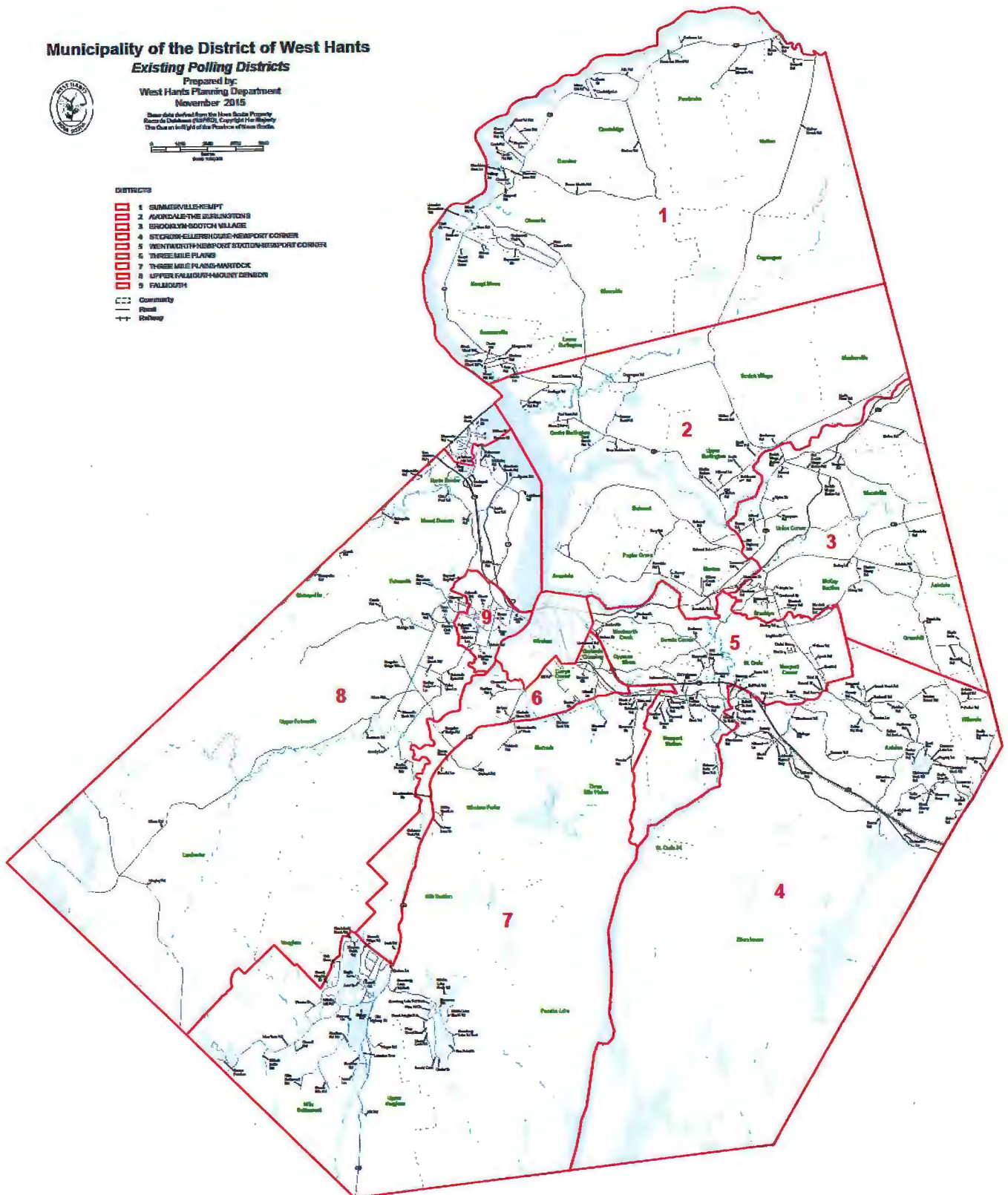
Boundaries derived from the Nova Scotia Property
Records Database (NSPRD), Copyright Her Majesty
The Queen in Right of the Province of Nova Scotia



DISTRICTS

- 1 SUMMERSVILLE/HEMP
- 2 AVONDALE-THE BURLINGTONS
- 3 BROOKLYN-SCOTCH VILLAGE
- 4 STOKESVILLE/ROSE-NEARPORT CORNER
- 5 TWENTY-THREE-NEARPORT CORNER
- 6 THREE MILE PLAINS
- 7 THREE MILE PLAINS-MANTON
- 8 UPPER FALMOUTH-MOUNT DENISON
- 9 FALMOUTH

- Community
- Point
- Highway



B. List of Windsor Offerings

Appendix B

The Town of Windsor is the core area for the County of West Hants and houses a number of community facilities such as:

- a Community Centre,
- an Aqua-Centre for outdoor swimming,
- Exhibition Arena for Skating and Ice Hockey,
- Exhibition Grounds and buildings for hosting North America's Oldest Agricultural Fair,
- Canadian Legion,
- the Windsor Fire Department (WFD) a first rate fire protection and emergency service,
- several museums (Provincial and National),
- a skate board park,
- curling club
- playgrounds,
- waterfront recreation facilities for boat launching along Lake Piziquid,
- a canoe and kayak club,
- walking and hiking trails,
- a tourist bureau,
- two shopping malls,
- several restaurants & pubs,
- coffee shops,
- various downtown businesses,
- travel agency,
- banks,
- credit unions,
- gasoline stations,
- auto repair shops,
- two medical centres,
- drug stores,
- legal services,
- a newspaper,
- convenience stores,
- physiotherapy,
- Vision and Dental services,
- two funeral home,
- a top rate Hospital that offers medical access 24 hours a day, 7 days a week.
- two industrial parks, one located in the Town of Windsor and a second shared by both the Town of Windsor and the County of West Hants in the Windsor-West-Hants Industrial Park.

This list is not intended to be all-inclusive of the services offered by the Town of Windsor.

C. Town of Windsor Supports Amalgamation

Town of Windsor's Efforts to Support Amalgamation and Area Co-operation

For over 10 years, the Town has sought amalgamation or some form of municipal reform with its neighboring municipality of West Hants. Unfortunately, Windsor's enthusiasm for amalgamation has not been reciprocated.

The Town of Windsor has been generous with cost sharing of centrally located services which are provided for both Windsor and West Hants residents. Examples include library and recreational facilities.

Regional cooperation has been a mantra of the Town of Windsor. The Town has documented Council meetings, Joint Council Meetings, letters to West Hants Council and letters to the Warden of West Hants to illustrate its commitment to some form of area government. Likewise, many letters have been written to provincial government departmental leaders and Ministers over the past decade. All of this documentation is available for review on request.

Recently, cost cutting of some services have been made which impacts both town and county residents. Some of these program cuts might have been avoided with more cooperation and sharing of resources. Transit services, police services and grants to community groups have all suffered budget cuts over the past few years. These cuts illustrate circumstances where, if the area was amalgamated and decision making was unified, the results may have been different.

The Town of Windsor's fiscal health is measured by the Province's Financial Condition Index (FCI) which clearly indicates the Town is in sound financial health and is well managed. It makes good financial sense for the Windsor Town Council to join the application for amalgamation now when the town is in good financial health. The Town Council firmly believes that amalgamation would unify this region, with new boundaries, new districts, new unified goals, objectives and strategies.

- D. Letter To The Editor" Higher Taxes Absolutely In Store For West Hants
Hants Journal October 10, 2015

LETTER TO THE EDITOR:

HANTS JOURNAL, October 10, 2015

Higher taxes 'absolutely' in store for Hants County residents

By: Ira Mac Innis, CPA, CA

Vaughan, Hants County, NS

"I recently learned that the warden of West Hants has determined in a letter to the editor published in a provincial paper that I was classified as a 'Critic Misinformed.'

I don't see myself as a critic but rather as a problem solver who is trying to resolve the matter between West Hants and the Windsor Fire Department (WFD) before Oct 23.

For those who know me and my efforts over the last month, there is no one in West Hants who has tried harder to find a solution to the impasse between West Hants and the WFD in the current fire dispute.

In a recent letter to the editor, I took issue with Coun. Randy Matheson's assertion that the municipality has paid too much to the WFD and I countered that the cost of West Hants providing the same service would cost more for less coverage, particularly in the Falmouth area.

Subsequent to my letter and prior to its publication, I undertook quiet discussions with both parties to this dispute and met separately with the two senior representatives of West Hants and the Chief of the WFD. Both of those meetings went very well.

As a result of those meetings, I came up with a solution to the impasse that I very strongly believe would resolve this matter and allow for a new long-term contract between the parties.

When I asked for a meeting for Oct 8, to present my solution I was advised by the warden: 'I certainly appreciate your effort but as I stated previously, council has made the decision to move forward. We can meet at a later date to discuss the future relationship with Windsor Fire Department and their role in our new fire service plan if you'd like but I'm unclear as to why we would meet at this time.'

Clearly, West Hants has no interest in resolving this matter even though a solution is available due to my direct discussion with each of the parties – a discussion that has been sorely lacking in the past in order to articulate issues between the parties and to come up with a resolution. The mediator threw up her hands in frustration and the province has no interest in getting involved. Therefore, I undertook to talk to the parties to try and find common ground. I have done that.

The warden articulated three issues in my letter that he disagreed with.

1, The representatives of West Hants said they are not hiring four new staff for fire services. However, it was said by them in the meeting that West Hants would have four county

employees, who are trained as firefighters, carry fire gear in their trucks so as to respond quickly to fire calls.

As far as I personally know, the only full time municipal employee trained at present is the Hantsport fire chief. The hiring of any additional full time employees for whatever department to cover fire services will mean increased costs and taxes to the ratepayers of West Hants.

2. The warden states that West Hants did not know that the WFD was handling \$1 million reserve until the mediator's report came out.

WFD was clear to me that they provide their consolidated financial statements to West Hants each year along with their 15-year capital replacement plans and that West Hants was in agreement with the expenditure of over \$400,000 for breathing apparatus which would come out of the reserve along with provincial and Town of Windsor money.

To say that they don't understand the financial statements and know what is being spent is more than a bit offside on their part, in my opinion.

3. The warden states that West Hants will not be borrowing \$10 million for a new Three Mile Plains (TMP) substation. He does say that the cost should be under \$2 million for TMP.

They told me in our meeting when I met with them that they were also looking to build a new fire station in Falmouth. I think the fire marshal and themselves realize that they need to fill the gap in their current plan, especially when the Windsor Elms senior's residence is looking to do a private contract with the WDF due to concerns with coverage and protection.

If we assume this will be another \$2 million along with the expenditure of another \$1 million for trucks to cover the area, we are at \$5 million over and above the current approved amount of \$3 million. Because things usually take longer and cost more than anticipated, I assume that the total will come in at \$8 to \$10 million of new borrowings. The annual debt servicing will be significant. This is an added cost to the West Hants taxpayers.

What I was trying to do in my previous correspondence was show that the cost of the new West Hants fire service cannot be cheaper than the WFD cost.

By selectively denying certain items, the warden has very effectively defused the situation expressed in my letter while not admitting to everyone that tax costs will be higher.

The WFD direct cost for fire protection is currently \$0.05 per \$100 of assessment. This will be replaced by the new West Hants fire service cost of at least \$0.13 and quite possible \$0.18 on \$100 of assessment. It will be three years before I can confirm it but it will come to pass. After 45 years of dealing with municipal finances in Nova Scotia, I am absolutely sure of that!

Ira Mac Innis

Vaughan"

E. Council Sizing Up New Fire Station

EDITORIAL:

HANTS JOURNAL, January 4, 2016

West Hants council sizing up new fire station

By: Carol Morris-Underhill

"Discussions expected to heat up in 2016 over new, permanent station

HANTS COUNTY – If West Hants council's last meeting in December was an indication, a new fire station will be in the works sooner rather than later.

Coun. Randy Matheson told council he wanted to see construction on a new building as soon as shovel can break the ground – if not faster.

"Over this whole situation, we've taken some hits and that's alright because that's what we do. But the firefighters have taken some hits too. For them, we've got to put this to bed. I would love to see us strive for that April 15 deadline", said Matheson at the Dec. 8 meeting.

Matheson was referring to West Hants' handling of the fire services situation, which, after five years of failed contract negotiations with the Windsor Fire Department, resulted in the municipality creating their own fire service. In October 2015, Brooklyn firefighters were called upon to operate a temporary substation in Garlands Crossing to cover off the area the WFD had cared for, and the Hantsport firefighters were called upon to provide coverage to Falmouth, Mount Denson and take over the existing substation in Vaughan.

"They're very appreciative of the building they got (in Garlands Crossing) but they're anxious to get in a building that is a fire building – a fire department – built for that purpose" said Matheson. "I think it would be folly for us not to try to move this along fast."

West Hants Chief Administrative Officer Cathie Osborne informed council that she was preparing a request for proposals to not only identify the best location to place a new station to deliver fire services to West Hants' two growth areas (Garlands Crossing and Falmouth), but to have a qualified professional complete a fire apparatus inventory and analysis.

That request for proposals (RFP) is due by Jan. 6 at noon.

According to the RFP, the CAO is looking to award the contract at a committee of the whole meeting on Jan. 19. (The municipal office could not confirm that a special meeting was planned for this date, as of press time.) The RFP further states the project would start on Feb. 3, and wrap up by March 31, 2016.

As per council's request, the RFP also asks if it's possible to do the two studies separately – so that council could get a jumpstart on construction.

During the last meeting of 2015, Osborne advised council it would be wise not to rush the process – and indicated why she felt having both studies completed would give them a better idea of how to move forward.

"I think there is a direct relationship between our inventory and the building. If the report comes back that we have too much of something or not enough, and we build a station that doesn't fit (what's needed for apparatus)...then we have built something that may not be good for future use. That is one concern," said Osborne.

Although she pulled together a temporary fire service within 60 days last year she said rushing to construct a permanent facility is not something she'd want to do.

"That would not be my preferred approach because I think we can do a better job by being more reflective of what we're doing in the long term."

Coun. Jennifer Daniels also urged council not to rush into anything, reminding them of the importance of completing the necessary studies.

"We have a two-year lease on a piece of property. We have lots of time. Do it right. Do it cost effective. Do it efficiently," said Daniels.

Warden Richard Dauphinee agreed with Matheson, saying: "I agree we have to keep moving ahead, and moving ahead fast."

Throughout the meeting, Matheson and Coun. Shirley Pineo were adamant that work on the new station must begin quickly.

Matheson suggested the Brooklyn Fire Department should be used as a model, which would speed up the process, and said West Hants firefighters already know what they want to see built.

"It's not just one firefighter or two firefighters or three firefighters. They're all saying the same thing: 'Look, we know what we need, we know where it's got to go'," said Matheson.

"You can use Brooklyn as a model," Matheson continued. "With computer models now, you just go click, click, click and you can build a building fairly quickly. They know what they need. They know what they'd do different, which by the way is not a whole lot from what I've heard."

The Brooklyn Fire Department opened in 2010."

2

Memorandum of Understanding
Between the parties of
Town of Windsor (Windsor)
And
Municipality of the District of West Hants (West Hants)

Whereas, Windsor and West Hants have agreed to resume joint council meetings on a regular basis; and,

Whereas, the two municipalities have also signed a *Terms of Reference* on how such meetings will be conducted; and,

Whereas, West Hants has asked Windsor to withdraw its application for amalgamation through the UARB process because West Hants does not believe it is supported by the citizens of West Hants, and,

Whereas, Windsor wishes to pursue amalgamation because it believes the citizens of Windsor support amalgamation; and,

Whereas, both municipal councils believe they represent the citizens and their interests in each of their respective constituencies; and,

Whereas, both West Hants and Windsor have a desire to work collaboratively and more closely on areas that will strengthen our greater community; and

Whereas, Windsor and West Hants agree the differing views on amalgamation between Windsor and West Hants is straining the relationship and trust given to Windsor and West Hants by its respective citizens; then

Therefore, the parties agree to enter into a Memorandum of Understanding:

- to evolve the positive climate and relationship that is developing between our two municipalities
- to ensure coordination and alignment of initiatives in areas of shared interest
- to maximize cost sharing, access and utilization of resources, services and programs for the benefit of the citizens in our community.

And, the parties also agree through this MOU, that they will commit to ensuring that an ongoing community benefit is realized whereby

- both parties will endorse the partnership and the results in the community
- both parties will focus on a balance of strategic and tactical partnership opportunities

- both parties agree to review the MOU annually for any updates that may be necessary

Goodwill

The MOU is designed to help foster an environment conducive to consultation and ongoing two-way communications between Windsor and West Hants.

The CAOs will be the appointed staff representatives for the Windsor and West Hants for any matters that arise.

Initiatives

The first initiatives arising from the approval of this MOU include:

1. The parties agreeing to immediately approach the UARB and the Court of Appeal to suspend the proceedings before them to allow for the content of the MOU between the parties to take place.
2. Beginning immediately, a review of the cost sharing formulae, agreements and models for fairness and equitability to both Windsor and West Hants for programs, resources and services with potential benefits as early as this year's budget deliberations.
3. Joint application for full funding assistance and help of the provincial government for studies that will inform our respective communities on the merits or demerits of operating as one regional entity.
4. After a period not exceeding 12 months, and subject to the mutual agreement of the parties, the Town of Windsor will immediately withdraw from the UARB process.

Term

This MOU shall become effective from the date of execution by the Warden of the Municipality of the District of West Hants and the Mayor of the Town of Windsor.

Dated: Feb 8, 2017

Witness: [Signature]
[Signature]

Mayor Anna Allen
Mayor Anna Allen

Warden Abraham Zebian
Warden Abraham Zebian

NEWS RELEASE

For interviews or more information, contact:

Anna Allen Mayor Town of Windsor

(902) 798.6673

Abraham "Abe" Zebian, Warden of West Hants

(902) 790.1566

FOR IMMEDIATE RELEASE

Windsor and West Hants sign Memorandum of Understanding

Date and Location, Today the Municipality of West Hants and the Town of Windsor announced that they have mutually entered into a Memorandum of Understanding ("MOU"). As a result of today's announcement Windsor has agreed to suspend its application for amalgamation through the UARB process sending a positive and hopeful reply to its neighbors in West Hants.

The agreement between Windsor and West Hants outlines a framework for a new relationship that will see the two working cooperatively on shared areas of interest that will benefit all the citizens in their respective communities. The initial objectives are intended to focus on broad areas that will serve to improve access and use of resources, services and programs while generating maximum cost benefits for both municipal units.

Mayor Allen stated "Our collective objective is to work towards a better outcome and eventual structural change that is meaningful to our citizens and community. The MOU demonstrates willingness to work together for the good of our regional community. The Town believes that a strong partnership with West Hants is a better way to achieve the same goals."

Warden Abe Zebian commented "We are very pleased to be able to reach this mutually beneficial agreement with our neighbors and friends in the Town of Windsor. Over the past two months we have had discussions that served to encourage today's announcement. We look forward to a bright, cooperative and prosperous future for all the residents of our region."

Both Warden Zebian and Mayor Allen highlighted that the people of Windsor and West Hants place great value on their public services including the resources and services that are shared with each other. Both leaders expressed enthusiastic optimism about the future for the citizens of Windsor and West Hants.

Anna Allen
Mayor, Town of Windsor

Abe Zebian
Warden, The Municipality of West
Hants



**Municipal Affairs
Office of the Minister**

PO Box 216, Halifax, Nova Scotia, Canada B3J 2M4 • Telephone 902 424-5550 Fax 902 424-0581 • novascotia.ca

February 22, 2018

Ms. Anna Allen
Mayor
Town of Windsor
PO Box 158
Windsor, NS B0N 2T0

-- and --

Mr. Abraham Zebian
Warden
Municipality of the District of West Hants
PO Box 3000
Windsor, NS B0N 2T0

Dear Mayor Allen and Warden Zebian:

Thank you for meeting yesterday to discuss the challenges and opportunities of municipal government.

The frank and honest conversation we had was enlightening in terms of helping me understand the perspectives of your councils on the current governance environment in Windsor and West Hants. It was clear to me that both councils are in different places regarding their views on amalgamation, but I was encouraged by your willingness to continue to have a productive dialogue towards improving regional cooperation.

As we discussed, the Department of Municipal Affairs (DMA), the Association of Municipal Administrators of Nova Scotia (AMANS) and the Union of Nova Scotia Municipalities (UNSM) are working cooperatively to develop a new model for regional governance and improved municipal cooperation and collaboration. I am pleased that you have both expressed an interest in actively supporting us through this work and potentially acting as a pilot region for this project.

To that end, DMA is committed to providing assistance to facilitate productive discussions among your councils on regional governance and participating in this joint DMA, UNSM and AMANS municipal modernization project. As well, I assure you of my personal support as you embrace this bold new path.

I would also like to reiterate that the Department of Municipal Affairs will not provide funding for the amalgamation application currently before the Utility and Review Board. Rather, we look forward to working with you over the next several months to develop and pilot a new approach for regional governance that could serve as a model for other municipalities.

Sincerely,

Derek Mombourquette
Minister

c: Chuck Porter, MLA Hants West
Louis Coutinho, Chief Administrative Officer, Town of Windsor
Martin Laycock, A/Chief Administrative Officer, Municipality of the District of West Hants

FOR IMMEDIATE RELEASE:

Thursday, July 19, 2018 (Windsor, NS) – In a Special meeting of Joint Council a motion was passed that the Municipality of the District of West Hants and the Town of Windsor make a request to the Minister of Municipal Affairs to enter into negotiations to consolidate the two municipalities through special legislation and that the process be completed no later than December 31, 2020. The recommendation was passed by both Councils immediately following the Joint Council meeting.

Both the Town of Windsor and the Municipality of West Hants are excited to move in this direction. The Councils made this decision to allow our region to grow unhindered by the political differences that have obstructed moving the region forward for many decades.

The deadline of December 2020 allows time for negotiations, discussions and the ability to identify the unique needs of both municipal units. The Councils remain committed to their residents and strengthening our region's economic and social future.

A request for a meeting has been made to our Minister of Municipal Affairs, Chuck Porter, MLA Hants West, to begin the discussions on the modernization of our two units. Both Councils are eager to work with the Minister as he has represented our area since 2006 and is familiar not only with our struggles, but more importantly our potential. It is anticipated the Province will recognize the leading role that both the Municipality and the Town have taken with tonight's decision and be an active partner in this process.

-30-

Contact:

Warden Abraham Zebian
Municipality of the District of West Hants
902-790-1566
azebian@westhants.ca

Mayor Anna Allen
Town of Windsor
902-798-6673
aallen@town.windsor.ns.ca



BILL NO. 55

(as introduced)



*2nd Session, 63rd General Assembly
Nova Scotia
67 Elizabeth II, 2018*

Government Bill

Region of Windsor and West Hants Municipality Act

The Honourable Chuck Porter
Minister of Municipal Affairs

[First Reading](#): September 25, 2018

Second Reading: September 27, 2018

[Third Reading](#): October 9, 2018 (LINK TO BILL AS PASSED)

An Act to Incorporate the Region of Windsor and West Hants Municipality

Be it enacted by the Governor and Assembly as follows:

1 This Act may be cited as the Region of Windsor and West Hants Municipality Act.

2 In this Act,

(a) "Chief Administrative Officer" means the Chief Administrative Officer of the Regional Municipality appointed under Section 8;

(b) "Co-ordinating Committee" means the Co-ordinating Committee established under Section 5;

(c) "Co-ordinator" means the Co-ordinator of the Regional Municipality appointed under Section 4;

(d) "Council" means the Council of the Regional Municipality;

(e) "incorporation date" means April 1, 2020;

(f) "Minister" means the Minister of Municipal Affairs;

(g) "municipal government" means

(i) a municipal unit,

(ii) a service commission in the area of a municipal unit,

(iii) an authority, board, commission, corporation or other entity of a municipal unit, and

(iv) a joint authority, board, commission, committee or other entity involving a municipal unit;

(h) "municipal unit" means Windsor or West Hants;

(i) "Regional Municipality" means the Region of Windsor and West Hants Municipality;

(j) "West Hants" means the Municipality of the District of West Hants;

(k) "Windsor" means the Town of Windsor.

3 On and after April 1, 2020, the inhabitants of West Hants and Windsor are a body corporate under the name the Region of Windsor and West Hants Municipality.

4 (1) The Governor in Council shall appoint a person to be the Co-ordinator of the Regional Municipality for such term as the Governor in Council determines.

(2) The Co-ordinator has all the powers of a commissioner appointed pursuant to the Public Inquiries Act.

5 (1) A Co-ordinating Committee is established consisting of the Mayor and Deputy Mayor of Windsor, the Warden and Deputy Warden of West Hants, and the Co-ordinator.

(2) Windsor and West Hants, by a motion of council, shall each designate an alternate to attend meetings of the Co-ordinating Committee where a member of the Co-ordinating Committee from that municipal unit is unable to attend.

(3) The Co-ordinator is the Chair of the Co-ordinating Committee and may only vote on questions considered by the Committee in the case of a tie.

(4) Three members of the Co-ordinating Committee, including the Co-ordinator and at least one member from each municipal unit, constitute a quorum of the Co-ordinating Committee.

(5) All decisions of the Co-ordinating Committee shall be determined by majority vote.

6 (1) The Co-ordinating Committee is responsible for designing and implementing the administrative structure of the Regional Municipality.

(2) Where the Co-ordinating Committee is unable to decide any question concerning the design and implementation of the administrative structure of the Regional Municipality by majority vote, the Co-ordinator may determine the question, and the decision of the Co-ordinator is final and binding.

7 (1) The Co-ordinating Committee has all the powers of the Council of the Regional Municipality and of its police advisory board until the Council first takes office pursuant to this Act.

(2) The Co-ordinating Committee may contract and be contracted with, sue and be sued, acquire real and personal property, engage officers and employees, prescribe a seal and do such things and make such expenditures as are required for the orderly establishment of the Regional Municipality.

(3) All acts of the Co-ordinating Committee have, upon the incorporation of the Regional Municipality, full force and effect, and are and are deemed to have been exercised by the Regional Municipality.

(4) The officers and employees of a municipal government shall render assistance and furnish all information and perform all acts as requested by the Co-ordinating Committee.

8 (1) The Co-ordinating Committee shall appoint a Chief Administrative Officer of the Regional Municipality by January 1, 2020.

(2) The Chief Administrative Officer, in consultation with the Co-ordinator, shall appoint the heads of the departments of the Regional Municipality.

(3) The Council shall ratify the appointment of the Chief Administrative Officer as soon as practicable after the incorporation of the Regional Municipality.

9 (1) The Chief Administrative Officer, in consultation with the heads of departments, shall employ all other employees of the Regional Municipality, effective on the

incorporation date, or such earlier date as the Chief Administrative Officer deems expedient.

(2) Preference in employment by the Regional Municipality shall be given to an employee of a municipal government where that employee meets the basic requirements for a position.

(3) On or before the incorporation date, the Co-ordinating Committee shall establish a pension plan or a successor pension plan in accordance with the Pension Benefits Act to replace any pension plan established by a municipal government.

10 (1) The Co-ordinator shall apply to the Nova Scotia Utility and Review Board for a determination of, and the Board shall determine, the number of councillors and the boundaries of the polling districts in the Regional Municipality.

(2) Notwithstanding the Municipal Elections Act,

(a) ordinary polling day for the first election of the Mayor and councillors of the Regional Municipality must be held on the first Saturday in March 2020;

(b) no election shall be held for Mayor and councillors of the Regional Municipality in October 2020; and

(c) the term of office of the members of the council elected in 2020 ends at the first meeting of the Council after the municipal election in 2024.

(3) Elections after the first election shall be held in the year 2024 and thereafter in accordance with the Municipal Elections Act.

(4) A nomination for the first election of the Mayor and councillors of the Regional Municipality must be filed at the office of the returning officer by February 12, 2020.

(5) For the purpose of the first election, the Co-ordinator may abridge any time period contained in the Municipal Elections Act.

(6) The Co-ordinator shall, with the assistance of employees of the municipal governments, provide for the first election of the Mayor and councillors of the Regional Municipality.

(7) Notwithstanding clause 18(1)(c) of the Municipal Elections Act, a member of the council of Windsor or West Hants is eligible to be elected to the Council.

(8) Qualifications for nomination as a member of the Council shall be determined as if the municipal units had been merged into the Regional Municipality six months prior to nomination day.

(9) The Council takes office on the incorporation date.

11 (1) Upon the new Council taking office, the new Council shall choose a new name for the Regional Municipality and submit the chosen name to the Governor in Council.

(2) Where the new Council submits a name for the Regional Municipality under subsection (1), the Governor in Council may, by proclamation, change the name of the Regional Municipality to that name.

12 Before the incorporation date, a municipal government shall not

(a) replace an employee who retires, resigns, is laid off or is dismissed, convert an employee from part-time to full-time status or promote an employee or hire a new employee, except in the case of term appointments that will expire before the incorporation date;

(b) enter into any lease, contract or other commitment that has effect after, or a term extending beyond, March 31, 2020;

(c) dispose of a capital asset;

(d) provide early retirement, pre-retirement, termination or severance benefits for any employee, except as required by the terms of an employment contract; or

(e) expend any funds from an operating or capital reserve fund, and after the incorporation date the council shall apply any reserve funds of a municipal government for the benefit of the residents of the area of the former municipal government,

except as authorized by the Co-ordinating Committee.

13 (1) The Regional Municipality may provide early retirement, pre-retirement, termination or severance benefits for any employee of a municipal government who is not employed by the Regional Municipality because of the consolidation of the municipal units.

(2) An early retirement program may be limited to the incumbents of positions that the Chief Administrative Officer considers to be unnecessary for the Regional Municipality.

(3) The cost of severance benefits provided by the Regional Municipality shall be borne by the Regional Municipality and not be charged to the municipal government that formerly employed the employee, and the sums required may be borrowed by the Regional Municipality and must be repaid by the Regional Municipality in not more than 10 annual instalments, as determined by the Council.

14 The Minister may, by order, provide for anything necessary or incidental to the incorporation and effective government of the Regional Municipality.

15 (1) Upon the incorporation of the Regional Municipality, West Hants and Windsor, together with all service commissions in West Hants and Windsor, are dissolved, and the assets and liabilities of them are vested in the Regional Municipality.

(2) Upon the incorporation of the Regional Municipality, every authority, board, commission, corporation or other entity of a municipal government in the area to be incorporated as the Regional Municipality and every joint authority, board, commission, committee or other joint entity involving a municipal government in the area to be incorporated as a Regional Municipality is dissolved and their assets and liabilities are vested in the Regional Municipality.

(3) Subject to any collective agreement, upon the incorporation of the Regional Municipality, the Labour Standards Code governs the treatment of all employee benefits and entitlements.

(4) The vesting of an asset of a municipal government in the Regional Municipality does not void any policy of insurance with respect to the asset, including public liability policies, and the Regional Municipality is deemed to be the insured party for the purpose of any such policy.

(5) Nothing in this Act dissolves any authority, board, commission, committee or other entity that includes representatives of municipalities outside the Regional Municipality.

(6) The Regional Municipality shall continue to pay any pension or annuity being paid by a municipal government on the day preceding the incorporation date according to its terms.

(7) The Regional Municipality is a successor employer for the purpose of the Pension Benefits Act.

16 (1) In this Section, "employee" means an employee as defined in Section 2 of the Trade Union Act, excluding those described in subsection 2(2) of that Act.

(2) The Regional Municipality is a transferee for the purpose of Section 31 of the Trade Union Act and, for greater certainty,

(a) the Regional Municipality is bound by successor rights as determined pursuant to the Trade Union Act; and

(b) subject to the Trade Union Act, the Regional Municipality and the employees, who are covered by collective agreements, of a municipal government are bound by the collective agreements as if the Regional Municipality were a party to them.

(3) Where an employee of a municipal government is employed by the Regional Municipality, the period of employment and seniority of that employee with the municipal government at the time of the incorporation of the Regional Municipality is deemed to have been employment and seniority with the Regional Municipality and the continuity of employment and seniority is not broken.

(4) Where an employee of a municipal government is employed by the Regional Municipality in a position which becomes a bargaining unit position, the employee's right to employment in the position is not affected by whether that employee was previously employed pursuant to a collective agreement and the employee is deemed to have seniority credits with the Regional Municipality equal to the employee's service with that municipal government.

(5) No provision of a collective agreement with a municipal government that purports to favour the employees of one municipal government in obtaining employment with the Regional Municipality over those of another municipal government has any force or effect.

17 (1) A reference in an enactment, deed, will or other document to a municipal government is deemed to be a reference to the Regional Municipality.

(2) A reference in an enactment, deed, will or other document to the mayor or warden of a municipal unit is and is deemed to be a reference to the Mayor of the Regional Municipality.

(3) The by-laws, orders, policies and resolutions in force in a municipal government immediately prior to the incorporation of the Regional Municipality continue in force in the area over which that municipal government had jurisdiction to the extent that they are authorized by this or another Act, until amended or repealed by the Council.

18 (1) Clause 3(be) of Chapter 18 of the Acts of 1998, the Municipal Government Act, is repealed and the following clause substituted:

(be) "regional municipality" means a regional municipality established by or continued by an enactment and includes

(i) the Cape Breton Regional Municipality,

(ii) the Halifax Regional Municipality,

(iii) the Region of Queens Municipality, and

(iv) the Region of Windsor and West Hants Municipality,

and the area over which each of those bodies corporate has jurisdiction.

(2) Subclause 3(be)(iv) of Chapter 18 is amended by striking out "the Region of Windsor and West Hants Municipality" and substituting the name chosen by the Council under Section 9.

19 (1) Subsection 18(1) has effect on and after April 1, 2020.

(2) Subsection 18(2) comes into force on such day as the Governor in Council orders and declares by proclamation.

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Guiding Principles for Transition Committee

The following guiding principles were developed at a joint council workshop between the Town of Windsor and the Municipality on October 29th, 2018.

The intent of these Guiding Principles is to provide our Windsor/West Hants Transition Committee with broad values to consider when making decisions concerning the consolidation of the two communities.

- 1. Boundaries:** When looking at boundaries, ensure equitable representation for both urban and rural communities for the new council. It is essential that the culture and identities of both the urban and rural communities are retained in the new consolidated community.
- 2. Taxation:** When developing a taxation model for the consolidated community, the existing tax system should serve as a base. Business as usual, services as usual. The electoral boundaries should not impact taxation.
- 3. Debt:** When addressing debt from the former communities, area rates should be used to ensure the repayment of the debt is paid in the spirit it was incurred. By way of example, if the debt was incurred for the benefit of the taxpayers in Windsor, the debt should be area rated to the tax payers of Windsor.
- 4. Administrative Structure:** When developing the blended administrative structure of the consolidated community, all efforts should be taken to ensure there is no job loss as a result of the consolidation. Any planned efficiencies should strive to be achieved through attrition and maintaining corporate knowledge should be prioritized.
- 5. Regional Service Strategy:** An overall strategy for regional service delivery and regional infrastructure prioritization should be informed by an inventory of existing assets.
- 6. Regional Planning:** Regional planning should be a priority for the consolidated community to ensure that the strengths of the urban and rural communities are being leveraged appropriately.
- 7. Public Engagement:** A Public Engagement Plan should focus on transparency and provide diverse ways to inform and engage the public and stakeholders.
- 8. Decisions:** All pertinent decisions should be reviewed with the lens of looking for economic development growth and opportunities.



**Executive
Council**

*A certified copy of an Order in Council dated
December 4, 2018*

2018-328

The Governor in Council on the Report and Recommendation of the Minister of Municipal Affairs dated November 27, 2018, and pursuant to Section 4 of Chapter 26 of the Acts of 2018, *An Act to Incorporate the Region of Windsor and West Hants Municipality*, is pleased to appoint Kevin Latimer as the Coordinator for the consolidation of the Town of Windsor and the Municipality of the District of West Hants for a term expiring March 31, 2020.

Certified to be a true copy


Laura Lee Langley
Clerk of the Executive Council

TERMS OF REFERENCE
REGIONAL MUNICIPALITY CO-ORDINATING COMMITTEE
(With amendments proposed for January 27, 2020)

AUTHORITY

The Co-ordinating Committee is established pursuant to Section 5 of Chapter 26 of the Acts of 2018, an Act to incorporate the Region of Windsor and West Hants Municipality (the "Regional Municipality").

PURPOSE

The Co-ordinating Committee is responsible for designing and implementing the administrative structure of the Regional Municipality in accordance with the legislation (attached as Appendix "A").

SCOPE

The Co-ordinating Committee has all the powers of the Council of the Regional Municipality and its Police Advisory Board until the Council first takes office on April 1, 2020. The Co-ordinating Committee will be guided in its decision-making by the Guiding Principles adopted by the Committee (attached as Appendix "B"). All acts of the Co-ordinating Committee have, upon the incorporation of the Regional Municipality, full force and effect and are deemed to have been exercised by the Regional Municipality.

CO-ORDINATING COMMITTEE MEMBERSHIP

Membership of the Co-ordinating Committee consists of the Mayor and Deputy-Mayor of Windsor and the Warden and Deputy-Warden of West Hants and the Co-ordinator appointed by the Minister. Alternate members designated in accordance with the Act will attend meetings of the Co-ordinating Committee where a member of the Co-ordinating Committee is unable to attend.

CO-ORDINATOR ROLE

The Co-ordinator, Kevin Latimer, is appointed pursuant to Order-in-Council dated December 4, 2018 (attached as Appendix "C"). The Co-ordinator is the Chair of the Co-ordinating Committee with all the powers of a Commissioner appointed pursuant to the *Public Inquiries Act*. The Co-ordinator's role is to oversee and facilitate the consolidation process in concert with the Co-ordinating Committee, while working with the Department of Municipal Affairs' representatives to ensure the timely and orderly establishment of the Regional Municipality. The various duties and responsibilities of the Co-ordinator are more particularly described in the Act. The Co-ordinator shall have authority to enter contracts binding the Committee by his signature.

PROJECT ADMINISTRATOR ROLE

The Committee shall be supported in achieving its mandate by a Project Administrator. The duties and responsibilities of the Project Administrator are generally described in Appendix “D”. The Project Administrator shall report to and take direction from the Co-ordinator.

CO-ORDINATING COMMITTEE MEETINGS

- The Committee shall meet as frequently as required at the call of the Chair to complete its mandate.
- The Committee shall meet at least once monthly with additional meetings scheduled as agreed by consensus of the Committee.
- Three members of the Committee, including the Co-ordinator and at least one member from each municipal unit, constitute a quorum of the Co-ordinating Committee.
- The Committee shall strive to make decisions by consensus, and where unable to achieve unanimity, may make decisions by majority vote.
- Meetings shall be open to the public, except where the Committee determines to meet in-camera pursuant to Section 22 of the *Municipal Government Act*.
- Where the Committee meets in-camera, minutes of in-camera meetings shall be taken by the Clerk or a designate and kept in the Office of the Clerk. The minutes of in-camera meetings shall be approved at the next in-camera meeting of the Committee as the first item of business of the in-camera meeting. Minutes of in-camera are not considered to be of public record.
- The Committee shall strive to alternate meetings between Windsor and West Hants.
- The Chief Administrative Officer shall attend to advise and assist in the functioning of the Committee but shall not be a voting member. Additional staff, external consultants and advisors may attend and advise the Committee as required, under the direction of the Co-ordinator.
- While meetings of the Committee are held in public, the meetings are not public hearings.
- Where possible, regularly scheduled meetings of the Committee will be live streamed over the internet. The Committee will not respond to comments during the live stream; there is no obligation of the Committee to maintain these recordings; and the Committee is not responsible to resolve any technical difficulties that may impact the live stream during a meeting.

CO-ORDINATING COMMITTEE VOTING

All decisions of the Committee shall be determined by majority vote. The Co-ordinator may only vote on questions considered by the Committee in the case of a tie. Where the Committee is unable to decide any question concerning the design and implementation of the

administrative structure of the Regional Municipality by majority vote, the Co-ordinator may determine the question, and the decision of the Co-ordinator is final and binding.

AGENDA, MINUTES AND RESOLUTIONS

Minutes and motions of the Committee shall be provided to each member of the Co-ordinating Committee within ten (10) business days after the conclusion of such meeting. The Co-ordinator will endeavour to provide each member of the Co-ordinating Committee with the agenda and required supporting documentation at least two (2) days prior to every meeting. Meeting minutes and agendas shall be posted as soon as conveniently possible in the discretion of the Co-ordinator on the StrongerRegion.ca website for public information purposes.

CONFLICT OF INTEREST

It is expected that all members of the Committee will adhere to the *Municipal Conflict of Interest Act*, disclosing any pecuniary or indirect pecuniary interest in any matter before the Committee and refraining from taking part in, or trying to influence either before or after the meeting, any directions or decisions respecting such matters.

Where a member becomes aware of a conflict of interest the member shall, for purposes of Co-ordinating Committee meetings, adhere to the following:

- i. Declare the conflict before any discussion of the issue;
- ii. Remove oneself from the Committee table when the issue arises for discussion; and
- iii. Refrain from any discussion directly or indirectly with Committee members on the issue.

A breach of this guideline may require the Co-ordinator to request the Minister to remove the member and appoint another member in their stead.

RESOURCES & BUDGET

- The Committee shall have access to the resources necessary to make decisions and complete its mandate in a timely manner.
- The Co-ordinator shall present a Workplan for approval of the Co-ordinating Committee. The Workplan will guide the Committee in its use of project resources.
- The Co-ordinator, supported by the Chief Administrative Officer, shall present a budget to the Committee for approval. The budget will support the execution of the Committee's Workplan.
- The Co-ordinator will provide a budget update/report to the Committee and Minister on a quarterly basis.
- The Chief Administrative Officer shall provide primary assistance to the Committee and may direct additional staff resources to assist as required.

- The Committee acting through the Co-ordinator may secure the services of such additional staff and advisor(s) as it deems necessary to fulfill its mandate on a timely and cost-effective basis.

REPORTING

- Communications and reporting from the Committee shall come principally from the Co-ordinator or his designate from time to time.
- The Committee shall provide a concise progress update to the Minister and the respective Councils no less than once every thirty (30) days.
- The Committee shall provide a concise information bulletin on Workplan progress and pending activities for public awareness at least once every thirty (30) days.
- The Committee shall report to the Minister of Municipal Affairs through the office of the Deputy Minister.
- Members of the Committee shall keep their respective Councils apprised of the progress of the Committee;

OTHER

The Committee will review the Terms of Reference periodically for changes or amendments it may deem necessary from time to time.

January 31, 2019
April 15, 2019 (first amendment)
October 28, 2019 (second amendment)

FUNDING AGREEMENT

THIS FUNDING AGREEMENT made this 29th day of March, 2019.

BETWEEN:

HER MAJESTY THE QUEEN, in right of the Province of Nova Scotia, as represented by the Minister of the Department of Municipal Affairs (hereinafter referred to as the "Province");

and

The Co-ordinating Committee for the consolidation of the Municipality of the District of West Hants and the Town of Windsor as established by section 5 of the *Region of Windsor and West Hants Municipality Act* (hereinafter referred to as the "Co-ordinating Committee").

WHEREAS the Councils for the Municipality of the District of West Hants (hereinafter referred to as "West Hants") and the Town of Windsor (hereinafter referred to as "Windsor") passed resolutions asking the Province to assist them in consolidating their two municipalities into one regional municipality;

AND WHEREAS the Province is supportive of municipal governments that demonstrate leadership for long-term, transformational change, restructuring their governance arrangements to improve efficiency and effectiveness;

AND WHEREAS on October 11, 2018, the *Region of Windsor and West Hants Municipality Act* was proclaimed in effect by the Lieutenant Governor of Nova Scotia, the Honourable Arthur J LeBlanc;

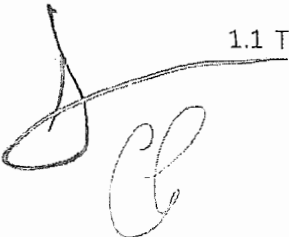
AND WHEREAS the *Region of Windsor and West Hants Municipality Act* incorporates West Hants and Windsor into one regional municipality (hereinafter referred to as the "Regional Municipality") effective April 1, 2020;

AND WHEREAS it is in the best interests of the Province as a whole, the citizens of West Hants, and the citizens of Windsor to consolidate West Hants and Windsor into a single regional government, the Province has agreed to contribute to the costs associated with consolidation;

NOW THEREFORE in consideration of the mutual covenants and agreements contained in this Funding Agreement, the Parties agree as follows:

1.0 FUNDING ASSISTANCE

1.1 The Province will provide funding as follows:

A large, stylized handwritten signature in black ink, appearing to be 'J.C.', is written over the text of section 1.1.

- (a) Equalization and Town Foundation Grant funding shall be paid to the Regional Municipality over a period of five (5) fiscal years (i.e., April 1, 2020 to March 31, 2025, inclusive). The amount of Equalization funding to be paid to the Regional Municipality shall be no less than the amount received by Windsor in the 2019/20 fiscal year (The Town of Windsor total Equalization and Town Foundation Grant funding received in 2019/20: \$430,403). The total amount to be paid over the next five (5) fiscal year period shall not be less than \$2,152,015 to be paid in amounts as follows: (2020-21) - \$430,403; (2021-22) - \$430,403; (2022-23) - \$430,403; (2023-24) - \$430,403; and (2024-25) - \$430,403. At the expiry of this period, the Equalization allocation for the Regional Municipality will revert to the applicable provincial formula in effect at that time.
 - (b) Funding for post-consolidation expenses will be determined at a later date at the discretion of the Province based on supporting information presented by the Co-ordinating Committee and/or Regional Municipality.
 - (c) The Province will provide up to \$1,500,000 in pre-consolidation funding to cover costs associated with transition. Such costs include, but are not limited to, communications support, legal services, human resources support, boundary reviews and studies, elections, and such other activities necessary to establish the Regional Municipality.
- 1.2 The Co-ordinating Committee shall provide a budget to the Province for approval by the Minister of Municipal Affairs (hereinafter referred to as the "Minister") before any funding will be expensed under this Agreement.

2.0 OTHER ASSISTANCE

- 2.1 The Province will work cooperatively with the Co-ordinating Committee and/or Regional Municipality to identify funding sources and programs that will assist the Regional Municipality with future program and infrastructure costs as the need arises and upon request of the Co-ordinating Committee and/or Regional Municipality.

3.0 REPORTING REQUIREMENTS

- 3.1 The Co-ordinating Committee will provide the following:
- (a) An overall budget detailing the manner in which funds disbursed pursuant to this Funding Agreement will be expended by the Co-ordinating Committee.
 - (b) On a quarterly basis from the effective date of this Funding Agreement to April 1, 2020, a quarterly forecast update including supporting invoices, detailing the manner in which pre-consolidation funds disbursed pursuant to this Funding Agreement have been expended by the Co-ordinating Committee. This forecast shall be made in a form mandated by the Province.

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(c) Electronic copies of any and all of the following documents relating to expenditures made from funding disbursed pursuant to this Funding Agreement:

- i. Requests for Proposals
- ii. Applicants' submissions to Request for Proposals
- iii. Monthly account reconciliations
- iv. Any other records or reports relating to funding provided pursuant to this Funding Agreement as requested by the Province

3.2 The Co-ordinating Committee will provide any records and reports requested by the Province pursuant to this Funding Agreement at the Province's request, and within thirty (30) days of any such request.

4.0 FISCAL AUDITING

4.1 The Co-ordinating Committee shall, at its own cost, conduct an audit with respect to the use of the funding received for the purposes of this Funding Agreement. A copy of this audit shall be provided to the Province immediately upon completion.

4.2 The Co-ordinating Committee will provide, upon request and in a timely manner, to the Province or anyone acting on behalf of the Province:

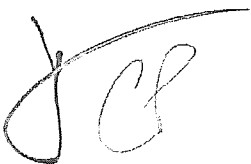
- (a) All books, accounts, and financial records held by the Co-ordinating Committee, or by third parties performing accounting and/or financial management services for the Co-ordinating Committee, relating to this Funding Agreement and the use of funding pursuant to this Funding Agreement.
- (b) Such further information and/or clarification that the Province or anyone acting on behalf of the Province may request relating to this Funding Agreement or the use of funds pursuant to this Funding Agreement.

4.3 The Co-ordinating Committee shall, at all times, ensure that third parties are obligated to provide to the Province or its authorized representative the books, accounts, records, and other information that are in the third party's possession and that relate to this Funding Agreement or the use of funds pursuant to this Funding Agreement.

5.0 RESPONSIBILITIES OF THE CO-ORDINATING COMMITTEE

5.1 The Co-ordinating Committee will:

- (a) Work expediently and in good faith with the Province to implement the *Region of Windsor and West Hants Municipality Act* and the orderly consolidation of West Hants and Windsor.

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- (b) Cooperate with the Province to ensure that the best interests of both the citizens of West Hants and Windsor are given equal and serious consideration in the delivery of municipal services.

5.2 The Co-ordinating Committee will expend the funding disbursed pursuant to this Funding Agreement directly and solely for the purposes outlined in this Funding Agreement or as approved by the Minister in writing, and may not use such funding for any other expenses, expenditures, or purpose whatsoever.

5.3 The Co-ordinating Committee will follow appropriate procurement practices when obtaining goods and services that will be paid for by funds provided by the Province pursuant to this Funding Agreement. This includes, but is not limited to, abiding by the *Public Procurement Act (NS)*, and any/all national/international trade agreements that apply to municipalities now, or that may apply at the time the goods or services are procured.

5.4 An evaluation of the consolidation project will be conducted at a time and on terms agreeable to the Province.

6.0 DEFAULT OF OBLIGATIONS

6.1 In the event that any funding provided pursuant to this Funding Agreement has been used for purposes other than those dictated hereunder, or without the express approval of the Minister, such funding is subject to repayment by the Co-ordinating Committee upon the written request of the Minister and shall be repayable within sixty (60) days.

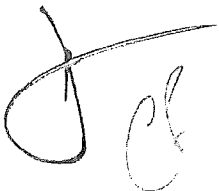
7.0 MISCELLANEOUS PROVISIONS

7.1 Other than specified within this Funding Agreement, the Province assumes no further financial responsibility for the consolidation of the Co-ordinating Committee.

8.0 NON-LIABILITY AND INDEMNITY

8.1 The Province shall not be liable for any claims, actions, suits, damages, costs or expenses arising from:

- (a) Any injury, death, or damage to property resulting from or arising out of any act or omission of the Co-ordinating Committee, their servants, agents, or contractors, in carrying out any work made possible through the funding provided for in this Funding Agreement.
- (b) Any loans or any other contractual commitments entered into by the Co-ordinating Committee with any other party or non-party in connection with work made possible through the funding provided for in this Funding Agreement.

A handwritten signature in black ink, consisting of a stylized 'J' followed by a cursive 'C' and a flourish.

8.2 The Co-ordinating Committee shall at all times indemnify and save harmless the Province, its Minister, officers, employees, agents, or assigns from and against all claims, demands, losses, costs, damages, actions, suits or other proceedings of any kind based upon injury, including death, to any person, or damage to or loss of property, arising from any willful or negligent act, omission or delay on the part of the Co-ordinating Committee, their servants, agents, or contractors, in carrying out any work made possible through the funding provided for in this Funding Agreement.

8.3 The Co-ordinating Committee shall have no authority to bind the Province to any other agreement and the Co-ordinating Committee will not hold themselves out as having any authority, express or implied, or on behalf of, the Province.

9.0 NOTICE

9.1 All notices and communications pursuant to this Funding Agreement shall be deemed duly given upon being delivered by hand, or three (3) days after posting or sent by registered mail, to a Party at the following addresses:

For the Province:

Deputy Minister
Department of Municipal Affairs
Maritime Centre, 14 North
1505 Barrington Street
Halifax, NS B3J 2M4

For the Coordinating Committee:

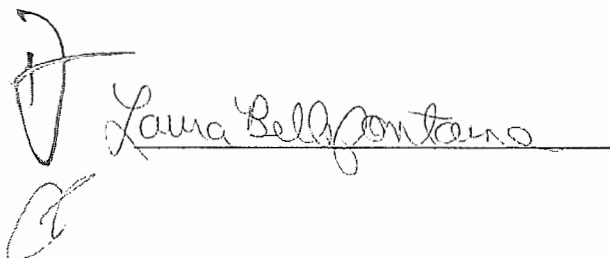
Kevin Latimer, Q.C.
Co-ordinator
Purdy's Wharf Tower 1
1100-1959 Upper Water Street
Halifax, NS B0N 2T0

10.0 ENTIRE AGREEMENT

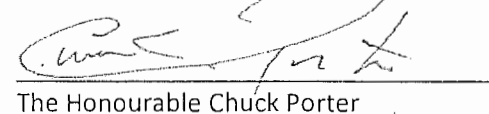
10.1 This Funding Agreement constitutes the whole agreement between the Parties unless duly modified by the Parties by agreement in writing. Any representation or statement not expressly contained herein shall not be binding upon the Parties.

IN WITNESS WHEREOF the Parties hereto have executed this Funding Agreement at the Halifax Regional Municipality, Province of Nova Scotia, Canada on this 29 day of March, 2019.

SIGNED, SEALED AND DELIVERED


Laura Bellapontano

HER MAJESTY THE QUEEN, in Right of the
Province of Nova Scotia, as represented by the
Minister of Municipal Affairs


The Honourable Chuck Porter

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Kevin Latimer



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Co-ordinating Committee Workplan and Schedule

D	Task Name	Duration	Start	Finish	Resource Name	% Complete
1	1. Regional Government for Windsor / West Hants		Thu 1/17/19		Co-Ordinator	90%
2	a) Governance	315 days?	Thu 1/17/19	Wed 4/1/20		97%
3	i) Stantec Review - Council Size	39 days	Wed 1/2/19	Mon 2/25/19	KJ/L/C/ML	100%
4	Background review	13 days	Wed 1/2/19	Fri 1/18/19		100%
5	Council Size Benchmarking	3 days	Wed 1/2/19	Fri 1/4/19		100%
6	Start up Meeting	3 days	Mon 1/7/19	Wed 1/9/19		100%
7	Council Size Online Survey	28 days	Wed 1/9/19	Fri 2/15/19		100%
8	Council Size Consultation	34 days	Wed 1/9/19	Mon 2/25/19		100%
9	Avondale Community Hall	1 day	Tue 1/29/19	Tue 1/29/19		100%
10	Brooklyn Civic Center	1 day	Wed 1/30/19	Wed 1/30/19		100%
11	SWHF Hall	1 day	Thu 1/31/19	Thu 1/31/19		100%
12	Windsor Community Center	1 day	Tue 2/5/19	Tue 2/5/19		100%
13	West Hants Municipal Office/Snow Day	1 day	Wed 2/6/19	Wed 2/6/19		100%
14	Fairmouth Community Hall	1 day	Thu 2/7/19	Thu 2/7/19		100%
15	SNOW DAY / West Hants Municipal Office	1 day	Wed 2/13/19	Wed 2/13/19		100%
16	Council Size Report	28 days	Wed 1/9/19	Fri 2/15/19		100%
17	Professor Jamie Baxter Review/Report Delivered	1 day	Fri 2/15/19	Fri 2/15/19		100%
18	Council Size Report Presentation	1 day	Mon 2/25/19	Mon 2/25/19		100%
19	ii) Stantec Boundary Review	79 days	Wed 1/9/19	Mon 4/29/19	KJ/L/C/ML	100%
20	Assembly and Plot Enumeration Data	13 days	Wed 1/9/19	Fri 1/25/19		100%
21	Create Boundary Scenarios	15 days	Mon 2/4/19	Fri 2/22/19		100%
22	Boundary Scenario Online Survey	25 days	Mon 2/11/19	Fri 3/15/19		100%
23	Boundary Scenario Consultation	11 days	Tue 3/5/19	Tue 3/19/19		100%
24	Three Mile Plains Community Hall	1 day	Tue 3/5/19	Tue 3/5/19		100%
25	Hantsport Baptist Church Hall	1 day	Wed 3/6/19	Wed 3/6/19		100%
26	Dr. Arthur Hines Elementary School	1 day	Thu 3/7/19	Thu 3/7/19		100%
27	Avondale Community Recreation Centre	1 day	Wed 3/13/19	Wed 3/13/19		100%
28	Windsor Community Center	1 day	Thu 3/14/19	Thu 3/14/19		100%
29	SNOW DAY / West Hants Municipal Office	1 day	Tue 3/19/19	Tue 3/19/19		100%
30	CC Boundary Consultation	2 days	Thu 3/7/19	Fri 3/8/19		100%
31	Stantec Individual Councilor Interviews	22 days	Wed 2/20/19	Thu 3/21/19		100%
32	Stantec Councilor Presentation	1 day	Mon 4/1/19	Mon 4/1/19		100%
33	Stantec Final Report Submission	3 days	Wed 4/10/19	Fri 4/12/19		100%
34	Stantec Report Presentation to CC	1 day	Mon 4/15/19	Mon 4/15/19		100%
35	Stantec Revisions (if any)	5 days	Fri 4/19/19	Thu 4/25/19		100%
36	Co-ordinating Committee / Final Decision	1 day	Fri 4/26/19	Fri 4/26/19		100%
37	iii) NSUARB Process	79 days	Wed 5/1/19	Mon 8/19/19	KJ/L/C/ML	99%
38	Co-ordinator Files NSUARB Application	1 day	Wed 5/1/19	Wed 5/1/19	KJ/L/C/ML	100%
39	NSUARB Advertisement of Hearing	8 days	Sat 5/11/19	Tue 5/21/19	KJ/L/C/ML	100%
40	Interview at NSUARB	6 days	Thu 6/6/19	Thu 6/13/19	KJ/L/C/ML	100%
41	NSUARB Hearing	12 days	Mon 6/24/19	Tue 6/25/19	KJ/L/C/ML	100%
42	NSUARB - Hearing Decision	1 day	Mon 8/19/19	Mon 8/19/19	KJ/L/C/ML	100%
43	Prepare/establish digital mapping for polling districts	5 days	Mon 8/12/19	Fri 8/16/19	Kevin	100%

Co-ordinating Committee Workplan and Schedule

ID	Task Name	Duration	Start	Finish	Resource Names	% Complete	Half 2, 2018	Half 1, 2019	Half 2, 2019	Half 1, 2020	Half 2, 2020	Half 1, 2021	Half 2, 2021	Half
44	IV Election Process	273 days	Mon 3/18/19	Wed 4/1/20	Rhonda/Shelleena	98%								
45	Paper Voting Decision	1 day	Mon 3/18/19	Mon 3/18/19	Rhonda/Shelleena	100%								
46	Co-ordinating Committee - Budget for election	51 days	Mon 3/18/19	Mon 5/27/19	Rhonda/Shelleena	100%								
47	Appointment of Returning/Assist Returning Officer	1 day	Mon 5/27/19	Mon 5/27/19	Rhonda/Shelleena	100%								
48	Method to Develop Preliminary List of Electors	1 day	Mon 5/27/19	Mon 5/27/19	Rhonda/Shelleena	100%								
49	Approve Optional Advance Poll Dates	1 day	Mon 5/27/19	Mon 5/27/19	Rhonda/Shelleena	100%								
50	Determine Alternative Method of Notification for List Revisions	1 day	Mon 5/27/19	Mon 5/27/19	Rhonda/Shelleena	100%								
51	Set Alternative Notice of Poll	1 day	Mon 5/27/19	Mon 5/27/19	Rhonda/Shelleena	100%								
52	Set date for Amended List Due	1 day	Mon 5/27/19	Mon 5/27/19	Rhonda/Shelleena	100%								
53	Councilor Compensation/Remuneration Report to CC	10 days	Tue 10/15/19	Mon 10/28/19	Mark/Louis	100%								
54	Prepare package for Candidates	25 days	Tue 10/1/19	Mon 11/4/19	Rhonda/Shelleena	100%								
55	Ardoise Comm Ctr. Campaign School	1 day	Sat 11/9/19	Sat 11/9/19	Jason/Rhonda B/Shelleena	100%								
56	Avondale Comm Ctr. Campaign School	1 day	Wed 11/20/19	Wed 11/20/19	Rhonda/Shelleena	100%								
57	Hants Co War Mem Comm Ctr. Campaign School	1 day	Wed 12/4/19	Wed 12/4/19	Rhonda/Shelleena	100%								
58	Preliminary List of Electors Due	6 days	Mon 12/23/19	Mon 12/30/19	Rhonda/Shelleena	100%								
59	Revision of Elector List	16 days	Mon 12/16/19	Mon 1/6/20	Rhonda/Shelleena	100%								
60	Council Remuneration Decision - Report to CC	6 days	Mon 1/20/20	Mon 1/27/20	Mark	100%								
61	Amended List of Electors Due	14 days	Wed 1/8/20	Mon 1/27/20	Rhonda/Shelleena	100%								
62	Call for Nomination Ad	13 days	Sat 1/18/20	Tue 2/4/20	Rhonda/Shelleena	100%								
63	Official Nominations Received	6 days	Mon 2/3/20	Mon 2/10/20	Rhonda/Shelleena	100%								
64	Candidates Can Withdraw	1 day	Thu 2/13/20	Thu 2/13/20	Rhonda/Shelleena	100%								
65	Order Printed Material	2 days	Fri 2/14/20	Mon 2/17/20	Rhonda/Shelleena	100%								
66	Obtain Poll Workers and Train	73 days	Tue 11/12/19	Thu 2/20/20	Rhonda/Shelleena	100%								
67	Place Notice of Poll Ads	15 days	Tue 2/18/20	Sat 3/7/20	Rhonda/Shelleena	100%								
68	Alternative Notice of Poll (Voter Cards)	17 days	Fri 2/14/20	Sat 3/7/20	Rhonda/Shelleena	100%								
69	1st Advance Poll	1 day	Sat 2/29/20	Sat 2/29/20	Rhonda/Shelleena	100%								
70	2nd Advance Poll	1 day	Tue 3/3/20	Tue 3/3/20	Rhonda/Shelleena	100%								
71	Vote	1 day	Sat 3/7/20	Sat 3/7/20	Rhonda/Shelleena	100%								
72	Website Information	98 days	Mon 10/28/19	Wed 3/11/20	Rhonda/Shelleena	100%								
73	Official Count of Votes	3 days	Sat 3/7/20	Tue 3/10/20	Rhonda/Shelleena	100%								
74	New Councilor Orientation	11 days	Wed 3/11/20	Wed 3/25/20	Mark Phillips/Rhonda Brown	50%								
75	Return of election list with Readiness	7 days	Sun 3/8/20	Sat 3/14/20	Rhonda/Shelleena	100%								
76	Declaration to Returning Officer	1 day	Mon 3/9/20	Mon 3/9/20	Rhonda Brown	100%								
77	Draft Un-official results report to CC	6 days	Mon 3/16/20	Mon 3/23/20	Rhonda/Shelleena	100%								
78	Report to Co-ordinating Committee	1 day	Wed 4/1/20	Wed 4/1/20		50%								
79	Swearing in of Candidates at First Council	1 day	Wed 4/1/20	Wed 4/1/20		99%								
80	VI Launch for New Municipality	1 day	Wed 4/1/20	Wed 4/1/20	Vanessa	100%								
81	Information report to CC	1 day	Mon 3/9/20	Mon 3/9/20		96%								
82	b) Human Resources	272 days?	Mon 3/18/19	Tue 3/31/20	Mark Phillips	0%								
	i) Waikāi HR													
83	Analysis/Implementation	1 day	Thu 3/28/19	Thu 3/28/19	CaOs	100%								
84	Meeting with CAO & Co-ordinator	14 days	Mon 4/1/19	Thu 4/18/19	CaOs	100%								
85	On Site meetings with CAO's	21 days	Mon 5/6/19	Mon 6/3/19	CaOs	100%								
	Hold introductory meeting with Co-ordinating Committee													



Co-ordinating Committee Workplan and Schedule

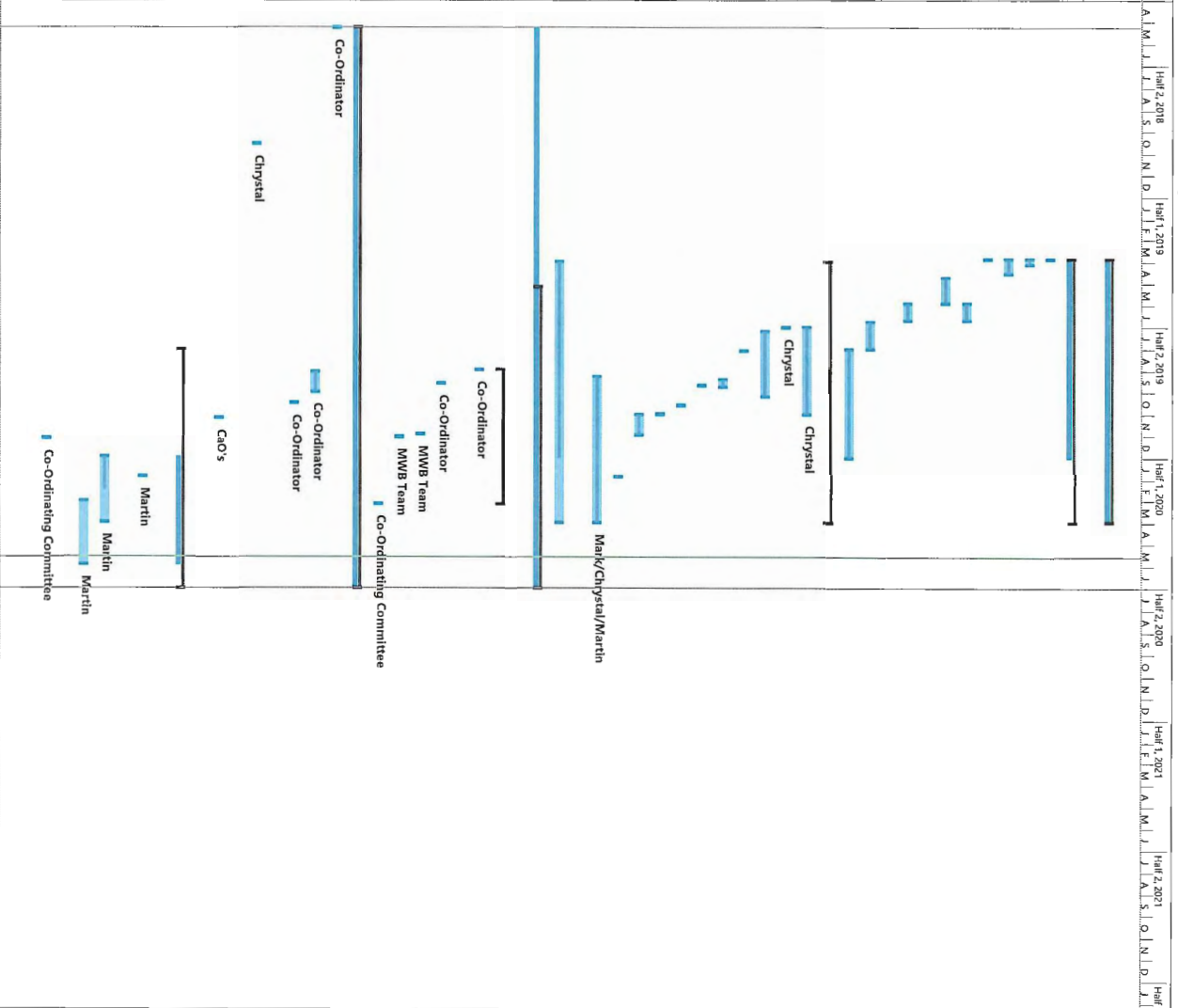
ID	Task Name	Duration	Start	Finish	Resource Names	% Complete	Timeline											
							Year 2, 2018											
							Year 1, 2019											
							Year 2, 2019											
							Year 1, 2020											
							Year 2, 2020											
							Year 1, 2021											
							Year 2, 2021											
86	Attend Town Hall meetings as Required / staff meetings?	65 days	Mon 4/15/19	Fri 7/12/19	CoOs	100%												
87	Conduct meetings with staff (min 8 meetings)	19 days	Tue 4/23/19	Fri 5/17/19	CoO's/Jillian	100%												
88	Determine Org Structure	160 days	Mon 4/8/19	Fri 11/15/19	Jillian/Mark	100%												
89	Conduct interviews for all positions	49 days	Tue 10/1/19	Fri 12/6/19	Jillian/Mark	100%												
90	Determine performance management system	212 days	Mon 6/10/19	Tue 3/13/20	Jillian/Mark/Craig	75%												
91	Review/Prepare job descriptions	250 days	Mon 3/18/19	Fri 2/28/20	Jillian/Mark/Craig	100%												
92	Review policies and manuals	242 days	Mon 4/29/19	Tue 3/13/20	Jillian/Mark	100%												
93	Complete compensation Review	184 days	Mon 5/20/19	Thu 1/30/20	Gerry/Mark	100%												
94	Complete Benefits Review	176 days	Mon 5/27/19	Mon 1/27/20	Mark	100%												
95	Conduct research & analysis (on-going)	240 days	Mon 4/1/19	Fri 2/28/20	Jillian/Mark	100%												
96	Final Organization Chart	139 days	Mon 7/22/19	Thu 1/30/20	Jillian/Mark	100%												
97	Implementation change	87 days	Mon 12/2/19	Tue 3/13/20	Craig/Mark	75%												
98	Management																	
99	Present draft report for feedback	57 days	Wed 1/1/20	Thu 3/19/20	Craig/Mark	100%												
100	Prepare and present the final report	59 days	Wed 1/1/20	Mon 3/23/20	Craig/Mark	100%												
101	Submit Final Report to CC	36 days	Mon 2/3/20	Mon 3/23/20	Craig/Mark	100%												
101	c) CAO Executive Search	123 days?	Thu 3/28/19	Mon 9/16/19	Advisory Group	99%												
102	OCL Implementation	1 day	Thu 3/28/19	Thu 3/28/19		100%												
103	OCL Start-up Meeting	1 day	Thu 3/28/19	Thu 3/28/19		100%												
104	Stakeholder Input	31 days	Thu 3/28/19	Thu 5/9/19		100%												
105	Stakeholder discussions and interviews	12 days	Thu 3/28/19	Fri 4/12/19		100%												
106	Develop the ideal candidate profile	15 days	Thu 3/28/19	Wed 4/17/19		100%												
107	Present Profile & Competencies to CC	1 day	Mon 4/15/19	Mon 4/15/19		100%												
108	Search Strategy - Research & Searching	25 days	Mon 4/15/19	Fri 5/17/19		100%												
109	Develop search strategy and present for approval	15 days	Mon 4/15/19	Fri 5/3/19		100%												
110	Contact all preliminary candidates	5 days	Fri 5/10/19	Thu 5/16/19		100%												
111	Develop "Long List" of potential candidates	1 day	Fri 5/17/19	Fri 5/17/19		100%												
112	Screening and Evaluation	40 days	Mon 5/20/19	Fri 7/12/19		100%												
113	Develop Interview questions/refine selection criteria	9 days	Mon 5/20/19	Thu 5/30/19		100%												
114	First Round Interviews	2 days	Mon 6/10/19	Tue 6/11/19		100%												
115	Debrief and select finalists for Final Interviews	3 days	Thu 6/13/19	Mon 6/17/19		100%												
116	Final interviews with Search Committee	1 day	Tue 6/18/19	Tue 6/18/19		100%												
117	Debrief with Search Committee	1 day	Tue 6/25/19	Tue 6/25/19		100%												
118	Closing Activities/Reference Checking/Onboarding	71 days	Mon 6/10/19	Mon 9/16/19		100%												
119	Conduct detailed reference checks	10 days	Fri 6/28/19	Thu 7/11/19		100%												
120	Negotiate employment offer	17 days	Fri 6/28/19	Mon 7/22/19		100%												
121	Turn off back-up candidate	10 days	Fri 6/28/19	Thu 7/11/19		100%												
122	Transitional communications	41 days	Mon 7/22/19	Mon 9/16/19		100%												
123	Onboarding and Follow-up program	57 days	Fri 6/28/19	Mon 9/16/19		100%												

Co-ordinating Committee Workplan and Schedule

ID	Task Name	Duration	Start	Finish	Resource Names	% Complete	Gantt Chart																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
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2027	Apr 2027	May 2027	Jun 2027	Jul 2027	Aug 2027	Sep 2027	Oct 2027	Nov 2027	Dec 2027	Jan 2028	Feb 2028	Mar 2028	Apr 2028	May 2028	Jun 2028	Jul 2028	Aug 2028	Sep 2028	Oct 2028	Nov 2028	Dec 2028	Jan 2029	Feb 2029	Mar 2029	Apr 2029	May 2029	Jun 2029	Jul 2029	Aug 2029	Sep 2029	Oct 2029	Nov 2029	Dec 2029	Jan 2030	Feb 2030	Mar 2030	Apr 2030	May 2030	Jun 2030	Jul 2030	Aug 2030	Sep 2030	Oct 2030	Nov 2030	Dec 2030	Jan 2031	Feb 2031	Mar 2031	Apr 2031	May 2031	Jun 2031	Jul 2031	Aug 2031	Sep 2031	Oct 2031	Nov 2031	Dec 2031	Jan 2032	Feb 2032	Mar 2032	Apr 2032	May 2032	Jun 2032	Jul 2032	Aug 2032	Sep 2032	Oct 2032	Nov 2032	Dec 2032	Jan 2033	Feb 2033	Mar 2033	Apr 2033	May 2033	Jun 2033	Jul 2033	Aug 2033	Sep 2033	Oct 2033	Nov 2033	Dec 2033	Jan 2034	Feb 2034	Mar 2034	Apr 2034	May 2034	Jun 2034	Jul 2034	Aug 2034	Sep 2034	Oct 2034	Nov 2034	Dec 2034	Jan 2035	Feb 2035	Mar 2035	Apr 2035	May 2035	Jun 2035	Jul 2035	Aug 2035	Sep 2035	Oct 2035	Nov 2035	Dec 2035	Jan 2036	Feb 2036	Mar 2036	Apr 2036	May 2036	Jun 2036	Jul 2036	Aug 2036	Sep 2036	Oct 2036	Nov 2036	Dec 2036	Jan 2037	Feb 2037	Mar 2037	Apr 2037	May 2037	Jun 2037	Jul 2037	Aug 2037	Sep 2037	Oct 2037	Nov 2037	Dec 2037	Jan 2038	Feb 2038	Mar 2038	Apr 2038	May 2038	Jun 2038	Jul 2038	Aug 2038	Sep 2038	Oct 2038	Nov 2038	Dec 2038	Jan 2039	Feb 2039	Mar 2039	Apr 2039	May 2039	Jun 2039	Jul 2039	Aug 2039	Sep 2039	Oct 2039	Nov 2039	Dec 2039	Jan 2040	Feb 2040	Mar 2040	Apr 2040	May 2040	Jun 2040	Jul 2040	Aug 2040	Sep 2040	Oct 2040	Nov 2040	Dec 2040	Jan 2041	Feb 2041	Mar 2041	Apr 2041	May 2041	Jun 2041	Jul 2041	Aug 2041	Sep 2041	Oct 2041	Nov 2041	Dec 2041	Jan 2042	Feb 2042	Mar 2042	Apr 2042	May 2042	Jun 2042	Jul 2042	Aug 2042	Sep 2042	Oct 2042	Nov 2042	Dec 2042	Jan 2043	Feb 2043	Mar 2043	Apr 2043	May 2043	Jun 2043	Jul 2043	Aug 2043	Sep 2043	Oct 2043	Nov 2043	Dec 2043	Jan 2044	Feb 2044	Mar 2044	Apr 2044	May 2044	Jun 2044	Jul 2044	Aug 2044	Sep 2044	Oct 2044	Nov 2044	Dec 2044	Jan 2045	Feb 2045	Mar 2045	Apr 2045	May 2045	Jun 2045	Jul 2045	Aug 2045	Sep 2045	Oct 2045	Nov 2045	Dec 2045	Jan 2046	Feb 2046	Mar 2046	Apr 2046	May 2046	Jun 2046	Jul 2046	Aug 2046	Sep 2046	Oct 2046	Nov 2046	Dec 2046	Jan 2047	Feb 2047	Mar 2047	Apr 2047	May 2047	Jun 2047	Jul 2047	Aug 2047	Sep 2047	Oct 2047	Nov 2047	Dec 2047	Jan 2048	Feb 2048	Mar 2048	Apr 2048	May 2048	Jun 2048	Jul 2048	Aug 2048	Sep 2048	Oct 2048	Nov 2048	Dec 2048	Jan 2049	Feb 2049	Mar 2049	Apr 2049	May 2049	Jun 2049	Jul 2049	Aug 2049	Sep 2049	Oct 2049	Nov 2049	Dec 2049	Jan 2050	Feb 2050	Mar 2050	Apr 2050	May 2050	Jun 2050	Jul 2050	Aug 2050	Sep 2050	Oct 2050	Nov 2050	Dec 2050	Jan 2051	Feb 2051	Mar 2051	Apr 2051	May 2051	Jun 2051	Jul 2051	Aug 2051	Sep 2051	Oct 2051	Nov 2051	Dec 2051	Jan 2052	Feb 2052	Mar 2052	Apr 2052	May 2052	Jun 2052	Jul 2052	Aug 2052	Sep 2052	Oct 2052	Nov 2052	Dec 2052	Jan 2053	Feb 2053	Mar 2053	Apr 2053	May 2053	Jun 2053	Jul 2053	Aug 2053	Sep 2053	Oct 2053	Nov 2053	Dec 2053	Jan 2054	Feb 2054	Mar 2054	Apr 2054	May 2054	Jun 2054	Jul 2054	Aug 2054	Sep 2054	Oct 2054	Nov 2054	Dec 2054	Jan 2055	Feb 2055	Mar 2055	Apr 2055	May 2055	Jun 2055	Jul 2055	Aug 2055	Sep 2055	Oct 2055	Nov 2055	Dec 2055	Jan 2056	Feb 2056	Mar 2056	Apr 2056	May 2056	Jun 2056	Jul 2056	Aug 2056	Sep 2056	Oct 2056	Nov 2056	Dec 2056	Jan 2057	Feb 2057	Mar 2057	Apr 2057	May 2057	Jun 2057	Jul 2057	Aug 2057	Sep 2057	Oct 2057	Nov 2057	Dec 2057	Jan 2058	Feb 2058	Mar 2058	Apr 2058	May 2058	Jun 2058	Jul 2058	Aug 2058	Sep 2058	Oct 2058	Nov 2058	Dec 2058	Jan 2059	Feb 2059	Mar 2059	Apr 2059	May 2059	Jun 2059	Jul 2059	Aug 2059	Sep 2059	Oct 2059	Nov 2059	Dec 2059	Jan 2060	Feb 2060	Mar 2060	Apr 2060	May 2060	Jun 2060	Jul 2060	Aug 2060	Sep 2060	Oct 2060	Nov 2060	Dec 2060	Jan 2061	Feb 2061	Mar 2061	Apr 2061	May 2061	Jun 2061	Jul 2061	Aug 2061	Sep 2061	Oct 2061	Nov 2061	Dec 2061	Jan 2062	Feb 2062	Mar 2062	Apr 2062	May 2062	Jun 2062	Jul 2062	Aug 2062	Sep 2062	Oct 2062	Nov 2062	Dec 2062	Jan 2063	Feb 2063	Mar 2063	Apr 2063	May 2063	Jun 2063	Jul 2063	Aug 2063	Sep 2063	Oct 2063	Nov 2063	Dec 2063	Jan 2064	Feb 2064	Mar 2064	Apr 2064	May 2064	Jun 2064	Jul 2064	Aug 2064	Sep 2064	Oct 2064	Nov 2064	Dec 2064	Jan 2065	Feb 2065	Mar 2065	Apr 2065	May 2065	Jun 2065	Jul 2065	Aug 2065	Sep 2065	Oct 2065	Nov 2065	Dec 2065	Jan 2066	Feb 2066	Mar 2066	Apr 2066	May 2066	Jun 2066	Jul 2066	Aug 2066	Sep 2066	Oct 2066	Nov 2066	Dec 2066	Jan 2067	Feb 2067	Mar 2067	Apr 2067	May 2067	Jun 2067	Jul 2067	Aug 2067	Sep 2067	Oct 2067	Nov 2067	Dec 2067	Jan 2068	Feb 2068	Mar 2068	Apr 2068	May 2068	Jun 2068	Jul 2068	Aug 2068	Sep 2068	Oct 2068	Nov 2068	Dec 2068	Jan 2069	Feb 2069	Mar 2069	Apr 2069	May 2069	Jun 2069	Jul 2069	Aug 2069	Sep 2069	Oct 2069	Nov 2069	Dec 2069	Jan 2070	Feb 2070	Mar 2070	Apr 2070	May 2070	Jun 2070	Jul 2070	Aug 2070	Sep 2070	Oct 2070	Nov 2070	Dec 2070	Jan 2071	Feb 2071	Mar 2071	Apr 2071	May 2071	Jun 2071	Jul 2071	Aug 2071	Sep 2071	Oct 2071	Nov 2071	Dec 2071	Jan 2072	Feb 2072	Mar 2072	Apr 2072	May 2072	Jun 2072	Jul 2072	Aug 2072	Sep 2072	Oct 2072	Nov 2072	Dec 2072	Jan 2073	Feb 2073	Mar 2073	Apr 2073	May 2073	Jun 2073	Jul 2073	Aug 2073	Sep 2073	Oct 2073	Nov 2073	Dec 2073	Jan 2074	Feb 2074	Mar 2074	Apr 2074	May 2074	Jun 2074	Jul 2074	Aug 2074	Sep 2074	Oct 2074	Nov 2074	Dec 2074	Jan 2075	Feb 2075	Mar 2075	Apr 2075	May 2075	Jun 2075	Jul 2075	Aug 2075	Sep 2075	Oct 2075	Nov 2075	Dec 2075	Jan 2076	Feb 2076	Mar 2076	Apr 2076	May 2076	Jun 2076	Jul 2076	Aug 2076	Sep 2076	Oct 2076	Nov 2076	Dec 2076	Jan 2077	Feb 2077	Mar 2077	Apr 2077	May 2077	Jun 2077	Jul 2077	Aug 2077	Sep 2077	Oct 2077	Nov 2077	Dec 2077	Jan 2078	Feb 2078	Mar 2078	Apr 2078	May 2078	Jun 2078	Jul 2078	Aug 2078	Sep 2078	Oct 2078	Nov 2078	Dec 2078	Jan 2079	Feb 2079	Mar 2079	Apr 2079	May 2079	Jun 2079	Jul 2079	Aug 2079	Sep 2079	Oct 2079	Nov 2079	Dec 2079	Jan 2080	Feb 2080	Mar 2080	Apr 2080	May 2080	Jun 2080	Jul 2080	Aug 2080	Sep 2080	Oct 2080	Nov 2080	Dec 2080	Jan 2081	Feb 2081	Mar 2081	Apr 2081	May 2081	Jun 2081	Jul 2081	Aug 2081	Sep 2081	Oct 2081	Nov 2081	Dec 2081	Jan 2082	Feb 2082	Mar 2082	Apr 2082	May 2082	Jun 2082	Jul 2082	Aug 2082	Sep 2082	Oct 2082	Nov 2082	Dec 2082	Jan 2083	Feb 2083	Mar 2083	Apr 2083	May 2083	Jun 2083	Jul 2083	Aug 2083	Sep 2083	Oct 2083	Nov 2083	Dec 2083	Jan 2084	Feb 2084	Mar 2084	Apr 2084	May 2084	Jun 2084	Jul 2084	Aug 2084	Sep 2084	Oct 2084	Nov 2084	Dec 2084	Jan 2085	Feb 2085	Mar 2085	Apr 2085	May 2085	Jun 2085	Jul 2085	Aug 2085	Sep 2085	Oct 2085	Nov 2085	Dec 2085	Jan 2086	Feb 2086	Mar 2086	Apr 2086	May 2086	Jun 2086	Jul 2086	Aug 2086	Sep 2086	Oct 2086	Nov 2086	Dec 2086	Jan 2087	Feb 2087	Mar 2087	Apr 2087	May 2087	Jun 2087	Jul 2087	Aug 2087	Sep 2087	Oct 2087	Nov 2087	Dec 2087	Jan 2088	Feb 2088	Mar 2088	Apr 2088	May 2088	Jun 2088	Jul 2088	Aug 2088	Sep 2088	Oct 2088	Nov 2088	Dec 2088	Jan 2089	Feb 2089	Mar 2089	Apr 2089	May 2089	Jun 2089	Jul 2089	Aug 2089	Sep 2089	Oct 2089	Nov 2089	Dec 2089	Jan 2090	Feb 2090	Mar 2090	Apr 2090	May 2090	Jun 2090	Jul 2090	Aug 2090	Sep 2090	Oct 2090	Nov 2090	Dec 2090	Jan 2091	Feb 2091	Mar 2091	Apr 2091	May 2091	Jun 2091	Jul 2091	Aug 2091	Sep 2091	Oct 2091	Nov 2091	Dec 2091	Jan 2092	Feb 2092	Mar 2092	Apr 2092	May 2092	Jun 2092	Jul 2092	Aug 2092	Sep 2092	Oct 2092	Nov 2092	Dec 2092	Jan 2093	Feb 2093	Mar 2093	Apr 2093	May 2093	Jun 2093	Jul 2093	Aug 2093	Sep 2093	Oct 2093	Nov 2093	Dec 2093	Jan 2094	Feb 2094	Mar 2094	Apr 2094	May 2094	Jun 2094	Jul 2094	Aug 2094	Sep 2094	Oct 2094	Nov 2094	Dec 2094	Jan 2095	Feb 2095	Mar 2095	Apr 2095	May 2095	Jun 2095	Jul 2095	Aug 2095	Sep 2095	Oct 2095	Nov 2095	Dec 2095	Jan 2096	Feb 2096	Mar 2096	Apr 2096	May 2096	Jun 2096	Jul 2096	Aug 2096	Sep 2096	Oct 2096	Nov 2096	Dec 2096	Jan 2097	Feb 2097	Mar 2097	Apr 2097	May 2097	Jun 2097	Jul 2097	Aug 2097	Sep 2097	Oct 2097	Nov 2097	Dec 2097	Jan 2098	Feb 2098	Mar 2098	Apr 2098	May 2098	Jun 2098	Jul 2098	Aug 2098	Sep 2098	Oct 2098	Nov 2098	Dec 2098	Jan 2099	Feb 2099	Mar 2099	Apr 2099	May 2099	Jun 2099	Jul 2099	Aug 2099	Sep 2099	Oct 2099	Nov 2099	Dec 2099	Jan 2100	Feb 2100	Mar 2100	Apr 2100	May 2100	Jun 2100	Jul 2100	Aug 2100	Sep 2100	Oct 2100	Nov 2100	Dec 2100
172	Recommendation Report for Appointments to be made by Council (Effect date of April 2020)	1 day	Mon 3/23/20	Mon 3/23/20	Madelyn	100%	Madelyn																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
173	Information Items/Maps to be prepared (paper & website)	228 days	Fri 5/17/19	Tue 3/31/20	Madelyn	100%	Madelyn																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
174	j) Asset Registry/Asset Road Map PM	266 days	Thu 4/25/19	Thu 4/30/20	CAO's/Troy	76%	Madelyn																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
175	Kick off Meeting	1 day	Thu 4/25/19	Thu 4/25/19	CAO's/Troy	100%	CAO's/Troy																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
176	Project Management	232 days	Thu 4/25/19	Fri 3/13/20	CAO's/Troy	90%	CAO's/Troy																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
177	Part A: Asset Registry	223 days	Thu 4/25/19	Mon 3/2/20	CAO's/Troy	100%	CAO's/Troy																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
178	Part B: Asset Road Map	238 days	Thu 4/25/19	Mon 3/23/20	CAO's/Troy	90%	CAO's/Troy																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
179	Submit Draft AM Plan	83 days	Mon 12/23/19	Wed 4/15/20	CAO's/Troy	75%	CAO's/Troy																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
180	Finalize AM Plan	74 days	Fri 1/3/20	Wed 4/15/20	CAO's/Troy	0%	CAO's/Troy																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
181	Submit Final AM Plan	77 days	Wed 1/15/20	Thu 4/30/20	CAO's/Troy	0%	CAO's/Troy																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
182	Roads/Streets & Services	66 days	Wed 1/1/20	Tue 3/31/20	Mark/Todd	99%	Madelyn																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
183	Waste Water / Sewer	18 days	Fri 6/28/19	Wed 7/24/19	Martin	100%	Madelyn																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
184	j) Waste Water / Sewer	65 days	Thu 4/25/19	Wed 7/24/19	Martin	100%	Madelyn																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
185	k) Parks and Recreation / Social Impact	282 days	Mon 4/1/19	Tue 3/31/20	Mark/Phillips	95%	Kathy/Vanessa																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			
186	Create Master List - Rec Programs/Equip	315 days	Mon 4/1/19	Fri 11/29/19	Kathy/Vanessa	100%	Kathy/V																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			

Co-ordinating Committee Workplan and Schedule

ID	Task Name	Duration	Start	Finish	Resource Names	% Complete
265	V. MAKING THE CHANGE					0%
266	w) Communication / Public Engagement	264 days ²	Thu 3/28/19	Tue 3/31/20	Mark Phillips	92%
269	1)Prime Creative Implementation	264 days	Thu 3/28/19	Tue 3/31/20	Mark/Prinne	99%
270	Prime Startup Meeting	1 day	Thu 3/28/19	Thu 3/28/19		100%
271	Discovery & Analysis	6 days	Thu 3/28/19	Thu 4/4/19		100%
272	Stakeholder Engagement	15 days	Thu 3/28/19	Wed 4/17/19		100%
273	Strategic Approach	1 day	Thu 3/28/19	Thu 3/28/19		100%
274	Concept Development	18 days	Wed 5/29/19	Fri 6/21/19		100%
275	Communication Plan & Key Message Development	26 days	Tue 4/23/19	Tue 5/28/19		100%
276	Development of Communication Tools and Tactics	18 days	Wed 5/29/19	Fri 6/21/19		100%
277	Execution of Tools & Tactics	28 days	Mon 6/24/19	Wed 7/31/19		100%
278	Measurement & Adjustments	109 days	Thu 8/1/19	Tue 12/31/19		100%
279	Public Engagement	262 days	Mon 4/1/19	Tue 3/31/20		89%
280	Public Engagement Events	89 days	Mon 7/1/19	Thu 10/31/19	Chrystal	100%
281	Canada Day	1 day	Mon 7/1/19	Mon 7/1/19	Chrystal	100%
282	Avon Community Market	67 days	Sun 7/7/19	Sun 10/6/19		100%
283	Avon River Days	1 day	Sat 8/3/19	Sat 8/3/19		100%
284	Hants County Exhibition	7 days	Fri 9/13/19	Mon 9/23/19		100%
285	Garlic Festival	1 day	Sat 9/21/19	Sat 9/21/19		100%
286	WVW Pumpkin Weight In	1 day	Sat 10/19/19	Sat 10/19/19		100%
287	Close Public Engagement Survey	1 day	Thu 10/31/19	Thu 10/31/19		100%
288	Derek Reilly - Survey Results	21 days	Fri 11/1/19	Fri 11/29/19		100%
289	Presentation to CC - Hubert Hu	1 day	Mon 1/27/20	Mon 1/27/20		100%
290	Name for new MU - School Outreach	147 days	Mon 9/9/19	Tue 3/31/20	Mark/Chrystal/Martin	100%
291	News Letters	262 days	Mon 4/1/19	Tue 3/31/20		75%
292	x) Outreach /University/ Residual Value	302 days ²	Mon 5/6/19	Tue 6/30/20	Co-Ordinator	40%
293	Management Without Borders	135 days	Fri 8/30/19	Thu 3/5/20	Co-Ordinator	99%
294	Submission sent to Dalhousie/MWB Program	1 day	Fri 8/30/19	Fri 8/30/19	Co-Ordinator	100%
295	Initial Meeting with MWB Team	1 day	Wed 9/18/19	Wed 9/18/19	Co-Ordinator	100%
296	Poster Presentation	1 day	Thu 11/28/19	Thu 11/28/19	MWB Team	100%
297	Report Presentation to CC	1 day	Mon 12/2/19	Mon 12/2/19	MWB Team	100%
298	Benchmark/Indicators Workshop	1 day	Thu 3/5/20	Thu 3/5/20	Co-Ordinating Committee	100%
299	Additional Outreach Items	560 days	Wed 5/9/18	Tue 6/30/20	Co-Ordinator	38%
300	NSRM Workshop	1 day	Wed 5/9/18	Wed 5/9/18	Co-Ordinator	100%
301	Municipal World Publication	21 days	Mon 9/2/19	Mon 9/30/19	Co-Ordinator	100%
302	Annapolis Valley Chamber of Commerce Committee	1 day	Wed 10/16/19	Wed 10/16/19	Co-Ordinator	100%
303	AMA Presentation - Admin Journey	1 day	Thu 10/18/18	Thu 10/18/18	Chrystal	100%
304	Meeting with Glooscap First Nation Administration	1 day	Tue 11/5/19	Tue 11/5/19	CaO's	100%
305	Community Engagement Project (with CCH)	239 days	Thu 8/1/19	Tue 6/30/20	Martin	26%
306	Community Engagement Work Plan Proposal to CC	1 day	Mon 1/27/20	Mon 1/27/20	Martin	100%
307	Phase 1 - Gathering Insight	66 days	Tue 12/31/19	Tue 3/31/20	Martin	50%
308	Phase 2 - Community-Wide Consultation	65 days	Mon 3/2/20	Fri 5/29/20	Martin	0%
309	Meeting with Glooscap First Nation Band Council & Administration	1 day	Wed 12/4/19	Wed 12/4/19	Co-Ordinating Committee	100%



Indicators of Success:

Consolidation of the Town of Windsor and Municipality of the District of West Hants



Devin Drover, Iliana Irons, Karuna Varakuti, Medha Malviya, Patrick Rooney,
and William Stevenson

MGMT 5000 – Management Without Borders

Dalhousie University

December 6, 2019

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ACRONYMS

Acronym	Full Name
BSC	Balanced Scorecard
CBRM	Cape Breton Regional Municipality
CIW	Canadian Index of Well-being
DNV	District of North Vancouver
EAB	Emerald Ash Borer
FCI	Financial Condition Indicators
FIR	Financial Information Return
GDP	Gross Domestic Product
HRM	Halifax Regional Municipality
IPAC	Institute of Public Administration of Canada
KPI	Key Performance Indicators
MBN	Municipal Benchmarking Network
MPMP	Municipal Performance Measurement Program
NGO	Non-Governmental Organization
OECD	Organization of Economic Co-operation and Development
PEC	Prince Edward County
PESLE	Political, Economic, Socio-Cultural, Legal, Environmental Analysis
RQM	Region of Queens Municipality
SDG	Sustainable Development Goals
WCCD	World Council on City Data

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EXECUTIVE SUMMARY

Background

In preparation for their voluntary consolidation on April 1st, 2020, the Town of Windsor and the Municipality of the District of West Hants, Nova Scotia, have done what no municipalities on the brink of consolidation have done before: they have decided that the success of their union should be measured over the short and long-term future. Because this type of evaluation has not previously occurred, the municipalities enlisted the help of a team of Dalhousie University Faculty of Management Masters students to develop a set of performance metrics that could be used to measure the short and long-term success of their own consolidation, as well as future consolidations across Canada.

Methods

A literature review was conducted to understand the general expectations of municipal mergers, as well as common components of successful consolidations. The literature review was also used to investigate how performance measurement frameworks are established, and to identify some important attributes of performance indicators. Following the literature review, a jurisdictional scan was completed to determine how municipalities typically measure performance, and what indicators are common across different jurisdictions. A draft list of possible indicators was presented to municipal representatives from Halifax Regional Municipality, Cape Breton Regional Municipality, Region of Queens Municipality, and the Nova Scotia Department of Municipal Affairs for feedback.

Analysis

The literature review found that major expectations of municipal consolidations include cost savings for the consolidated municipality, better management of urban sprawl, elimination of inter-municipal conflicts, and stronger global competitiveness. Furthermore, successful municipal consolidations are ones where citizens are satisfied with the quality of service delivery, the fluctuation in tax rate, and the preservation of their sense of community identity. It was therefore determined that these outcomes of consolidations should be measured with indicators. Indicators should also be developed to measure whether the desired outcomes stated on the [Windsor/West Hants Together webpage](#) have been achieved.

Results

Using the Government of Canada's guide for developing performance measurement strategies, with added elements from other jurisdictions across Canada, a logic model was developed to establish key performance indicators that relate to the specific outcomes of consolidation determined to be of importance in the analysis.

Recommendations

A list of 101 indicators of success were developed across five themes: (1) governance, (2) provision of services and infrastructure, (3) economics, finances and taxation, (4) administrative staff and structure, and (5) sociocultural identity and concerns of citizens.

1. INTRODUCTION

1.1 Background

In the 1990s, municipal consolidations became a prominent theme in Canadian municipal policy discussions, especially in Nova Scotia (Vojnovic, 1998). In 1992, a Nova Scotia Task Force on Local Government was created to assess the need for local government reform within the province (Vojnovic, 1998). This led to consolidation of the City of Sydney with the County of Cape Breton, along with other incorporated towns within its limits in 1995 (Ramsay, 1998). Similarly, in 1996, the City of Halifax, City of Dartmouth, the Town of Bedford, and Halifax County united (Vojnovic, 1998). The same year, the Region of Queens Municipality was formed through an amalgamation of the Town of Liverpool and the Municipality of the County of Queens (Vojnovic, 1998).

Municipal consolidations often occur with the hopes of improving the effectiveness and the efficiency of service delivery to residents (Slack & Bird, 2013a). The idea is that a larger municipality would have the financial and technological means of providing both a larger quantity, and better quality of services. At the same time, administrative costs would be reduced (Slack & Bird, 2013a). However, despite the number of amalgamations that have occurred over the last few decades, the success of municipal amalgamations is still a highly debated topic. Some studies have demonstrated positive outcomes (Slack & Bird, 2013b; Vickers, 2016), whereas others have showcased negative ones (Miljan, 2019).

Very few municipalities have taken the initiative to evaluate the success of their own consolidation; it is typically done by external organizations or academic researchers. Currently, there is no overarching recommended framework to evaluate the success of a municipal amalgamation within the province. Researchers that have studied the outcomes of consolidations choose their own performance metrics to evaluate success, and these metrics typically focus on financial and administrative outcomes. At the onset of their consolidation, which is scheduled for April 1st, 2020, the Town of Windsor and Municipality of the District of West Hants see an opportunity to pave the way for future municipal amalgamations by creating an evaluation framework, consisting of more than just economic metrics, to determine whether the initiative was a success.

1.2 Vision

The consolidation of the Town of Windsor and the Municipality of the District of West Hants is about bringing the community together to work towards common goals and a collective vision. The consolidation is focussed around a vision of strength, growth, and prosperity (Windsor/West Hants Together, 2019). This will be achieved by increasing decision making power, having more sway, and empowering the region.

The goals of consolidation are to grow infrastructure, resources, employment, education and industry (Windsor/West Hants Together, 2019). Through collaboration and a unified regional government, the consolidated municipality of the Town of Windsor and the Municipality of the

District of West Hants, referred to hereafter as the “Consolidated Municipality”, will seek to leverage resources and provide more effective decision-making in areas like land use, regional planning, infrastructure and economic development (Windsor/West Hants Together, 2019).

1.3 Purpose

The purpose of this project was to develop performance metrics that could be used to measure the short and long-term success of the consolidation of the Town of Windsor and Municipality of the District of West Hants. Ancillary to that, the goal is for this evaluative framework to be used to determine the success of future municipal consolidations in Nova Scotia and across Canada.

2. PESLE ANALYSIS

There are many external factors that are beyond the control of a municipality’s jurisdiction that can affect a municipality’s state of affairs. It is important to understand what these external factors are to determine municipal performance metrics of success, and this can be done through a PESLE analysis. This PESLE analysis examined external Political, Economic, Social, Legal and Environmental factors, respectively. These factors may present opportunities or challenges for the Consolidated Municipality. The key findings from the PESLE analysis are highlighted below.

2.1 Political Factors

Political factors that may impact the Consolidated Municipality which were considered include: elections, intergovernmental relations, and municipal policy; and resource availability.

Elections at the municipal, provincial and federal level will each impact how the jurisdiction functions. Municipal elections elect councillors and a head of council (Mayor or Warden) who bring with them new priority areas and perspectives into municipal scope. This change of course can directly impact the ongoing success of the Consolidated Municipality based on the direction chosen. Similarly, provincial elections serve as another important force, as Nova Scotia has jurisdiction over municipal operation – as outlined in the Canadian *Constitution Act*, and defined in the Nova Scotian *Municipal Government Act* – the Consolidated Municipality will have to develop strong relationships with the provincial government to avoid issues or threats of provincial micromanagement (Canada, 1982, sec. 92.8; Nova Scotia, 2019, sec. 2.a-c). While federal elections pose a limited threat, change in federal policy could threaten the municipality’s efficacy through the implementation of austerity measures aimed at limiting grants and transfer payments that the Consolidated Municipality are eligible for.

The availability of resources for which to administer municipal services and bureaucracy is an additional force in the political realm. Due to the forthcoming consolidation of the Town of Windsor and the Municipality of the District of West Hants, there is less grant and subsidy competition in the region. This elimination of federal and provincial grant competition should then be viewed as an opportunity for the municipality to bolster its reserves, infrastructure, and service provision. The former Town of Windsor and Municipality of the District of West Hants were primarily self-financing, and only relied on grants and transfers for 11% of their annual revenue

in 2018 (Municipal Affairs, 2018b; Municipal Affairs, 2018c). Due to this self-sufficiency, resource availability should be viewed as an opportunity, as other levels of government look to invest in successful and fiscally responsible municipalities.

2.2 Economic Factors

The economic analysis examined three primary factors that could impact the Consolidated Municipality: population and labour force, economies of scale, and tax rates.

One of the largest challenges the Consolidated Municipality faces is attracting and retaining its labour force for fostering economic growth of the region and increasing investment opportunities. To address this, a focus on international and domestic immigration, along with youth retention, will need to be pursued to achieve long-term economic goals.

At present, the tax structure is different for the Municipality of the District of West Hants and the Town of Windsor, where the latter has higher taxes than the former. Currently, no tax structure has been established for the Consolidated Municipality, which will be decided by the new council as it comes into force.

2.3 Socio-Cultural Factors

Factors analyzed in the socio-cultural analysis include the population growth rate and population retirement age (Statistics Canada Census, 2011; & Statistics Canada Census 2016).

The growth rate of the population presents an opportunity for the Consolidated Municipality (Statistics Canada Census, 2016). The Town of Windsor has a much older population compared to the Municipality of the District of West Hants with the median age being 50.2 and 46.6 respectively (Statistics Canada Census, 2016). The Town of Windsor is also where most of the nursing homes, hospitals and health services are located (Statistics Canada Census, 2011; Statistics Canada Census, 2016). This therefore presents an opportunity for the Consolidated Municipality to consider health and mobility offering (Statistics Canada Census, 2011; Statistics Canada Census, 2016). As the overall population of the region is declining at a low rate relative to the province, and the adjacent Halifax Regional Municipality (HRM) and Municipality of the District of East Hants are growing, the Consolidated Municipality may be able to increase the population based on the commuting distance to major job centers.

Both the Town of Windsor and the Municipality of the District of West Hants have aging populations, with the former having over half of its population above the age of 50, and a third above the age of 65 (Statistics Canada Census, 2011; Statistics Canada Census 2016).

2.4 Legal Factors

The legal analysis examined relevant legislation and ancillary legislative provisions which pertained to the consolidation process, and what requirements must be met prior to and following consolidation.

This analysis predominately included a review of the *Region of Windsor and West Hants Municipality Act*, which prescribes the creation of the Coordinating Committee, sets the consolidation date of April 1, 2020, and preserves that the by-laws, orders, policies and resolutions in force by either of the municipalities prior to consolidation will remain in-force after this date (Government of Nova Scotia, 2019b). Similarly, statutory requirements for municipal elections under the *Municipal Elections Act* regarding electoral requirements for boundaries of polling districts and number of councillors must be met, as well as freedom of information requirements outlined in the *Municipal Government Act* (Government of Nova Scotia, 2018; Government of Nova Scotia, 2019a).

While these legal factors present both opportunities and threats to the consolidation, it provides an opportunity to conduct a comprehensive review of existing by-laws, procedures, and legal obligations which can identify potential synergies to be exploited for the Consolidated Municipality.

2.5 Environmental Factors

The environmental analysis focussed on three important environmental factors acting on the Consolidated Municipality: The United Nations' 2030 Sustainable Development Goals (SDGs), climate change, and the emerald ash borer (EAB).

The United Nations have targeted municipal governments as a crucial component for achieving global sustainable development because of cities' contribution to the global environmental footprint through factors like greenhouse gas emissions and waste generation (Verchick, 2003). The Consolidated Municipality has an opportunity to invest in sustainable urban design infrastructure, namely public transportation and active transportation systems, to play its part in achieving these SDGs set by the United Nations (Urban Systems Ltd, 2018).

Similarly, threats posed by climate change were analyzed, including the impact that inland and coastal flooding may have on the Consolidated Municipality due to its close location to the Bay of Fundy and Avon and Ste-Croix rivers, which are areas of high tidal activity (The Municipality of West Hants, 2013; Butler, 2014). The Consolidated Municipality has an opportunity in this process to adapt and update its infrastructure to meet the challenges that increased flooding probability presents.

Lastly, there is concern about the potential migration of the EAB into the Consolidated Municipality from HRM (Jarrar, 2018). An EAB infestation would likely cause a devastating impact, costing the Consolidated Municipality millions of dollars to manage tree removal and replacement (Natural Resources Canada, 2013). This does not even consider the cost associated with damaging ecosystem services provided by ash trees, including habitat for wildlife and its role

as a riparian tree species (Poland, & McCullough, 2006). Therefore, the presence of the EAB in the region needs to be monitored to ensure it does not become a threat to the environmental success of the Consolidated Municipality.

3. METHODOLOGY

3.1 Research Questions and Objectives

To develop performance metrics that determine the success of the Consolidated Municipality, it was first necessary to understand what constitutes ‘success’ with respect to municipal consolidations. Next, performance measurement frameworks were analyzed, and best practices for developing performance measurement frameworks and creating performance indicators were studied. Finally, appropriate performance indicators were chosen. Three overarching questions were formulated, with several sub-questions within them:

1. What aspects of municipal consolidation should be measured to determine success?
 - a. What are some of the expectations of municipal mergers in general?
 - b. What are some of the primary concerns or skeptical attitudes towards municipal mergers in general?
 - c. What are some examples of municipal mergers that were deemed ‘successful’ and why so?
 - d. What are some examples of municipal mergers that were deemed ‘failures’ and why so?
2. What performance measurement framework can be used to develop appropriate performance metrics for the Town of Windsor and the Municipality of the District of West Hants?
 - a. What are municipalities doing to measure performance?
 - b. How are performance measurement frameworks established?
 - c. What are some attributes of feasible performance indicators?
3. What indicators could be used to measure the success of the municipal consolidations within the following themes?
 - a. Governance
 - b. Provision of Services and Infrastructure
 - c. Economics, Finances, and Taxation
 - d. Administrative Staff and Structure
 - e. Sociocultural Identity and Concerns of Citizens

3.2 Data Collection and Analysis Components

3.2.1 Literature Review

A literature review analysis was identified as necessary for this research, to better understand the history of municipal consolidations in Nova Scotia and in other Canadian jurisdictions. In addition, an examination into the effects of consolidation in Canada, desirable or otherwise, was conducted to inform the overall goal of evaluating the success of the forthcoming merger. The literature review sought to answer each research question subset listed from both question 1 and 2. To do so, it relied heavily on academic sources and grey literature, the latter coming from governments that have participated in consolidation, as well as consulting firms that have examined the complexities of mergers. Furthermore, scholarly literature regarding the development, measurement and usage of key performance indicators (KPIs) was explored to inform the structure and form of recommended indicators found in the final list (Appendix A).

The literature examined in this report was compiled in two different ways. The first means of accumulation was through the usage of academic databases including Novanet, Jstor, Dalhousie University's Canadian Public Policy Collection, and Google Scholar. The following search terms were used to ensure methodological consistency when choosing literature:

- | | | |
|---------------|-----------------|----------------|
| • Municipal | • Consolidation | • Amalgamation |
| • Success | • Failure | • Expectations |
| • Nova Scotia | • Canada | • Indicators |
| • Measure | • Rural | • Mergers |
| • Concerns | • Skepticism | • Performance |
| • Single-Tier | • Restructure | |

The second means of accumulating literature was through the bibliographies and references of works chosen in the first selection wave, to further inform the analysis.

3.2.2 Jurisdictional Scan

A jurisdictional scan was used to analyze the performance indicators of other consolidated municipalities within Nova Scotia and Canada broadly to answer research question 3. Mandatory criteria for inclusion focussed on jurisdictions comparable to the Consolidated Municipality with respect to municipal structure and rural and urban composition. Municipalities in Nova Scotia and those that have voluntarily amalgamated were also weighted heavily for consideration in the jurisdictional scan. Indicators of performance relating to the partners' prescribed themes of governance, provision of services and infrastructure, finances and taxation, administrative staff and structure, and sociocultural identity and concerns of citizens were assessed for best practices. This analysis was then used to inform which indicators were recommended to the Town of Windsor and the Municipality of the District of West Hants (Appendix A).

Inclusion criteria for the jurisdictional scan included the following:

<u>Mandatory Criteria:</u>	• Merged less than 25 years ago	• Single-tier municipal structure	• Rural and urban composition
<u>Preferential Criteria:</u>	• Located in Nova Scotia	• Voluntarily amalgamated	

3.2.3 Expert Consultations

Consultations with municipal professionals and experts in Nova Scotia were used as an analysis method to test and refine compiled indicators. This analysis followed the literature review into municipal consolidations, as well as performance indicator best practices gleaned from the jurisdictional scan of comparable municipalities.

Experts were consulted from the following organizations:

- | | | | |
|---|--|---|---|
| <ul style="list-style-type: none"> • Halifax Regional Municipality (HRM) | <ul style="list-style-type: none"> • Cape Breton Regional Municipality (CBRM) | <ul style="list-style-type: none"> • Region of Queens Municipality (RQM) | <ul style="list-style-type: none"> • Nova Scotia Department of Municipal Affairs |
|---|--|---|---|

The totality of all three analyses informed the final recommendation of which indicators the Consolidated Municipality should implement.

3.2.4 Limitations

Limitations to data collection and analytical capacity were twofold. The first limitation was the time restraints placed on the project that limited both the breadth and depth to which the report could examine and recommend indicators of municipal merger success. The second was the uniqueness of the Town of Windsor and the Municipality of the District of West Hants' position as a voluntary merger. Due to the typically imposed nature of amalgamation, municipalities rarely have the time or forethought to establish indicators before merging. Therefore, any claims about the success of a municipality post-consolidation are historically hard to qualify. Furthermore, because of the traditional imposition of amalgamations, a large amount of academic literature on municipal consolidations in Canada is focussed on examining the aftermath, as opposed to an evaluation of success or failure.

Despite this, this report has sought to build a robust data collection and analysis structure that identifies the most common and pressing concerns when it comes to municipal consolidation success. In addition, examination into how success is measured in comparable jurisdictions was pursued to provide the most productive and applicable recommendation of what indicators the Consolidated Municipality should implement.

4. LITERATURE REVIEW

Five key themes were examined in this literature review: expectations of municipal consolidations; concerns and skeptical attitudes surrounding municipal consolidations; the identification of successful municipal consolidations; examples of failed municipal consolidations; and the best processes for designing appropriate performance metric frameworks for municipalities.

4.1 Expectations of Municipal Consolidation

Literature discussing the types of expectations that initiate municipal consolidations in Canada, whether by merging existing municipalities into two-tier systems or single-tier systems, are in agreeance. There are six key expectations with scholarly consensus that contribute to discourse surrounding municipal restructuring, and are outlined by Tindal in his 2013 book, including the generation of savings, management of urban sprawl, ensuring equity or lessening inequity, elimination of intermunicipal conflicts, reduction of bureaucracy, and the promotion of global competitiveness (Tindal, 2013). This comprehensive list of expectations is explored in depth by Tindal and touched upon by a range of other public administration scholars, who generally agree. Controversies regarding these expectations come in the form of how valid these desires are for pursuing municipal mergers, with some debate on the efficacy of their intended purposes. Scholars that have contributed to this field include but are not limited to Tindal, Bish, Sancton, Miljan, Spicer, Cox, and Poel.

4.1.1 Pursuit of Savings

The pursuit of savings is demonstrably the most frequent rationale used when consolidation is imposed upon or chosen by municipalities. Provincial obsessions with cost-savings through municipal mergers are indicative of this and began in the 1990s across Canada in provinces including Ontario, New Brunswick, Nova Scotia, and Quebec (Tindal, 2013; Miljan & Spicer, 2015; Sancton, 2015). The creation of savings as a reason to consolidate municipalities is informed by three arguments, ranging from economies of scale, reduction of redundant services and staff, and lastly, that services will remain at the same level provided before consolidation (Tindal, 2013; Bish, 2001).

4.1.2 Managing Urban Sprawl

Regarding urban sprawl, scholars are also in agreeance that consolidations are not a one stop fix. The expectation is that by annexing urban spillover into rural areas, the consolidated municipality would be better able to manage urban planning, and thereby provide comparatively more efficient services than that of their pre-consolidated counterparts. Tindal, Magnusson, and other leading scholars state that spillover is nearly impossible to contain through strict annexation alone, as settlement patterns are hard to predict and ebb and flow with time (Magnusson, 1981; Tindal, 2013). Instead, these authors claim that consolidation while not the singular solution to urban sprawl, can be successful with thoughtful and collaborative provincial partnership, as provinces possess powers better aligned with high-level settlement planning and intermunicipal coordination (Magnusson, 1981; Tindal, 2013; Sancton, 2015). Therefore, the scholarly consensus

on the validity of urban sprawl as a rationale for consolidation can be summarized as dependent on provincial cooperation.

4.1.3 Pursuit of Equity

Ensuring equity or lessening inequity as an expectation of consolidation rests in the standardization and consolidation of services and the unification of socioeconomically segregated geographic areas. Similarly, to urban sprawl, the use of equity as a rationale is too narrow a scope in which to view the problem. Scholars including Tindal have stated that consolidation of services under a singular entity whether it municipal, provincial, or federal is one of many things that contribute to equity (Tindal, 2013). Each author agrees that by following this same logic, people would be better served by provinces who provide consolidated social services, as this would provide higher standardization across every municipality under its jurisdiction (Tindal, 2013; Sancton, 2015). This in combination with the superior taxation powers possessed by provinces, means that consolidation should only be pursued by municipalities as a valid rationale if municipalities have been devolved authority over the service in question.

4.1.4 Elimination of Conflicts

The expectation of ameliorating differences or grievances regarding local preferences, identities, perspectives, or hyper-competitiveness between municipalities by consolidating is another often used rationale. This expectation, while logically founded, is somewhat disputed by scholars as well, with Reese, Cox, and Tindal explaining that while unifying municipalities can remove conflict related to funding or economic development competition, cultural grievances or competing identities will remain despite these structural changes (Tindal, 2013; Reese & Cox, 2007). Instead, the conflict occurs within the municipality as opposed to between municipalities, which could either help or hurt relations going forward depending on the level of collaboration and consensus building that councillors are willing to engage in. Retention of former municipal boundaries as wards in a newly consolidated municipality also has the tendency to entrench these divisions within the governance structure (Tindal, 2013). However, this scholarly analysis was based on imposed consolidations, meaning that voluntary mergers would presumably be successful when it comes to the elimination of conflict, as they would possess more in common than not.

4.1.5 Reducing Bureaucracy

The reduction of bureaucracy and red tape is another common expectation of consolidation, which is supposed to lead to more affordable and efficient municipal operation. While scholarly opinion on this expectation has been mixed, theoretically the reduction of political leaders and administrative staff along with the creation of service delivery synergies should accomplish this. It is generally agreed that expected red-tape reduction is achievable through consolidations, but only when seen holistically with other measures focussed on being “people centred, change oriented, results oriented, decentralized, revenue driven, and competitive” (Tindal, 2013).

4.1.6 Bolstering Global Competitiveness

Municipal consolidation is also expected to bolster global competitiveness. While this has been used as a rationale by those who claim it provides jurisdictions with more resources and clout to promote or market themselves internationally to taxpayers and investors, competitiveness is conceptually more complex. Scholars agree that consolidating municipalities is not only conducive to economic development due to the removal of jurisdictional barriers to business, but also marketability achieved through increased investment incentives, and increased reputation as a regional power (Sancton, 2015; Tindal, 2013). This point while irrefutable should not overshadow other core tenants of global competitiveness, principally collaboration with businesses, agencies, communities, non-governmental organizations, other levels of government, and foreign relations (Tindal, 2013).

Overall, expectations towards municipal consolidations are often oversimplified or misdirected. Consolidation has the potential to empower communities that comprise a municipality, but only if pursued in a holistic way that acknowledges that consolidation is not a one-time solution to issues concerning its existing functions or services.

4.2 Concerns and Skeptical Attitudes

The level of service delivered to a region depends on how efficient government institutions operate. In the past, municipal consolidations were justified by a belief that municipal restructuring would result in cost savings (Miljan & Spicer, 2015; Slack & Bird, 2013). These savings are expected from achieving economies of scale, coordination of service over a larger area, and equitable sharing of costs. This makes consolidation attractive for many municipalities but concerns still exist (Slack & Bird, 2013). These factors have led to municipal consolidation emerging in at least three Canadian provinces; New Brunswick, Nova Scotia and Ontario over the past few decades. Therefore, to assess skepticism around consolidation, these provinces became an area of focus.

Resident concerns regarding consolidation are often based in fear of the unknown, community breakdown, loss of accountability, and changing taxes and services (Kushner & Siegel, 2003). The level satisfaction of residents depends largely on how effectively residents and businesses can access services, which is largely why these concerns arise. In the past many consolidations have resulted in failure to achieve savings, poor organizational design, tensions between residents and inequitable taxes. This is largely a factor of the overall complexity of the situation, the speed in which the transition process must occur, and a lack of understanding all key factors (Miljan & Spicer, 2015).

Reviewing primary concerns toward municipal consolidation, there were many common themes. Most concerns surrounded a loss of local identity and cost equitability (Miljan & Spicer, 2015). Skeptical attitude towards municipal consolidations largely stem from failed mergers in the past and the unknown impact that changes have. These themes were demonstrated in municipal consolidations nationwide, however these themes will be explored in New Brunswick, Nova Scotia, and Ontario due to the recency and commonalities with the Town of Windsor and Municipality of West Hants consolidation.

4.2.1 Cost Savings

A common concern toward municipal consolidations is cost saving. The expectation of achieving economies of scale and equitable sharing of costs in a jurisdiction is attractive but rarely achieved. Much of the underlying issues of cost savings depends on equitable sharing of costs (Kushner & Siegel, 2003). When municipal governments consolidate, residents often debate over what services should be provided and who is going to pay for it.

A report by the Fraser Institute reviewed Ontario consolidations in the 1990s and 2000s, when hundreds of municipalities consolidated (Miljan & Spicer, 2015). The report outlined three smaller municipalities—Haldimand-Norfolk, Essex, and Kawartha Lakes, which involved primary literature review and primary interviews with those involved in the consolidation process. The report suggested that any Ontario consolidation of substantial size in this period did not achieve cost savings (Miljan & Spicer, 2015). This was further corroborated in Ontario by a report by the University of Toronto Monk School of Global Affairs on the consolidation of Toronto, where costs also increased. (Slack & Bird, 2013).

Consolidations in New Brunswick and Nova Scotia also resulted in no substantial cost savings. Examples of these were in a report by the Institute of Public Administration of Canada (IPAC) on the potential consolidations of Miramichi and Moncton in New Brunswick, and CBRM and HRM in Nova Scotia (Sancton, 1996). In New Brunswick, the consolidations were less aimed reducing costs but more attributed to using existing urban tax bases to finance areas that had previously been underserved (Sancton, 1996). This seemed to be less about becoming more competitive, and more about being equitable in regard to financial burdens that were experienced by municipal governments throughout the province (Sancton, 1996).

In Canadian consolidations, an emphasis was placed on the reduction of duplicated governing bodies that create unnecessary financial burden on taxpayers. In Nova Scotia, this notion was disputed. To address these disputes, in the consolidation of HRM, there was a budgetary review of all affected municipalities (Sancton, 1996). Post consolidation projections indicated savings that were never realized (Sancton, 1996). This projection differed greatly from reality due to non-financial measures, which demonstrates the complexity created by the qualitative factors of consolidation.

Factors that affect savings are demands over how taxes are restructured, how staffing is created and how services are shared. These concerns highlight several areas that consolidations must address to realize savings. This poses the question how it is possible for a consolidation to achieve cost savings while not hurting accessibility and responsiveness?

4.2.2 Taxes

One of the major impacts on post-consolidation cost savings is tax structure. In all Ontario case studies reviewed, residents were often concerned about their taxes changing post-consolidation.

A report by the Canadian Journal of Regional Science tracking the impact of consolidations on three Ontario municipalities; Central Elgin, Chatham-Kent and Kingston indicates concerns of tax adjustments (Kushner & Siegel, 2003). Overall, respondents reported the value they were receiving for their taxes had declined in the three years since consolidation. This was consistent in every jurisdiction other than the former City of Kingston (Kushner & Siegel, 2003). However, it is important to note this result correlated with the level of opposition to consolidation from respondents in these jurisdictions. This indicates reports may be biased by residual negative feelings (Kushner & Siegel, 2003).

Responses from residents of the City of Kingston aligns with the notion that municipal consolidation will reduce jurisdictional spillover of services and expenditure (Kushner & Siegel, 2003). Urban centre residents felt that residents from suburban municipalities utilized services that they did not pay for (Kushner & Siegel, 2003). This sentiment was also highlighted from urban residents in Kawartha Lakes, Essex and Haldimand-Norfolk consolidations (Miljan & Spicer, 2015). Contrarily, this notion of sharing the cost of services with a larger tax base is often the concern of more rural residents upon consolidation. In the case of Kawartha Lakes, the largest concern of lower-tier rural municipalities during consolidation was tax increases (Miljan & Spicer, 2015). Rural residents did not want to pay for services they do not use. As a result, the new municipality avoided long-term increases in property taxes. This resulted in financial stress in other areas of service and has resulted in a debt increase of almost 90% since 2000 (Miljan & Spicer, 2015). These conflicting positions on taxes led to concessions in tax structure which ultimately hurt the goal of achieving an equitable tax system while achieving cost savings.

4.2.3 Service of Delivery

One of the largest debates preventing savings from consolidation is how services are distributed across newly formed municipalities. The complications with sharing services was assessed in a survey by Geography students at Bishop's University on the consolidation of the Town of Lennoxville with the City of Sherbrooke (Fletcher, 2001). Respondents were randomly selected from eligible voters residing in Lennoxville, to share their opinions how consolidation will affect services.

The report noted that outside of cost concerns, most responses opposing the consolidation focused on service quality issues (Fletcher, 2001). Respondents were concerned that consolidation would threaten personal connection with service providers. Respondents rated the importance of quality of service, service in French and English, personalized services and service cost (Fletcher, 2001). Respectively, 99%, 97%, 92% and 95% of respondents ranked these issues as very important or somewhat important. However, they ranked their impression of Sherbrooke's services on the same themes as less adequate (Fletcher, 2001). Most of these responses indicated that the quality of service was tied to accessibility and personal connection to service providers (Fletcher, 2001).

When asked their level of acceptance of joining services, most respondents opposed but at varying degrees. Notable oppositions included labor intensive services such as fire, police and public works (Fletcher, 2001). Recreational services received the highest support for sharing at 27% (Fletcher, 2001). Overall, there was heavy opposition toward a regional government

providing services. This presents complications in achieving economies of scale while also providing quality service for residents. The same sentiment toward distribution of service was also a common concern in municipal consolidations in Ontario, Nova Scotia and New Brunswick (Sancton, 1996).

4.2.4 Staffing

In many municipal consolidations, concerns were voiced about staffing. Common themes included the time needed to address issues restructuring created, harmonization of wages, and a failure to reduce government. Addressing these concerns had a major impact on proposed savings in all examples.

In the Kawartha Lakes, Essex and Haldimand-Norfolk consolidations, there was an expectation that consolidation would reduce government employees (Miljan & Spicer, 2015). This was largely not accomplished. In the Kawartha Lakes consolidation many employees were retained, with employees that could have been let go either hired to fulfill other roles, or had new positions created for them (Miljan & Spicer, 2015). The only reductions in staff came from those who chose to leave the government. This was accompanied by compensation packages, which prevented savings from these departures (Miljan & Spicer, 2015).

A common staffing trend that also prevented the success of consolidations is the upward harmonization of wages increasing the cost of the municipal workforce (Slack & Bird, 2013). The consolidation of Toronto is an excellent example of this concern. Prior to consolidation, resources restricted the level of service some municipalities provided. Consolidation provided an opportunity to address services, but this also required all service employees in that range to be paid fairly (Slack & Bird, 2013). As many workers in the city did not want to have a reduction in pay to do more work, all salaries were required to be harmonized to higher salaries (Slack & Bird, 2013). Not only does that effect the bottom line, but when combined with the need to provide more services this increases expenditure greatly.

The common denominator in these case studies was opposing rural and urban interests in representation. Many of these consolidations moved quickly and did not address this issue adequately. Not only does the appropriate number of employees need to be determined, the process requires new facilities, and a newly elected council. The time constraints of implementation in these imposed consolidations did not provide the opportunity for this issue to be addressed and implemented effectively. Staffing issues seem to be a symptom of concerns over representation, accessibility and accountability. Municipalities must address concerns of staff to ensure they are being treated fairly. This balancing act largely impacts cost savings.

4.2.5 Sense of Community

Outside of cost concerns, apprehensiveness regarding consolidation typically arises from residents fearing a loss of belonging to local communities. These concerns came from sentimental, economic and cultural viewpoints. Perceived cultural differences is the perpetrator of this concern.

Sentimental concern seemed to be focussed on the unknown of the future and attachment to current ways of life. To address sentiment in Central Elgin and Chatham-Kent, the new municipalities kept the existing names and signage of former areas. This was approached drastically different in Kingston, where township names were completely changed (Kushner & Siegel, 2003). Interestingly, these differing adjustments resulted in no decrease in most of the respondents' sense of attachment to their community in all jurisdictions (Kushner & Siegel, 2003). This was attributed to community, in a practical sense, mostly being a function neighbours and informal groups that were not constrained political-legal boundary lines (Kushner & Siegel, 2003).

In these surveys, results indicate only significant minorities reported equal decreases and increases in attachment to community. An example of increased attachment is Dresden a former village in Chatham-Kent. Prior to, residents formed community associations surrounding taxes, services, and costs (Kushner & Siegel, 2003). This aligns with what happened in Kawartha Lakes, where non-central municipalities hold the line on tax rates (Miljan & Spicer, 2015). This community activism indicates that consolidation may increase engagement in some areas.

The Central Elgin, Chatham-Kent and Kingston surveys reported that three years post-consolidation, one-third of respondents had started to view the new municipality as their community (Kushner & Siegel, 2003). These respondents were most likely to be in the commercial and administrative centre of the municipality (Kushner & Siegel, 2003). Areas who did not report integration to the broader community were ones who had their own commercial and administrative hubs within the region (Kushner & Siegel, 2003).

Concerns regarding community belonging in these consolidations were also linked to economic concerns regarding travel. Not only were respondents apprehensive about losing old civic buildings that were nostalgic, but they were also concerned with travelling greater distances to a less familiar area to get the same level of service accustomed to pre-consolidation (Kushner & Siegel, 2003). The report did not follow up on these concerns, which may be a potential opportunity to measure change in service accessibility in future consolidations. This measure may prevent issues that were reported in the Toronto, where the region lost accountability and resident connection as the jurisdiction grew (Slack & Bird, 2013).

The final concern regarding sense of community comes from differing culture. In studies focussed on a proposed consolidation of Moncton, Dieppe and Riverview, Acadian residents of Dieppe were afraid they would lose their culture and voice in government (Sancton, 1996). As Acadians were numerically limited to popular representation at the municipal level, they believed an amalgamation would threaten their culture (Sancton, 1996). This opposition was also held by members of the francophone community, further emphasizing the importance of cultural security (Sancton, 1996).

4.2.6 Municipal Size

To achieve economies of scale a region must be sizable enough to realize efficiencies from taxpayers, but it could come at the cost of accessibility and accountability. Consolidation in Toronto has resulted in the creation of a city that is both too small and too large (Slack & Bird, 2013). Toronto is still too small to have a major impact on large regional issues such as

transportation, planning and economic development. However, the region is too large to adequately respond to the needs of specific residents. It has been indicated that small government units are important to provide adequate local voice and accountability (Slack & Bird, 2013). The closer a government is to its residents' the greater efficiency, accountability, and responsiveness in resource allocation (Slack & Bird, 2013).

Contrarily, many municipalities face interjurisdictional spillovers which should be addressed to ensure benefits of service are utilized by resident within jurisdictional boundaries who are paying for them (Slack & Bird, 2013). This is the justification of many municipalities for consolidation, but if the region is too large this increases bureaucracy, which may reduce access and accountability (Slack & Bird, 2013). As a counter measure, large municipalities create community committees or satellite offices which reduces cost savings.

So what size is appropriate for consolidations? While there is no direct answer, reports indicate there are few realized economies of scale once municipalities reach populations of about 20,000 to 40,000 (Slack & Bird, 2013). This is due to savings on capital intensive infrastructure investments having a lower cost of capital, but not requiring drastic changes in labour intensive employment. The justification behind this is services such as police, fire, and refuse collection which are labour intensive (Slack & Bird, 2013).

4.3 What Made Mergers Succeed?

Despite limitations on available literature on municipal consolidation which specify the exact criteria for evaluating the "success," there are a few examples which illustrate the long-term benefits of consolidation. While benefits may require some time to realize or appear, existing studies on consolidation success focusses on the services shared under new municipalities, the increased capacity for economic development, an ease of interaction with other government bodies, and increased consistency in regional planning. Some literature focuses on the consolidations of Abbotsford-Matsqui, the City of Toronto, the City of St. John's, and the Region of Queens.

4.3.1 The Abbotsford-Matsqui Consolidation

The consolidation of Abbotsford-Matsqui in 1995 has proven to be reliable for measuring success (Vickers, 2016). A study completed by the District of North Vancouver (DNV) in June 2016 provides several takeaways: the new municipality had a higher capacity for shared projects, a stronger regional presence, and stronger long-term planning. This example demonstrated that citizen-led consolidations generally have resulted in better outcomes than forced consolidations, as the unified community had made economic development relatively easier by engaging in projects it otherwise would not have.

Some benefits observed were in the provision of infrastructure services, like improvements made to the older network of pipes within the former district of Abbotsford, which the newly consolidated municipality was able to rehabilitate for both water supply and sewers. These infrastructure improvements were the result of a better spread of costs which could result in an enhancement of the quality of the infrastructure.

Although cost-saving is an expected outcome from consolidation which is not always realized, Abbotsford-Matsqui observed some positive financial outcomes (Vojnovic, 2000). This includes a reduction in costs when the new municipality moved their city hall to Matsqui's municipal hall, and a reduction in expenditure on employee costs and their equipment. Further, unlike some other mergers, Abbotsford was able to avoid salary increases for employees beyond an expected 1.5% cost-of-living increase (Vickers, 2016).

4.3.2 The Toronto Consolidations

The consolidation of six separate municipalities of Toronto -- namely, Etobicoke, Scarborough, York, East York, North York, and the City of Toronto -- in 1998 also demonstrated a level of success with municipal consolidation. The consolidated municipality saw a more uniform provision of services across the city, while some of the poorer pre-consolidated municipalities, like York, observed financial improvement due to the redistribution of wealth (Farrooqui, 2017).

These improvements were explored in the article "Amalgamation of the six cities forming Metro Toronto has been a success" (The Star, 2014), which reported that while Toronto's amalgamation process had no doubt been time-consuming, the new municipality has emerged as a stronger, more equitable, and more efficient city. Similarly, Smith (2007) states that the city no longer had to impose separate tax rates, which exemplified this more uniform provision of services and helped the City establish themselves as being the centrepiece of a stronger, more developed regional economy. He argued that the new consolidated council worked well as it resolved many of the problematic sewage and water problems; greatly improved transportation by constructing expressways, roads, and the subway; addressed educational issues through construction of new schools and the renovation of old ones; and attempted to control future development through the introduction of a regional parks system.

4.3.3 The City of St. John's

A report by Stantec Consulting Ltd. (2011) reviewed consolidations of the *City of St. John's* and *Region of Queens*. It analyzed financial data and concluded that consolidation had not led to an increase in overall costs. For St. John's, immediate cost savings and rise in service standards was observed, and the new municipality has pursued a higher level of community and cultural infrastructure, partly because of income re-distribution and partly due to the ease of usage and time coordination of resources

The growth of the City of St. John's is primarily attributed to the annexation and consolidation process beginning in the 1960s with the continuous expansion of its boundaries (Stantec Consulting Ltd., 2011). St. John's has continued to function well and able to resolve challenges of the former towns and service issues of Airport Heights, Kilbride, and Shea Heights in the 1980s. In 1992, Wedgewood Park, the Goulds and Southlands were included within the City to create viable municipal units. This consolidation has appeared to be successful, as Wedgewood Park and East Meadows were developed to a "reasonable urban standard" as compared to the pre-consolidation levels (Stantec Consulting Ltd., 2011).

As a separate town, Goulds faced financial problems, lacked infrastructure, faced flooding of disposal fields which used to cause contamination of wells and roadside areas. After the consolidation, the municipality invested \$6 million on the Shoal Bay Road water and sewer project and the Lakeview Drive watermain to provide water services to residents using wells (Stantec Consulting Ltd., 2011).

Other significant advantages of the consolidation were improved planning, development control, engineering services and building of an arena which the town could not have afforded earlier (Stantec Consulting Ltd., 2011).

4.3.4 The Region of Queens Amalgamation

Similar results were found by Stantec while analyzing the amalgamation of the Region of Queens, which was created with the amalgamation of County of Queens, the Town of Liverpool and the Villages of Milton and Brooklyn (Dunn, 2016).

Stantec (2011) outlines the main objective of this consolidation was to achieve benefits from economies of scale, especially for Liverpool. Immediate cost savings, reduction in municipal conflicts, and a rise in taxes were observed; however, after 1997, most tax rates started to decline. The town residents saw considerably lower property tax rates than pre-amalgamation levels with the removal of waste disposal fees previously levied by Liverpool, a result of eliminating their joint-service agreement with the former County of Queens.

Other benefits included a reduction in expenditures (health and welfare costs) by half, with the monetary benefits accrued enabling the construction of a wastewater treatment plant in the consolidated municipality (Region of Queens Municipality, 2018). The consolidation has seen a reduction in the rural-urban divide over time, and the new municipality is one of the few areas in Nova Scotia which has a separate comprehensive plan for a rural area. The construction of Queens Place Emera Centre, built-in December 2011 and located in Liverpool acts as the hub of recreational, social and cultural activity in the Region of Queens Municipality (Stantec, 2011; Region of Queens Municipality, n.d.). With a budget of \$22 million, it is approximately 1.5 hours from significant markets such as Halifax, the Annapolis Valley and Yarmouth (Dunn, 2016; Region of Queens Municipality, n.d.), increasing opportunities for economic development than pre-consolidation levels (Stantec, 2011).

Similarly, interviews conducted by Stantec with the municipal staff of other consolidated municipalities in Atlantic Canada stated that municipal restructuring was more productive than intermunicipal agreements (Region of Queens Municipality, n.d.). Although modest economies of scale were observed, expenditures were seen to be steady as an expanding tax base has supported the expansion of services without any increase in the tax rates.

4.4 What Have Caused Mergers to Fail?

While a review of literature evaluating the success of Canadian municipal mergers did not produce a list of universally agreed upon examples of consolidation “failures”, there were common themes or areas of criticism prevalent in the literature. These themes includes: the failure of a

consolidated municipality to achieve cost-savings; the failure of a consolidated municipality to have an efficient or equitable tax system, including maintaining tax rates at existing pre-consolidation rates or below; and citizen dissatisfaction with the consolidated municipality, including a perceived decline in quality of service, sense of community, and value for taxes.

4.4.1 Failure to Achieve Cost Savings

A common critique of municipal consolidation is the failure of these consolidated municipalities to live up to the expectation that municipal services will be delivered at a lower cost (Kushner & Seigel, 2003; Miljan & Spicer, 2015; Vojnovic & Poel, 2000). That is, consolidated municipalities fail to meet expectations that cost savings will be abundant due to factors like a reduction in municipal staff and elected officials, or an ability to purchase things in larger quantities at a lower cost due to increased purchasing power through increased revenue and reserves.

Slack has been a key researcher in evaluating the success of the “new” City of Toronto consolidation in 1998 (2000, 2013). Her findings show that while there were initial staff reductions, there were increased costs shortly after consolidation (2013). This was a result of an increased need to hire firefighters following a review of existing fire services; cost of administrative restructuring; service expansion for solid waste; enhancements in service delivery including litter cleaning; and the signing of new collective agreement. However, these cost increases were not limited to initial start-up costs, and it did not seem to produce cost-savings in the long-term for the consolidation.

Vojnovic (2000) researched into the consolidations of both the Miramichi Urban Community in New Brunswick and HRM illustrates the complexity that comes from consolidation of municipalities of which contain differing levels of urban and rural areas. Because of the different service standards and service levels across the originating original municipalities, and varying expectations from rural and urban residences, consolidations have produced cost-increases in both municipalities to ensure one service standard. This meant governance for certain residents were costlier than prior to the consolidation in the case of both mergers.

Similarly, Spicer’s review of the efforts to create the modern Montreal metropolitan government through consolidation of surrounding municipalities resulted in several cost-increases, mostly due to low-density suburban developments and related geographic sprawl (Miljan & Spicer, 2015). While it does not suggest the consolidation, itself has been a failure, but it does indicate that cost increases need to be better considered during the consolidation process and should not necessarily be expected.

4.4.2 Tax Inequity, Inefficiency and Rates

A related critique of municipal consolidations has been their inability to create a tax system that is equitable and efficient for citizens compared to what existed prior to consolidation, and a failure to produce cost-savings which could be passed onto residents through lower municipal taxes.

Vojnovic (2000) analysis of the consolidations which formed the Miramichi Urban Community and the Halifax Regional Municipality highlighted some difficulties with the design of a tax-structure for newer consolidations. He further identified several circumstances in which inter-jurisdictional spillovers can cause rural residents to be over-charged for services they were not able to equally utilize, such as public transit. He concludes that the design of an efficient tax-service structure is required to ensure fiscal accountability in an urban economy for consolidated municipalities.

Using data for years 2000 to 2012, Miljan and Spicer (2015) analyzed tax rates from three Ontario municipalities that were subject to consolidations: The Town of Essex, the Regional Municipality of Haldimand-Norfolk; and the City of Kawartha Lakes. They then compared these tax rates for other unconsolidated municipalities of comparable size and demography. They concluded that there were significant increases in property taxes for consolidated municipalities compared to their unconsolidated counterparts, in part due to increased municipal costs such as municipal employee compensation and long-term debt.

4.4.3 Citizen Dissatisfaction and Involvement

The satisfaction of citizens in consolidated municipalities is measured both in academic literature, and in popular media sources (Kushner & Siegel, 2003) and is often presented to evaluate the success or failure of a consolidation. Popular concerns studied in the literature includes the perceived efficiency of service delivery, value for taxes, and involvement and sense of community.

Kushner and Siegel (2003) attempted to evaluate the success of the consolidation of three Ontario consolidated municipalities – Central Elgin, Chatham-Kent, and Kingston – through an opinion survey of residents. Most residents surveyed in all three municipalities found that service delivery was more inefficient than pre-consolidation and found that the value they were receiving for their taxes has declined, contrary to pre-consolidation expectation. Regarding sense of community, while most residents surveyed felt no change in attachment to their community, most residents still identified themselves as part of their smaller pre-consolidated municipality rather than the new municipality identity.

Slack and Bird (2013) analyzed the long-term impacts of the consolidation of the City of Toronto, highlighting reduced citizen participation and involvement in municipal matters as a key failure. This includes less opportunity for involvement in local governance as the City expanded, such as a reduction in citizen initiatives like community councils in which local issues could be easily raised. The consolidation also resulted in less direct contact with politicians, less community development initiatives, reduced participation in public consultations on specific issues, and less opportunities per capita for involvement in council subcommittees and task forces.

Poel (2000) analyzed citizen responses to HRM consolidation using the 1999 HRM Citizen Survey, finding similar dissatisfaction and reduced involvement from citizens as referenced by both Kushner and Siegal, and Slack and Bird. Notably, opposition to consolidation increased from 42% to 66% following the consolidation (Poel, 2000). Citizens indicated several reasons for this dissatisfaction with the consolidation, including that they found quality declined services offered

including parks and playgrounds, library services, street and road paving and repair, and snow plowing. There was also heavy reduction what Poel dubs “active participation items” – patterns in attention to and participation in the HRM political community, such as communication with local councillors or attendance in municipal council meetings.

4.5 Appropriate Performance Measurement Framework Design

Relevant academic literature reviewed focussed on the tools used to design and evaluate the success of municipalities. Specifically, the prominent themes identified include current performance metrics used in municipalities, the best practices in the development of evaluative frameworks and key performance indicators (KPIs), the use of non-economic variables in measuring community well-being, and the use of indices and dashboards in evaluative practices.

4.5.1 Current Performance Metrics in Municipalities

Around the world, there is an increasing demand for governments at all levels to demonstrate accountability and improvements in performance (Sharma, & Gadenne, 2011). One of the earliest mandatory municipal performance reporting initiatives in Canada was the Municipal Performance Measurement Program (MPMP), developed by the Ontario Ministry of Municipal Affairs and Housing in 2000, and discontinued in 2014 (Chan, 2004). Through this performance measurement framework, municipalities were required to report on fifty-four financial and non-financial indicators across twelve service areas, including police services, transit, drinking water, and land-use planning (Chan, 2004; Government of Ontario, 2007). The chosen performance metrics measured efficiency and effectiveness of service delivery (Government of Ontario, 2007). Efficiency measures the amount of resources required to deliver a service, and is typically communicated as a unit cost, for example “the operating costs for police services per household” (Government of British Columbia, 2003; Government of Ontario, 2007). Effectiveness measures are usually expressed as a percentage or ratio, such as “violent crime rate per 1000 persons” (Government of British Columbia, 2003; Government of Ontario, 2007).

Another Canadian performance measurement initiative to measure efficiency and effectiveness of service delivery to municipal residents is the Municipal Benchmarking Network Canada (MBN Canada) (City of Thunder Bay, n.d; MBN Canada, 2017). MBN Canada is a network of sixteen single-tier and upper-tier municipalities from across Canada that share a common framework as well as similar standard measures and definitions for measuring municipal performance (City of Thunder Bay, n.d.). The most recent MBN Canada report, which was published in 2017, presented 177 KPIs across thirty-six service areas (MBN Canada, 2017). Some of the service areas that differ from the MPMP include culture, information technology, and sports and recreation (MBN Canada, 2017).

The MPMP and MBN Canada focus on measuring the efficiency and effectiveness of service delivery. However, this is just one component of what can be measured by municipalities. Although it was initially created for private sector companies the balanced scorecard (BSC) approach, which is a performance and strategic management system, has gained momentum in public sector organizations and municipalities across the world (Sharma, & Gadenne, 2011). The BCS was first developed in the early 1990’s by Kaplan and Norton who believed that financial

metrics did not provide enough information for senior level managers in decision-making, and that it was important to consider other aspects such as customers, internal processes, and learning and growth for long-term success (Madsen, Azizi, Rushiti, & Stenheim, 2019). As such, the BSC “translates an organization’s mission and strategy into a balanced set of integrated performance measures,” which include both financial and non-financial KPIs, as well as leading and lagging indicators across four perspectives: learning and growth, internal processes, customer, and financial (Chan, 2004). He distributed a survey to American and Canadian municipalities to understand their performance measurement strategies and study their view on the BSC. It was found that municipalities’ performance measurement frameworks focussed primarily on financial performance and operating efficiency (Chan, 2004). Furthermore, although few municipalities have implemented the BSC (7.5 percent), many respondents believed that if implemented successfully, the benefits of the BSC would outweigh the costs (Chan, 2004).

4.5.2 Developing Performance Metric Frameworks

Measuring performance is essential for an organization to track the effectiveness of specific programs and initiatives over time (New Zealand Government, 2008). This can help with an organization’s strategic plan as it can therefore understand which services, capability investments, or resource allocations it should prioritize; and which actions and policies it should implement to achieve desired outcomes (New Zealand Government, 2008). Several organizations have released guidance on how to develop effective performance measurement frameworks, including the Society for Human Resource Management Foundation, the New Zealand Treasury (2008), the Government of Canada (2010), the Canadian Transportation Agency (n.d.) and Root Cause, a socially focussed consulting group (Pulakos, 2004; Wolk, Dholakia, & Kreitz, 2009). There are numerous commonalities between these guiding principles, such as the creation of a logic model or a basic results chain, the selection of appropriate indicators, and the development of benchmarks or targets.

One of the first steps an organization must undertake when creating a performance measurement framework is determining the ultimate outcomes it seeks to achieve (New Zealand Government, 2008; Government of Canada, 2010). A logic model, or basic results chain, can then be created, working backwards from the ultimate outcomes, to understand the links between an organization’s resources, activities, outputs, and the ultimate outcomes (Government of Canada, 2010). Generally, the ultimate outcomes to be achieved are divided into time frames; some organizations divide outcomes into short-term and long-term outcomes within the logic model (Public Health Ontario, 2016), whereas others will consider immediate, intermediate and ultimate outcomes (Government of Canada, 2010). Table 1 provides definitions and examples of inputs, activities, outputs and outcomes (Government of Canada, 2010; Public Health Ontario, 2016).

Logic Model Component	Description	Examples
Inputs	These are the financial and non-financial resources that are required to deliver the activities, which will subsequently produce outputs and the intended outcomes.	• Funding • Employees • Equipment • Physical facilities
Activities	These are the actions that an organization must complete to produce an output.	• Conducting research and development • Delivering training sessions • Issuing building permits • Delivering workshops
Outputs	These are the results of the activities – the direct products are services generated by the activities.	• Number of people trained • Number of workshops delivered • Water treatment plant • Research reports
Outcomes	These are the impacts of the outputs; the changes and results which occurred because of the outputs.	• Improved policies • Increased knowledge of a certain issue
Immediate outcomes	This outcome is directly attributable to the output and occurs in the short-term.	• Change in awareness, knowledge or skills of a target population
Intermediate outcomes	This outcome is typically expected to occur after several immediate outcomes have first been achieved.	• Change in a target population's behaviour
Ultimate outcomes	These are the highest-level outcomes that can be attributable to a program, policy or initiative	• Change of state in a target population

Table 1: Logic Model Components
Source: (Modified from Government of Canada, 2010)

Once a logic model has been developed and links between inputs, outputs, and outcomes are made, the next step in the development of a performance measurement framework is to choose the appropriate indicators, set targets and benchmarks for those indicators, and develop a performance management plan (Canadian Transportation Agency, n.d.). The performance management plan's purpose is to describe how performance measurement will be implemented, that is, how the data will be collected, where it will be collected from (primary or secondary data sources), how frequently, and by whom (Government of Canada, 2010; Canadian Transportation Agency, n.d.). Once the data has been collected, it must then be analyzed, and communicated to appropriate stakeholders (Canadian Transportation Agency, n.d.).

4.5.3 Best Practices in KPI Development

There are several elements to consider when developing key performance indicators (KPI). First off, two types of indicators can be used: qualitative and quantitative (Government of Canada, 2010; Canadian Transportation Agency, n.d.). Quantitative indicators measure a number and a unit, whereas qualitative indicators measure judgment or perception (Government of Canada, 2010; Canadian Transportation Agency, n.d.). For both quantitative and qualitative KPIs, validity is an important attribute, meaning that KPIs must measure what they were designed to (KPI Basics, n.d.). They must also offer comparisons to understand how performance for a certain criterion has evolved over time (KPI Basics, n.d.). As such, there should be time-series data available (Miller, 2007). Indicators should also be simple to communicate to the target audience and relevant to aid in policy decision-making (Miller, 2007). Reliability is another indicator attribute – if more than one measurement was made for that indicator, the same result would be obtained (Miller, 2007). Good indicators should also be able to detect a small change within a system (Miller, 2007). In summary, validity, policy relevance, simplicity, time-series data, sensitivity and reliability are important characteristics of indicators (Miller, 2007).

Beyond these indicator characteristics, when developing a set of indicators, it is important to ensure that there is a balance between the number of leading indicators and lagging indicators (KPI Basics, n.d.). The difference between a leading and lagging indicator is that “a lagging indicator measures the current results of our past actions, whereas leading indicators measure the future results of our current efforts” (Trivedi, 2018). Similar to what was described in 4.5.2, lagging indicators involve measuring outcomes, whereas leading indicators measure outputs (Trivedi, 2018). It is crucial to include these two types of indicators within a set of KPIs to measure government performance because the consequences of government decisions are often felt in the long-term (Trivedi, 2018). A performance management system that only uses lagging indicators does not provide a real perception of the consequences of current decisions (Trivedi, 2018).

4.5.4 Measuring Community Well-Being

Beginning with the Beyond GDP initiative in the late 2000s, in recent years, there has been increased emphasis on measuring the social and community well-being of populations (OECD, n.d.a.) As such, around the world, countries have been developing well-being frameworks which measure environmental, social and economic dimensions of well-being. In addition to countries, international organizations have created well-being frameworks, such as the Organization of Economic Co-operation and Development (OECD) Better Life Index and the World Happiness Report (OECD, n.d.b; Helliwell, Layard, & Sachs, 2017). The World Happiness Report assesses the well-being of residents using evaluative well-being measures, in which respondents are asked how satisfied they are with their life (Helliwell et al., 2017). This way of measuring the subjective well-being (i.e. self-reported data) of individuals has garnered increased attention in recent years (Tiberius, 2006). The OECD Better Life Index measures well-being using objective and subjective measures across a dashboard of eleven domains (OECD, 2017). These domains are housing, income, jobs, community, education, environment, civic engagement, health, life satisfaction, safety, and work-life balance (OECD, 2017). For each domain, the indicators are averaged with equal weights to produce an index. The OECD Better Life Index was produced following many of the recommendations in Stiglitz, Sen and Fitoussi’s 2009 Report on the Measurement of Economic

Performance and Social Progress, one of the most influential publications about measuring well-being (OECD, 2017). This framework has served as a basis for many well-being frameworks created by countries around the world, including the Luxembourg Index of Well-Being New Zealand's Living Standards Framework (King, Huseynli & MacGibbon, 2018; Stiglitz, Fitoussi & Durand, 2018).

In Canada, the University of Waterloo has produced the Canadian Index of Well-being (CIW), which evaluates well-being separately at the national, provincial and community level (University of Waterloo, n.d.). At the national and provincial levels, well-being is assessed based on a composite index giving equal weight to 64 indicators across eight domains: (1) living standards, (2) healthy populations, (3) community vitality, (4) democratic engagement, (5) leisure and culture, (6) time use, (7) education and (8) the environment (University of Waterloo, 2016). On the community level, well-being is assessed using a survey, which measures subjective well-being (University of Waterloo, n.d.). This was chosen as the ideal method for measuring well-being within a community because local indicator data is minimal (University of Waterloo, n.d.). The questions in the survey relate to the eight domains from the national and provincial index, which helps to understand the stronger and weaker domains of a community, based on survey responses (University of Waterloo, n.d.).

4.5.5 Index v Dashboard

In choosing a performance measurement approach, it must be decided whether to present results as a composite index, or in a dashboard format. A composite index amalgamates the results from several indicators into one single value. This is beneficial because complex, multi-dimensional issues can be summarized into a single score that is simple to understand (Chakraborty, 2002). The dashboard approach, on the other hand, presents indicator results side-by-side without combining them into one single number (Stiglitz, Sen & Fitoussi, 2018). The dashboard approach is more visual – stronger and weaker indicator results are evident, which increases transparency, and details are not lost, as they would be with a composite index. However, one issue with dashboards is that most of them do not demonstrate the causal links or hierarchies between the indicators (Stiglitz et al., 2018). Furthermore, dashboards are also often criticized for lacking what made GDP a success: a single, powerful headline number that can be tracked over time and that can be compared between countries (Stiglitz et al., 2009). Despite this, in the field of well-being, the use of the dashboard dominates (Stiglitz et al., 2009). The dashboard is also as a business management tool as a way of tracking performance (Rasmussen, Bansal & Chen, 2009).

5. JURISDICTIONAL SCAN

To answer the third research question about which KPIs can be used to measure consolidation within each of them specific thematic categories – governance; service and infrastructure provision; economics and finances; staff and administrative structure; and sociocultural identity and concerns of citizens – a jurisdictional scan was used. In addition, the scan was used to better inform the report’s assessment of indicators as an extension of the literature review’s discussion of performance measurement.

In this scan, municipalities were examined to determine what the impact of consolidation had been as illustrated by indicators implemented by post-consolidation jurisdictions. For feasibility and applicability, specific inclusion criteria were developed to focus the scope of research. The inclusion criteria employed consisted of single-tier municipalities created in the last twenty-five years. Further, for comparison to the Consolidated Municipality, the focus was placed on large rural municipalities that were merged with urban centres. Preferential consideration was also given to consolidated Nova Scotia municipalities, as well as those that pursued amalgamation voluntarily. More analytical consideration was given to municipalities that most closely matched these five criteria.

The scan includes an inclusion criteria chart, a brief report on each municipality, as well as the indicators used by them, followed by best practices and lessons learned from each municipality. The individual reports include a brief history of the municipality, an examination of whether the consolidation was deemed a success and by who, and lastly, a breakdown of some of the KPIs used by the municipality in question. Altogether, the jurisdictional scan from these eight municipalities reveals the standards and norms of performance measurement in municipalities comparable to Consolidated Municipality and provide contextual background and inspiration for the recommended indicators (Appendix A). It is important to note that for use in the jurisdictional scan, information must have been available online and accessible to the general public.

5.1 Inclusion Criteria

Municipality	Year Consolidated (< 25 years)	Single-Tier	Rural/Urban Merger	Province	Voluntary Consolidation
Halifax Regional Municipality	1996	Yes	Yes	NS	No
Cape Breton Regional Municipality	1995	Yes	Yes	NS	No
Region of Queens Municipality	1996	Yes	Yes	NS	Yes
Chatham-Kent	1998	Yes	Yes	ON	No
Prince Edward County	1998	Yes	Yes	ON	No
Quinte West	1998	Yes	Yes	ON	No
Norfolk County	2000	Yes	Yes	ON	Yes
Kawartha Lakes	2001	Yes	Yes	ON	No

Table 2: Inclusion Criteria

5.2 Halifax Regional Municipality (Nova Scotia)

HRM meets four of the five possible inclusion criteria, apart from being involuntary. HRM is an example of Nova Scotia municipal restructuring. Amalgamated in 1996, the municipality covers approximately 6000 km² and contains 45% of the province's population (Halifax Partnership, 2019). While the imposition of this merger faced staunch opposition in its inception, competition between communities now within its confines has been cooled to a level beneficial to the area as a whole and is now broadly considered a success by its residents and staff (Tindal, 2013).

HRM has measured its success post-amalgamation through many KPIs internally, and externally through partnerships with NGOs and business organizations. The municipality's current internal indicators fall under six thematic breakdowns including culture and heritage, economy and finance, environment, services and infrastructure, settlement, and transportation, referenced in its strategic plan (HRM, 2019). The purpose of these bi-annual indicators is reported by HRM to

ensure transparency, to promote the municipality, to measure success and resiliency, and to inform and engage the public (HRM, 2019). The vast majority of HRM's external indicators are developed in collaboration with the Halifax Partnership, and represent a comprehensive list related to economic development in the municipality, while also touching on sociocultural indicators of success as outcomes (Halifax Partnership, 2019). HRM's internal indicators should be seen as inputs and outputs directly under the scope of municipal government in Nova Scotia; whereas the Halifax Partnerships are focussed on external indicators or community outcomes that can be influenced by the municipality but are not directly under its control.

In addition, as a Nova Scotia municipality, HRM has access to the province's Financial Condition Indicators (FCIs) that provide a holistic analysis of fiscal performance.

5.2.1 Examples of Indicators by Theme

Governance:

- N/A

Service and Infrastructure Provision:

- New roads accepted by HRM (km)
- Percentage of population served by a central sewer
- Percentage of population served by central water
- Value of servicing upgrades within the Regional Centre
- Trails/greenways, bike lanes, and sidewalks (km) by subregion
- Number of water treatment facilities
- Total water use per capita (in litres per capita per day)
- Age of water and sewer infrastructure by sub-region within Urban Settlement Designation
- Percentage of population obtaining water from private wells
- Percentage of population on a private septic system
- Tonnage of solid waste generated
- Tonnage of solid waste processed at solid waste facility

Economics, Finances, and Taxation:

- Percentage of employed persons and unemployed persons by sub-region
- Commercial growth by square foot within the Regional Centre
- Number of new businesses starts and business failures
- Number of Business Improvement Districts
- Commercial growth by sub-region (building permits)
- Employment density in Regional Centre and Urban Settlement Designation
- Number of flights at the airport, shipping tonnage at the ports, freight movement (tonnage) on trains
- Employment in the natural resource sector (direct and indirect jobs)
- Value and diversity of natural resource export
- HRM investment in capital and operating programs in the Regional Centre
- Cost of housing relative to income by growth centre

- Percentage of rental housing and percentage home ownership
- Number of dwellings by type by sub-region
- Average value of owned dwellings
- Number of beds in homeless shelter and number of beds occupied
- Households in core housing need
- Financial Condition Indicators

Staff and Administrative Structure:

- N/A (Internal use only)

Sociocultural Identity and Concerns of Citizens:

- Population growth by growth centre
- Population growth by age
- Aging population by income and activity level
- Resident satisfaction with quality of life by sub-region
- Resident satisfaction with built environment
- Number of HRM-organized civic events and number of participants
- Number of HRM-offered arts and cultural programs and number of participants
- Number of recreation programs and number of participants
- Municipal investment in culture per capita
- Number of HRM-supported events and participants
- Number of HRM-supported public art installations
- Number of people employed in culture, arts and recreation
- Priority for cultural attractions
- Number of tourists
- Development of special arts and culture advisory committee (implementation of recommendations)
- Completion of culture and heritage inventory
- Number of heritage sites, heritage buildings and cultural landscapes designated

5.3 Cape Breton Regional Municipality (Nova Scotia)

CBRM meets four of the five possible inclusion criteria, apart from being involuntary. CBRM is another example of Nova Scotia municipal restructuring. The municipality is the second largest geographically in Nova Scotia after HRM, and was established in 1995 following the amalgamation of the City of Sydney, the Towns of Dominion, Glace Bay, Louisburg, New Waterford, North Sydney, Sydney Mines, and the County of Cape Breton (Mcinnis, 2012). The economy of the area has traditionally relied on coal, steel and fishing. The area has struggled to find an alternative as several of these industries have experienced a decline (Mcinnis, 2012). Due in part to the struggling economy, the area has also experienced population decline. Over the last 20 years since consolidation, the population has fallen by nearly 20% (Hoath & McIntosh, 2018). The consolidation was suggested at the time to address the large number of special purpose bodies needed to provide services in the region, with an expectation that it would provide cost savings

(Tindal, 2013). Due to external forces such as adjustments to municipal-provincial service swaps, these savings did not materialize to what was expected, although efficiencies in service delivery were achieved (Tindal, 2013).

Regarding the measurement of merger success post-consolidation, CBRM has relied on external studies and reports to measure success, while lacking a central dashboard or strategic document that outlines indicators (CBRM, n.d.). However, the recent CBRM Viability Study has acknowledged the lack of indicators, while providing suggestions regarding financial measurements of success, strategic prioritization through asset planning, and long-term success broadly (Grant Thornton, 2019). Furthermore, as a Nova Scotia municipality, CBRM has access to the province's Financial Condition Indicators (FCIs) that provide a holistic analysis of fiscal performance.

The Viability Study also highlights key expectations of the consolidation that have remained elusive, namely concerns around community identity (Grant Thornton, 2019).

5.3.1 Examples of Indicators by Theme

Governance:

- Number of special purpose bodies

Service and Infrastructure Provision:

- N/A

Economics, Finances, and Taxation:

- Financial Condition Indicators
- Internal Accounting Indicators

Staff and Administrative Structure:

- N/A

Sociocultural Identity and Concerns of Citizens:

- N/A

5.4 Region of Queens Municipality (Nova Scotia)

The Region of Queens Municipality (RQM) meets all inclusion criteria. RQM was formed through the consolidation of the Town of Liverpool and Municipality of the County of Queens in the 1996. The regional municipality of Queens was the first voluntary amalgamation in Nova Scotia (Tindal, 2013). The population, geographic size, and urban-rural composition are all comparable to the Consolidated Municipality. Forestry is an important part of the local economy, along with agriculture, tourism, and fishing. Queens has been widely held as an example of a successful amalgamation by academics, staff, and residents, having achieved expectations of more equitable services, some economies of scale, removal of intermunicipal conflict, and increased ability to promote the municipality (Tindal, 2013).

Regarding the measurement of merger success post-consolidation, RQM has focussed its external-facing indicators on finances and taxation, although there is recognition from

consultations with the municipality that other indicators are measured internally. No single comprehensive list, website page, or dashboard exists as of December 2019 to illustrate these any of these indicators, although some may be found in budget review documents available on their site (RQM, April 2018).

In addition, as a Nova Scotia municipality, RQM has access to the province's Financial Condition Indicators (FCIs) that provide a holistic analysis of fiscal performance.

5.4.1 Examples of Indicators by Theme

Governance:

- N/A

Service and Infrastructure Provision:

- N/A

Economics, Finances, and Taxation:

- Financial Condition Indicators
- Internal Accounting Indicators

Staff and Administrative Structure:

- N/A

Sociocultural Identity and Concerns of Citizens:

- N/A

5.5 Chatham-Kent (Ontario)

The municipality of Chatham-Kent meets three out of the five inclusion criteria. The municipality was created with the provincially imposed consolidation of 23 municipalities in 1998 (Tindal, 2013). Chatham-Kent is one of the many Ontario municipalities that were amalgamated in the 1990s, but one of the few that were restructured as a single-tier municipality.

After amalgamation, the municipality began a new approach to public administration by implementing the business unit model, similar to HRM, whereby each unit was responsible for setting key performance indicator to provide quantitative weight to goals outlined in their strategic plan (Tindal, 2013). Under this regime, KPIs and corresponding targets were established for each service provided and infrastructure maintained by the municipality, and are reported on annually (Public Sector Digest, February 2018). In addition to these inputs and outputs, Chatham-Kent has developed a community index in partnership with NGOs and businesses called CK Counts, which provides indicators for community success that can be influenced by the municipality (Chatham-Kent, September 2019). These indicators are primarily socioeconomic centred.

Financial indicators are also used by the municipality, including a per capita financial position index (Chatham-Kent, 2018).

5.5.1 Examples of Indicators by Theme

Governance:

- N/A

Service and Infrastructure Provision:

- Percentage of total reinvestment compared to asset replacement value
- Completion of strategic plan objectives (related to roads, and bridges & culverts)
- Annual revenues compared to annual expenditures
- Annual replacement value depreciation compared to annual expenditures
- Cost per capita for roads, and bridges & culverts
- Maintenance cost per square metre
- Revenue required to maintain annual network growth
- Total cost of borrowing vs. total cost of service
- Overall Bridge Condition Index (BCI) as a percentage of desired BCI
- Percentage of road network rehabilitated/reconstructed
- Percentage of paved road lane kilometres rated as poor to very poor
- Percentage of bridges and large culverts rated as poor to very poor
- Percentage of asset class value spent on O&M
- Percentage of roads inspected within the last five years
- Percentage of bridges and large culverts inspected within the last two years
- Operating costs for paved lane per kilometres
- Operating costs for bridge and large culverts per square metre
- Percentage of customer requests with a 24-hour response rate
- Recycling rates
- Waste diversion rates

Economics, Finances, and Taxation:

- Per capita breakdowns
- Internal Accounting Indicators
- Median household income
- Median individual income
- Value of construction projects
- Average price of homes sold (annual)

Staff and Administrative Structure:

- N/A

Sociocultural Identity and Concerns of Citizens:

- Percentage of seniors residing in municipality
- Post-secondary education completion rate
- Unemployment rate
- Percentage of people that feel they have workplace stress
- Percentage of population that are active

- Percentage of households facing food insecurity
- Violent crime index
- Number of fires
- Km of walking trails
- Number of people who used free recreational and leisure programs
- Social housing waitlist
- Percentage of people who feel community belonging
- Percentage of people satisfied with their life in the municipality
- Number of households stabilized (homelessness)

5.6 Prince Edward County (Ontario)

Prince Edward County meets three of the five inclusion criteria. The municipality was amalgamated in 1998 under provincial imposition and negotiations. This consolidation brought together nine rural municipalities located around the urban centre and county seat of Picton. Since then, the single-tier municipality has measured the success of their merged county, which has been viewed by other jurisdictions as a success story of Ontario amalgamations (Bertrim, 2019).

The County has established a Community Development Department to measure and promote these evaluations. The Department in conjunction with community and business partners operate the Community and Economic Development Commission, a special body tasked with using grassroots-created indicators to measure the success of the municipality (PEC, 2018). Indicators implemented by the municipality are primarily economic development focussed, using key performance indicators related to services, demographics, cost of living, job opportunities, and housing statistics (PEC, 2017). In addition, other indicators with more governance and social aspects are also used by the department, including voter turnout, volunteerism statistics, and youth retention statistics (PEC, 2017).

5.6.1 Examples of Indicators by Theme

Governance:

- Number of seats on youth council

Service and Infrastructure Provision:

- N/A

Economics, Finances, and Taxation:

- Financial Information Return (AMOS)
- Internal Accounting Indicators
- Number of marketing materials distributed
- Number of business start-up inquiries (potential \$ amount as well)
- Number of visitors/tourists (tracked using hotspot sensors)
- Job fair participation rate
- Number of jobs
- Number of employers
- Average size of businesses (Number of people employed)

- Average home prices
- Percentage of homes selling for listed price vs over

Staff and Administrative Structure:

- Number of County jobs

Sociocultural Identity and Concerns of Citizens:

- Number of social media impressions
- Number of visits to youth centres
- Youth volunteerism rate
- Youth employment rate
- Demographics (median age, age distribution, etc.)

5.7 Quinte West (Ontario)

The City of Quinte West, located approximately halfway between Ottawa and Toronto, was formed in 1998 through the amalgamation of the former City of Trenton, the Village of Frankford and the Townships of Sidney and Murray (Osborne, 2012). The merger of Quinte West combined an urban and rural community (City of Quinte West, n.d.a). The Consolidated Municipality and Quinte West are also comparable in terms of demography and location relative to a big city. While the Consolidated Municipality is located directly along Highway 101 and within one-hour of Halifax, the city of Quinte West is located directly along Highway 401 and is 1.5 hours east of Toronto (Bay of Quinte, n.d.). According to the city's Community Profile, following municipal amalgamation the City of Quinte West has "thrived" (City of Quinte West, 2019). It has a diverse economy related to textiles, agriculture, and telecommunications and is home to the Canadian Air Force Base CFB Trenton (Osborne, 2012).

Quinte West had historically measured its success along with most other Ontario municipalities in accordance with Section 299 of the Municipal Act, 2001, before the Municipal Performance Measurement Program was removed in 2015 (City of Quinte West, n.d.b). It is evident from examining strategic plans, reports, and past databases that information needed for external facing indicators are collected and used in the municipality but are no longer available to the public following the change in provincial policy.

5.7.1 Examples of Indicators by Theme

Governance:

- N/A

Service and Infrastructure Provision:

- N/A

Economics, Finances, and Taxation:

- N/A

Staff and Administrative Structure:

- N/A

Sociocultural Identity and Concerns of Citizens:

- N/A

5.8 Norfolk County (Ontario)

Norfolk County is a rural single-tier municipality on the north shore of Lake Erie in Southwestern Ontario (Norfolk County, n.d.). For several years in the late 20th century, the county was forcibly merged with Haldimand County, but the merged entity was dissolved in 2000 (Tindal, 2013). However, the Townships of Delhi and Norfolk, the Town of Simcoe, and the western half of the City of Nanticoke were amalgamated to form the Town of Norfolk following this restructuring, opting for the name of Norfolk County (Norfolk County Council, 2019). The primary tourist attractions are the ports, towns and villages along Lake Erie, which the municipality promotes as "Ontario's South Coast" (Norfolk County, n.d.). To measure the success of the municipality, Norfolk participates in the provincial Ministry of Municipal Affairs and Housing's Financial Information Return (FIR) (Ontario Municipal Affairs, May 2019). It is clear from strategic and economic development plans that the municipality uses and measures indicators to pursue outlined goals, but the information is not accessible to the public (Norfolk County Council, 2019). In their economic development plan this is acknowledged, and the County states their desire to join the World Council on City Data (WCCD), which provides a dashboard to display and compare indicators that the municipality has access to (Norfolk County, June 2019). These indicators are still tentative as Norfolk is not included on WCCD's website yet as of December 2019 (WCCD, 2019). However, WCCD's indicators will be used for the scan under the assumption that they are implemented in accordance with the report's recommendation.

5.8.1 Examples of Indicators by Theme (Tentative to WCCD Registration)

Governance:

- Voter participation in last municipal election (as a percentage of eligible voters)
- Women as a percentage of total elected to city-level office
- Percentage of women employed in the city government workforce
- Number of convictions for corruption and/or bribery by city officials per 100,000 population
- Citizens' representation: number of local officials elected to office per 100,000 population
- Number of registered voters as a percentage of the voting age population

Service and Infrastructure Provision:

- Total residential electrical energy use per capita (kWh/year)
- Percentage of city population with authorized electrical service
- Energy consumption of public buildings per year (kWh/ m²)
- Percentage of total energy derived from renewable sources, as a share of the city's total energy consumption
- Total electrical energy use per capita (kWh/year)
- Average number of electrical interruptions per customer per year
- Average length of electrical interruptions (in hours)

- Number of firefighters per 100,000 population
- Number of fire related deaths per 100,000 population
- Number of natural disaster related deaths per 100,000 population
- Number of volunteer and part-time firefighters per 100,000 population
- Response time for emergency response services from initial call
- Response time for fire department from initial call
- Percentage of city population with regular solid waste collection (residential)
- Total collected municipal solid waste per capita
- Percentage of the city's solid waste that is recycled
- Percentage of the city's solid waste that is disposed of in a sanitary landfill
- Percentage of the city's solid waste that is disposed of in an incinerator
- Percentage of the city's solid waste that is burned openly
- Percentage of the city's solid waste that is disposed of in an open dump
- Percentage of the city's solid waste that is disposed of by other means
- Hazardous Waste Generation per capita (tonnes)
- Percentage of the city's hazardous waste that is recycled
- Kilometres of high capacity public transport system per 100,000 population
- Kilometres of light passenger public transport system per 100,000 population
- Percentage of city population served by wastewater collection
- Percentage of the city's wastewater that has received no treatment
- Percentage of the city's wastewater receiving primary treatment
- Percentage of the city's wastewater receiving secondary treatment
- Percentage of the city's wastewater receiving tertiary treatment
- Percentage of city population with potable water supply service
- Percentage of city population with sustainable access to an improved water source
- Percentage of population with access to improved sanitation
- Total domestic water consumption per capita (litres/day)
- Total water consumption per capita (litres/day)
- Average annual hours of water service interruption per household
- Percentage of water loss (unaccounted for water)

Economics, Finances, and Taxation:

- Financial Information Return
- Assessed value of commercial and industrial properties as a percentage of total assessed value of all properties
- City's unemployment rate
- Percentage of city population living in poverty
- Percentage of persons in full-time employment
- Youth unemployment rate
- Number of businesses per 100,000 population
- Number of new patents per 100,000 population per year

- Total city population
- Land area
- Population density
- Country gross domestic product
- City gross operating budget
- City gross capital budget
- Percentage of country's population
- Annual population change
- Population dependency ratio
- Total number of households
- Person per unit
- Total number of occupied dwelling units (owned and rented)
- Dwelling density per sq/km
- Average household income (USD)
- City product per capita (USD)
- Employment annual percent change - based on last 5-year data
- Annual inflation rate - average last 5 years
- Income distribution (GINI Coefficient)
- Country GDP per capita (USD)
- City product as a percent of country's GDP
- Debt service ratio (debt service expenditure as a percentage of a municipality's own- source revenue)
- Capital spending as a percentage of total expenditures
- Own-source revenue as a percentage of total revenues
- Tax collected as a percentage of tax billed
- Percentage of city population living in slums
- Number of homeless per 100 000 population
- Percentage of households that exist without registered legal titles
- Annual number of public transport trips per capita
- Number of personal automobiles per capita
- Percentage of commuters using a travel mode to work other than a personal vehicle
- Areal size of informal settlements as a percentage of city area
- Jobs/housing ratio

Staff and Administrative Structure:

- N/A

Sociocultural Identity and Concerns of Citizens:

- Percent of population that are youth aged 15-24
- Percent of population that are seniors aged 65+
- Percent of population foreign born
- Percent of population that are new immigrants
- Percent of population that are children aged 0-14
- Percent of population that are adults aged 25-64

- Male to Female ratio (number of males per 100 females)
- Fine particulate matter (PM2.5) concentration
- Particulate matter (PM10) concentration
- Greenhouse gas emissions measured in tonnes per capita
- NO2 (nitrogen dioxide) concentration
- SO2 (sulphur dioxide) concentration
- Noise pollution
- Percentage change in number of native species
- Average life expectancy
- Number of in-patient hospital beds per 100,000 population
- Number of physicians per 100,000 population
- Under age five mortality per 1,000 live births
- Number of nursing and midwifery personnel per 100,000 population
- Number of mental health practitioners per 100,000 population
- Suicide rate per 100,000 population
- Square meters of public indoor recreation space per capita
- Square meters of public outdoor recreation space per capita
- Number of police officers per 100,000 population
- Number of homicides per 100,000 population
- Crimes against property per 100,000
- Response time for police department from initial call
- Violent crime rate per 100,000 population
- Number of internet connections per 100,000 population
- Number of cell phone connections per 100,000 population
- Number of landline phone connections per 100,000 population
- Kilometres of bicycle paths and lanes per 100,000 population
- Transportation fatalities per 100,000 population
- Commercial air connectivity (number of non-stop commercial air destinations)
- Green area (hectares) per 100,000 population
- Annual number of trees planted per 100,000 population

5.9 Kawartha Lakes (Ontario)

The City of Kawartha Lakes was formed in 2001 from the amalgamation of 18 townships within the former County of Victoria, in Ontario (Welch & Payne, 2012; Neptis Foundation, 2014). In contrast to the merger of the Town of Windsor and the Municipality of the District of West Hants, this was a forced amalgamation that caused tremendous public disagreement (Gray, 2003). Similar to the merger of the Consolidated Municipality, however, the merger of Kawartha Lakes brought together a mixture of urban and rural communities (Welch & Payne, 2012). In the southern part of the Kawartha Lakes, dairy and cattle farms are common whereas in the northern part, the economy is dependent on tourism and recreation (Welch & Payne, 2012).

Manufacturing is also an important industry; between 2012 and 2016, the number of manufacturing jobs in Kawartha lakes grew by 34 percent (City of Kawartha Lakes, n.d.a). In

terms of location, the City of Kawartha Lakes is located 1.5 hours Northeast of Toronto (City of Kawartha Lakes, n.d.b). Since amalgamation, the city has grown by approximately 6000 people (City of Kawartha Lakes, n.d.c).

To measure the success of the municipality, Kawartha Lakes has developed a workforce evaluation dashboard that uses census data to illustrate key workforce indicators (Kawartha Lakes Economic Development, 2016). The City has also created committees to partner with local communities and businesses to measure socioeconomic indicators with funding from the province (Kawartha Lakes Economic Development, n.d.). These indicators are found within strategic plans. The municipality also provides information to the province for FIRs (Ontario Municipal Affairs, May 2019).

5.9.1 Examples of Indicators by Theme

Governance:

- N/A

Service and Infrastructure Provision:

- N/A

Economics, Finances, and Taxation:

- FIRs
- Percentage of population achieving certain level of education
- Percentage of population in given occupation
- Number of people in a given industry
- Commute times (work)
- Primary mode of transport
- Number of households (and type)
- Income distribution (%)
- Household annual expenditures (\$) breakdown by good/service

Staff and Administrative Structure:

- N/A

Sociocultural Identity and Concerns of Citizens:

- Population
- Daytime Population
- Median Age
- Age distribution
- Family Structure and Marital Status
- Housing Tenure and Dwelling Characteristics
- Ethnic origins

5.10 Best Practices and Lessons Learned

From examining these jurisdictions, common elements may be noted. One such example includes the perception of success. The belief that a municipality has succeeded or faltered after the act of consolidation has much to do with how the process was framed or promoted pre-consolidation. This ties in with the discussion about consolidation expectations in the literature review, primarily the validity and feasibility of anticipated results. For example, the most commonly used criteria for a successful or failed amalgamation is the generation of cost savings. However, many external economic forces impact a municipality's finances, which could sway their fiscal state positively or negatively, regardless of the merger's effects on resource efficiencies. This is the case in CBRM, and many other Ontario municipalities referenced in the literature review, that were presupposed with cost savings that never materialized despite being heavily promoted. By not managing expectations of consolidation accordingly, perceptions of success can be unnecessarily damaged. Not only that, but it can also retract from other positive externalities of consolidation that were not as eagerly advertised at the outset of amalgamation, such as the removal of inter-municipal conflict or more equitable service provision, that are of tangible benefit to citizens post-consolidation.

Regarding indicators, the examined municipalities also share commonalities. Financial inputs were a common theme throughout each municipality examined, primarily due to the mandated nature of reporting legislated by the provincial governments of Nova Scotia and Ontario. Governance, staff, and service provision were typically the most neglected measurement themes from the jurisdictions examined, with only the most comprehensive municipalities of HRM, Chatham-Kent, Prince Edward County, and Norfolk County (tentatively) employing external-facing indicators related to these areas. These jurisdictions generally had more robust reporting centred on their strategic plan and could therefore more easily track progress in regard to priority areas, a desire touched upon in CBRM's aforementioned Viability Study (Grant Thornton, 2019). The tracking of this information is also typically accompanied by provincial funding especially in the Ontario municipalities examined, so it may be a matter of affordability.

Municipal measurement of community outcomes that may be influenced but are inherently outside of local jurisdictional scope, can and is used by municipalities to petition or lobby other orders of government for assistance in tackling issues. This is accomplished by reinforcing awareness of the problem at hand, while demonstrating that the municipality is willing to help through collaborative intergovernmental partnerships.

Best practices examined include the measurement of demographics, economic development inputs and outputs, and sociocultural community outcomes. The inclusion of outcomes is also important, as it is the most easily recognized by community members and can act as an aspiration for input and output indicators. Furthermore, any indicator that could acknowledge the expected cost-saving effects of amalgamation should be included, as responsible fiscal management as it relates to the tax rate is typically top of mind for citizens. This is demonstrated by its inclusion in every municipality's indicators. The most impactful practice utilized by municipalities examined was ensuring that the indicators used were external-facing and easily accessible, to ensure transparency and accountability post-consolidation when determining the level of success achieved.

6. RESULTS

6.1 Defining Success

The purpose of this project was to develop performance metrics that could be used in the future (2025, 2030 and beyond) to determine whether the consolidation of the Town of Windsor and the Municipality of the District of West Hants has been successful. Although this project was focussed on the consolidation of the two municipalities, it is hoped that these indicators can be used by other municipalities seeking to restructure.

When governments and businesses create indicators to measure success, they do so by first defining a clear mission statement and strategy as well as specific goals that need to be met to achieve their overall mission (Chan, 2004; New Zealand Government, 2008; Government of Canada, 2010; Public Health Ontario, 2016). Organizations then set specific targets to achieve their goals and create indicators to measure whether those targets are being achieved (Balanced Scorecard Institute, n.d.; & Government of Canada, 2010). Essentially, the achievement of their specified goals and targets is defined as successful.

What indicators can be used to measure success in the context of a municipal consolidation was established in two ways. First, by determining what the Consolidated Municipality seeks to achieve from consolidation, which represents the Consolidated Municipality's vision and goals and second, by understanding some general expectations and successes and failures of municipal consolidations in the literature. The desired outcomes for the Consolidated Municipality have been described in vision section of the paper (section 1.2). They include growing infrastructure, employment, education and industry, and having a stronger voice and regional presence, amongst other things. It is therefore important to create indicators to measure whether these desired outcomes are being achieved. Whether or not the consolidation is viewed as "successful" would be determined according to whether specific targets that the consolidated Municipality would set, have been met.

Based on the literature review of other single-tier Canadian municipalities that have undergone consolidation, the primary expectations and concerns of municipal consolidations revolve around three main elements: (1) cost savings, (2) tax structure, and (3) citizen satisfaction with regard to tax structure, equitable service delivery, and their sense of community. Municipal consolidations that have been deemed as successful in the literature are generally able to achieve cost savings, maintain or decrease the tax rate, and provide equitable services to citizens in urban and rural communities, all of which makes citizens satisfied. Although achieving cost savings and maintaining or decreasing the tax rate is not a specified outcome in the Consolidated Municipality's vision and goals for consolidation, these are important elements to measure because they will determine if citizens are satisfied. Moreover, the issue of cost savings and the fluctuation of the tax rate are such important points in the discussion of municipal consolidations that if other municipalities considering governance reform are to assess how successful the Consolidated Municipality is, they will certainly be curious to understand if cost savings were achieved and how the tax rate changed.

The analysis section of the paper provided an understanding of what elements can be used to measure success in the context of the Consolidated Municipality. From the municipality's standpoint, success is achieved when the desired outcomes and targets based on the Consolidated Municipality's vision and goals have been met. From the perspective of the literature, success is associated with cost savings, tax rate fluctuation and citizen satisfaction. For this project, the authors of this report have chosen to consider success as an inclusion of both those viewpoints. As such, the Consolidated Municipality's success could be measured through indicators that reveal how employment, infrastructure, employment, education and industry has grown; as well as if a stronger regional presence has been achieved, and if cost savings, tax rate, and citizen satisfaction have been achieved. It is recommended that the Consolidated Municipality set specific targets for each of these indicators as is typically done when governments and businesses hope to measure success.

6.2 Choosing a Performance Measurement Framework

As described in the literature review, there exist several different options of performance measurement frameworks. Certain municipalities within Canada, one of them being HRM, are currently using Municipal Benchmarking Network (MBN) Canada as a municipal performance measurement framework (MBN Canada, 2018). Another performance measurement framework, which has supposedly increased in popularity within the public sector, is the Balanced Scorecard Approach (Sharma, & Gadenne, 2011). Neither of these performance measurement frameworks was chosen for this project due to the specific disadvantages presented below. **A performance measurement framework was established using the Government of Canada's guidance for the development of effective performance measurement frameworks, which is comparable to the performance measurement framework guidance produced by many other organizations. Its validity was also reinforced by the Nova Scotian Department of Municipal Affairs, who specified that logic models should be used in the creation of performance indicators.**

6.2.1 MBN Canada Disadvantages

Although the MBN Canada framework includes a variety of valuable metrics to evaluate municipal performance, it is not particularly suited for measuring the success of municipal consolidations specifically as there is an overwhelmingly large amount of metrics and the large majority of them are quantitative measures of outputs related to service delivery (MBN Canada, 2018). As aforementioned, it was found that to evaluate the success of municipal consolidations, it is important to include measures of outcomes. For the purposes of this project, it is thus important to use a performance metric framework that includes indicators of outcomes, and this can be created using the Government of Canada and other organizations' guidance for the development of effective performance measurement frameworks.

6.2.2 The Balanced Scorecard Approach Disadvantages

The Balanced Scorecard (BSC) approach, described briefly in the literature review, includes outcome measures and relates performance metrics to an organization's strategic priorities (Lim, 2019). This approach could have been used to develop metrics to measure the

success of the town of Windsor and Municipality of the District of West Hants' consolidation. Unfortunately, details about how to practically apply the BSC approach to an organization are only offered through a paid online course. Because the information was not readily available for the time allotted in this course, the Balanced Scorecard approach was not chosen for this project.

6.3 Developing a performance measurement framework

Section 6.1 identified important outcomes to measure consolidation success, which is the first step in developing a performance measurement framework using the Government of Canada's guidance on the development of performance measurement frameworks. These desired outcomes and expectations with regard to consolidation from the point of view of both the Consolidated Municipality and the literature are needed to develop a logic model (Government of Canada, 2010; New Zealand Government, 2008). The logic model created for this project is presented in Figure 1 below.

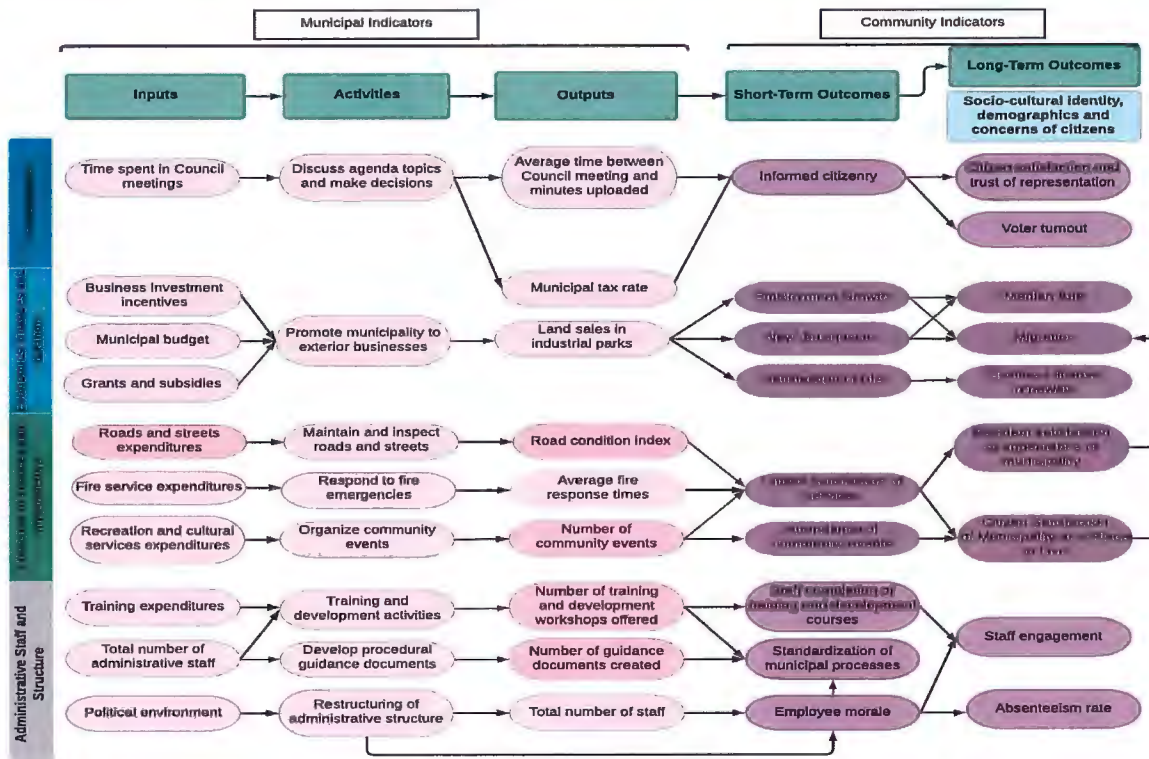


Figure 1: Logic Model

The logic model was created first, using the identified desired outcomes of municipal consolidation. Outcomes were divided into short and long-term outcomes depending on the time frame in which they can reasonably be achieved. It is expected that short-term outcomes would be noticeable within less than five years, whereas long-term outcomes may take five years or more years to truly understand if they were achieved. Working backwards from the outcomes, input and output indicators which can impact the specified outcomes, were then created. **The consultations with CBRM, HRM, RQM, and the Nova Scotia Department of Municipal Affairs reinforced the importance of establishing input and output performance metrics as indicators, because**

these are the types of indicators that municipalities can directly influence through municipal activities. For example, a municipality can control how much time and resources it invests into a project (input). It can also control the output, for example, the number of building permits it issues (output), or the percentage of roads plowed (output), which will thereby influence citizen satisfaction of services (outcome), and citizen satisfaction of services is an important outcome of a successful consolidations. Inspiration for the input and output indicators, as well as some of the outcome indicators, was taken from the jurisdictional scan and consultation with experts, which provided an understanding of what indicators other consolidated single-tier municipalities are measuring and reporting on. Although these municipalities measure indicators that we have chosen, none of them have formally assessed how that specific indicator relates to pre-consolidation, and the merger process as a whole.

7. RECOMMENDATIONS

Using the logic model, a list of 101 indicators that can measure the success of the consolidation of the Town of Windsor and the Municipality of the District of West Hants was compiled. It is recommended by the authors of the report that they be adopted by the Consolidated Municipality (complete list can be found in Appendix A). Although the logic model includes input indicators, it is important to note that the 101 indicators in Appendix A are *output* and *outcome* indicators. Input indicators remain consistent and are straightforward to comprehend; they include time, funds, and number of staff.

The number of indicators recommended demonstrates the complexity of municipal governance as well as the complexity of a successful consolidation. Indeed, there are many factors that can influence elements of the Consolidated Municipality's vision of growing employment, infrastructure, education and coming together as a more prosperous region. There are also many factors that determine citizen satisfaction of services, because of the multitude of services provided by a municipality.

8. NEXT STEPS

8.1 Establishing Benchmarks

It is recommended that the Consolidated Municipality establish indicator benchmarks as a next step. As the Town of Windsor and the Municipality of the District of West Hants are currently two separate entities, for each of the indicators in Appendix A, each entity will have their own benchmark, which will need to be combined to provide an understanding of the region prior to consolidation. For example, the population of the Town of Windsor and the population of the Municipality of the District of West Hants will need to be added together to provide a benchmark in understanding how population has grown. For other indicators, such as the percentage of customer requests addressed within 24 hours, the average percentage between the two municipalities can be used as a benchmark. It will be up to the Consolidated Municipality to determine if it should consider the average for the last year prior to consolidation only, or if it should use an average of two, three, four or five years prior to consolidation as a benchmark.

8.2 Establishing Targets

It is recommended that the Consolidated Municipality establish a performance management plan in which it would set targets relative to indicator benchmarks to determine success.

8.3 Establishing an External Facing Dashboard

It is recommended that the Consolidated Municipality establish an external facing dashboard to both record and present indicators to the public in an accessible way, to ensure accountability and transparency to residents as a next step.

8.4 Determining Reporting Mechanisms and Responsibilities

It is recommended that the Consolidated Municipality determine reporting mechanisms and sources for indicator insights, and that responsibility for its collection is clearly communicated to applicable departments and staff.

8.5 Establishing a Reporting Frequency

It is recommended that the Consolidated Municipality establish and maintain a reporting frequency for these indicators to be updated as a next step. Potential frequencies include every census year, staggered evenly with election years, annually, or biannually.

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APPENDIX A

Theme	Indicator	Input/Output/Outcome	Rationale	Short/Long-Term	Data Source
Governance (NUMBER OF INDICATORS: 8)					
Governance	Number of Special purpose bodies	Output	Reduces bureaucracy associated with intermunicipal matters; reduces expenditures; ensures matters are handled in Council and are therefore more transparent (accountable). Supported by literature review of expectations, and municipal usage by CBRM.	Short-term	Council Data
Governance	Cost of councillors per capita	Output	Demonstrates less cost to the taxpayer. Supported by literature review of expectations on cost savings.	Short-term	Internal
Governance	Number of councillors per capita	Output	Supports the cost of Councillor indicator. Can be used to demonstrate accountability when compared to provincial or federal elected counterparts (i.e. less people per official results in greater accountability). Supported by literature review on expectations and concerns of consolidation.	Short-term	Internal
Governance	Time spent by councillors in council (hours/year)	Output	Demonstrates an open, transparent, and accountable government. Illustrates a willingness of elected officials throughout the municipality to work together in the eyes of the public. Would illustrate removal of intermunicipal clashes which is an expectation examined in the literature review.	Short-term	Council Data

Governance	Time spent by councillors in meetings, in camera	Output	Demonstrates a lack of open, transparent, and accountable government. Illustrates a potential unwillingness of elected officials throughout the municipality to work together in the eyes of the public. Would illustrate extant municipal rivalries, the elimination of which is an expectation examined in the literature review.	Short-term	Council Data
Governance	Percentage of council meeting minutes posted online	Output	Demonstrates open, transparent, and accountable government. The added resources of combined municipalities should improve overall accountability. Would illustrate an increased service capacity in regard to governance, which is an expectation discussed in the literature review.	Short-term	Internal
Governance	Average time elapsed between council meetings and meeting minutes uploaded online (days)	Output	Demonstrates open, transparent, and accountable government. The added resources of combined municipalities should improve overall accountability. Would illustrate an increased service capacity in regard to governance, which is an expectation discussed in the literature review.	Short-term	Internal
Governance	Citizen satisfaction with municipally elected officials	Outcome	Citizen satisfaction is an important outcome to measure because it is one of the elements that determines consolidation success.	Long-term	Survey
Infrastructure and Provision of Services (NUMBER OF INDICATORS: 40)					
Infrastructure	Percentage of projects initiated within 12 months of	Output	Demonstrates municipal capacity to fulfill directives and objectives in an efficient manner. Illustrates agility of government. Supported by literature review of	Short-term	Internal

	funding authorization		expectations on less intermunicipal conflict and bureaucracy.		
Infrastructure	Total number of capital assets	Output	Demonstrates the combined resources of the municipality. Provides a better understanding of assets, how to manage them strategically, and how to plan for the future. Better planning and larger resource capacity are expectations of consolidation examined in the literature review.	Long-term	Internal
Infrastructure	Average age of capital assets	Output	Demonstrates the state of assets owned by the municipality. Provides a better understanding of assets, how to manage them strategically, and how to plan for the future. More resources should mean a reduction in average age. Supported by expectations on service equity, conflict reduction, and competitiveness.	Long-term	FCI
Infrastructure	Total number of new projects	Output	Demonstrates the combined resources of the municipality. Illustrates the ability to develop new services/infrastructure for citizens. Supported by literature review on reduced conflict over external funding opportunities, and increased ability to promote the municipality.	Long-term	Internal
Infrastructure	Total number of municipal buildings	Output	Demonstrates the combined resources of the municipality. Provides a better understanding of assets, how to manage them strategically, and how to plan for the future.	Long-term	Internal
Infrastructure	Percentage of new projects completed within budget	Output	Demonstrates the fiscal restraint of the municipality, and ability to plan expenditures well. Fiscal capacity and	Long-term	Internal

Infrastructure	Percentage of municipal buildings that are accessible in accordance with Provincial Accessibility Standards	Output	management are expectations examined in the literature review.	Long-term	Internal
Waste management	Average number of people serviced per route	Output	Demonstrates the ability of the municipality given its increased resources to address the legislative requirements of the province. In addition, it illustrates the willingness and capacity of the municipality to provide equitable services to citizens. Supported by expectations on equitable services, conflict reduction, and competitiveness.	Short-term	Internal
Waste management	Average cost of waste management services per route	Outcome	Demonstrates level of service provided by municipality given new efficiencies and resources. Used in conjunction with average cost per route indicator. Supported by expectations on equitable service delivery and cost efficiencies, and by the jurisdictional scan.	Short-term	Internal
Waste management	Waste diversion rate	Output	Demonstrates ability of municipality to influence recycling rates, and thereby help the environment while saving money. Supported by literature review on expectations of cost savings, and by the jurisdictional scan.	Long-term	Internal
Waste management	Percentage of people aware of waste	Outcome	Demonstrates ability of municipality to market and promote itself to improve services, quality of life, and investment in the municipality.	Long-term	Survey

	management services	Outcome		Long-term	Internal
Technology	Usage of waste management cellular app (number of downloads)	Outcome	Demonstrates the municipality's ability to promote municipal services. Can lead to increased satisfaction of services by citizens. Supported by expectations of marketability and promotion ability examined in literature review.	Long-term	Internal
Technology	Number of visits to the municipal website	Outcome	Demonstrates the municipality's ability to promote municipal services. Is also an indicator of engaged citizenry. Increased number of visits could also indicate that the municipal website is useful, with a positive user experience, leading to citizen satisfaction of services. Supported by literature review on expectations regarding increased ability to promote municipality.	Long-term	Internal
Technology	Number of subscribers and followers on social media (Facebook, Twitter)	Output	Demonstrates the municipality's ability to promote municipal services and to engage its citizens. Supported by literature review on expectations regarding increased ability to promote municipality.	Long-term	Internal
Technology	Total number of homes with access to high-speed internet	Outcome	Demonstrates the municipality's commitment to growing infrastructure and bettering service provision, which is an output that would lead to overall citizen satisfaction of services. Supported by literature review on expectations regarding increased ability to promote municipality (lobby other orders of government).	Long-term	Survey

Technology	Satisfaction with municipal website	Outcome	Citizen satisfaction is an important outcome to measure because it is one of the elements that determines consolidation success.	Long-term	Survey
Fire service	Average fire response time	Output	Demonstrates the municipality's efficiency and effectiveness in service delivery, as well as its commitment to ensuring the safety and well-being of its residents. Supported by literature review on service equity and efficiency, as well as the jurisdictional scan.	Short-term	Internal
Fire service	Number of community outreach and inspection events	Output	Demonstrates the municipality's commitment to ensuring the safety and well-being of residents, which can lead to overall citizen satisfaction of services, which is an important component of successful municipal consolidations. Supported by increased staff specialization capacity, an expectation examined in the literature review.	Short-term	Internal
Road service	Percentage of roads inspected within the last (X) years	Output	Demonstrates the municipality's ability to maintain its roads. This can lead to resident satisfaction of services. Supported by the literature review and jurisdictional scan.	Long-term	Internal
Road service	Percentage of bridges and culverts inspected within the last (X) years	Output	Demonstrates the municipality's to maintain its infrastructure. Inspecting bridges and culverts is the first step in maintaining them, which can lead to resident satisfaction of services. Supported by literature review and jurisdictional scan.	Long-term	Internal

Road service	Average cost per km of road maintained	Output	Demonstrates the municipality's investments in maintaining its infrastructure. Is one element that would lead to overall citizen satisfaction of services, which is an important component of successful municipal consolidations. Also demonstrates efficiency in service delivery, which relates to cost savings, an expectation of municipal consolidations. Also supported by jurisdictional scan.	Short-term	Internal
Road service	Percentage of total road (km) plowed	Output	Demonstrates the municipality's commitment to improving services for its residents and is one element that would lead to overall citizen satisfaction of services, which is an important component of successful municipal consolidations.	Short-term	Internal
Road service	Road Condition Index	Outcome	Demonstrates the municipality's investments in its roads and maintaining its infrastructure. This leads to citizen satisfaction of services, which is an important component of successful municipal consolidations.	Long-term	Internal
Road service	Percentage of customer requests addressed within 24 hours	Output	Demonstrates the capacity of the municipality to provide services given larger resource availability. Supported by expectations examined in literature review.	Short-term	Internal
Water and storm service	Number of homes with wastewater collection	Output	Expanding the number of homes that have access to wastewater collection demonstrates an improvement in municipal service delivery, which can lead	Long-term	Internal

				to increased satisfaction of citizens, an important component of municipal consolidations. This is supported by expectations on equitable service delivery in the literature review. Also supported by jurisdictional scan.		
Water and storm service	Operating costs for the distribution of drinking water per kilometre of water distribution pipe	Output	Output	Demonstrates the municipality's investments in its water and storm services. Also demonstrates efficiency in service delivery, which relates to cost savings, an expectation of municipal consolidations. Supported by jurisdictional scan.	Short-term	Internal
Water and storm service	Hours of water service interruption	Output	Output	Demonstrates municipality's ability to deliver services to citizens effectively. Supported by literature review.	Short-term	Internal
Water and storm service	Percentage of residents' complaints addressed within 24 hours	Output	Output	Demonstrates municipality's ability to deliver services effectively. Satisfaction of services is an important component of successful municipal consolidations. Supported by literature review.	Long-term	Internal
Recreational services	Percentage of youth participating in recreational programs	Outcome	Outcome	Indicates that the municipality is improving the promotion of recreational programs and that citizens are satisfied with the quality of recreational programs. Citizen satisfaction is an important component of municipal consolidation success. Supported by literature review.	Long-term	Internal
Recreational services	Citizen satisfaction with recreation	Outcome	Outcome	Citizen satisfaction with services is an important component of municipal consolidation success. Supported by literature review.	Long-term	Survey

	infrastructure (indoor/outdoor)	Outcome		Long-term	Internal
Recreational services	Percentage of dates booked in municipal facilities (pool, arena, gyms, theatres, etc)		Indicates that citizens are satisfied with municipal recreational facilities, and citizen satisfaction with services is an important component of municipal consolidation success. Also implies that the municipality is properly maintaining its infrastructure, which is encouraging citizens to use the facilities. Supported by literature review.		
Community services	Number of daycare programs	Output	Demonstrates the municipality's commitment to improving service provision for young families. An increase in daycare programs could lead to increased citizen satisfaction with services, which is an important component of municipal consolidation success. This could also potentially encourage new, young families to move to the area growing the population and workforce. Supported by literature review.	Long-term	Internal
Community services	Number of senior care programs	Output	Demonstrates the municipality's commitment to improving service provision for seniors. An increase in senior care programs could lead to increased citizen satisfaction with services, which is an important component of municipal consolidation success. Supported by literature review.	Long-term	Internal
Community services	Number of community	Output	Demonstrates the municipality's commitment to building a strong and inclusive community, which is one of the	Short-term	Internal

events organized	Outcome	visions and goals of the Windsor/West Hants Consolidation	Long-term	Internal / Survey
Community services Attendance at community events and festivals as a proportion of total population	Output	Indicates that citizens are satisfied with the quality of events, and citizen satisfaction is an important component of municipal consolidation success. Attendance could also demonstrate citizen engagement and can lead to the creation of a sense of community.	Long-term	Internal / Survey
Planning and transportation services Percentage of residents who live within a 10-minute walk of a park	Output	Contributes to citizen well-being and satisfaction of residents with the municipality as a place to live.	Long-term	Internal
Planning and transportation services Kilometers of active transportation paths (walking and biking)	Output	Demonstrates the municipality's commitment to develop active transportation networks, which are shown to improve overall well-being of residents. This could contribute to citizens' overall satisfaction of the municipality as a place to live.	Long-term	Internal
Planning and transportation services Sum total length of each route in the public transit system	Output	Demonstrates the municipality's commitment to develop its transit infrastructure. Public transit is one of the key elements for supporting economic development of a city, which is part of the vision and goals of the Consolidated Windsor/West Hants Municipality.	Long-term	Internal
Planning and transportation services Citizen satisfaction with transportation services	Outcome	Citizen satisfaction with services is an important component of consolidation success.	Long-term	Internal

Planning and transportation services	Percentage of workforce that relies on public transportation or active transportation for their commute to work	Outcome	Demonstrates the effectiveness of public transportation services offered by the municipality.	Long-term	Internal
Economics, Finances and Taxation (NUMBER OF INDICATORS: 25)					
Economic development	Unemployment rate	Outcome	Demonstrates municipality's ability to attract and retain labour. Indicates how the region is performing in terms of job growth, workforce retention, and regional growth. Employment growth is part of the vision and goals of the Consolidated Windsor/West Hants Municipality. Supported by literature review and jurisdictional scan.	Long-term	Internal
Economic development	Youth employment rate	Outcome	Demonstrates municipality's ability to attract and retain youth. Indicates how the region is performing in terms of job creation, youth retention, and regional growth. Employment growth is part of the vision and goals of the Consolidated Windsor/West Hants Municipality. Supported by literature review and jurisdictional scan.	Long-term	Internal
Economic development	Net employment growth	Outcome	Demonstrates municipality's ability to attract and retain labour. Indicates how the region is performing in terms of growth of jobs, retention of working population and growth of the region. Growth in	Long-term	Internal

Economic development	Total number of tourists (collected at Fort Edward National Historic Site or Chimezuk Museum)	Outcome	employment is part of the vision and goals of the Consolidated Windsor/West Hants Municipality. Supported by literature review and jurisdictional scan. Demonstrates the region's ability to promote itself as an attractive destination within Nova Scotia. An increase in tourism also contributes to economic growth of the region by increasing employment. This overall growth aligns with the Consolidated Windsor/West Hants Municipality's growth goals. Supported by literature review on promotability expectations.	Long-term	Internal
Economic development	Value of commercial projects constructed	Outcome	Demonstrates growth in the region, which aligns with the vision of growth, strength and prosperity of the Consolidated Windsor/West Hants Municipality. Supported by literature review and jurisdictional scan.	Long-term	Internal
Economic development	Storefront vacancy rate	Outcome	Demonstrates municipality's ability to support industry. Reflects changing market trends, consumer habits, rental incomes, shift in consumer habits, and taxes in the area. Supported by literature review on promotability and jurisdictional scan.	Long-term	Internal
Economic development	Number of new businesses in the region	Outcome	Demonstrates municipality's ability to attract and retain businesses. Illustrates business growth, which aligns with the vision of growth, strength, and prosperity of the Consolidated Municipality.	Long-term	Internal

Economic development	Percentage of business licence renewals	Outcome	Supported by literature review and jurisdictional scan. Demonstrates the existence of a favourable business environment, which is an important element in fostering industry growth. This is a part of the vision and goals of the Consolidated Windsor/West Hants Municipality.	Long-term	Internal
Economic development	Business Improvement Area (BIA) satisfaction	Outcome	Demonstrates if property owners and tenants within the municipality are satisfied with the municipality's efforts to attract shoppers, diners, tourists and new businesses to the area. BIA satisfaction could be an indication that the municipality is working in the right direction toward its growth goals. Supported by literature review and jurisdictional scan.	Long-term	Survey
Economic development	Land sales for commercial purpose	Outcome	Demonstrates municipality's ability to promote the area as an attractive place to develop. If businesses are establishing factories and offices in the municipality, and if they view the region as an ideal market.	Long-term	Internal
Economic development	Net migration rate	Outcome	Demonstrates municipality's ability to promote the area as an attractive place to live. Supported by literature review and jurisdictional scan.	Long-term	Internal
Workforce	Total workforce	Outcome	Demonstrates available labour in relation to total population. This is important for long term viability of the municipality. Supported by literature review and jurisdictional scan.	Long-term	Internal

Workforce	Resident satisfaction with municipality as a place to work	Outcome	Indicates if the municipality possesses desirable and fulfilling employment opportunities. Supported by literature review and jurisdictional scan.	Long-term	Survey
Finances	Total grants, subsidies, and transfers as a percentage of total revenue)	Outcome	This shows the amount of funds the municipality receives from other orders of government and other organizations to fund its programs and objectives. Demonstrates ability to draw more external funding municipality as an expectation of municipal mergers noted in the literature review..	Short-term	Internal
Finances	Value of grants received	Outcome	Another way of demonstrating the ability of the municipality to draw external funding, which is an expectation of municipal mergers. Supported by literature review and jurisdictional scan.	Short-term	Internal
Finances	Debt-to-equity ratio	Outcome	Demonstrates the level of debt owed by the municipality to finance its programs or resources compared to total worth, which is an indicator responsible fiscal management. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Property taxes (Tax Rate/Total Taxable Property Amount)	Output	Demonstrates the total assessed value of property within the municipality, and therefore the base of revenue generation. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Capital expenditure	Output	Demonstrates the amount spent on infrastructure by the municipality. Indicates greater capacity for investment. Supported by literature review and jurisdictional scan.	Short-term	Internal

Finances	Self-generated revenue	Outcome	Demonstrates the amount of revenue generated solely by the municipality through taxes, user fees, and donations. Illustrates self-sufficiency and resiliency of the municipality. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Taxes collected per capita	Output	Indicates the average tax rate per person which impacts overall satisfaction. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Debt per capita	Output	Demonstrates the amount of debt accumulated by the municipality as the amount each resident would have to pay to ameliorate it. This is an indicator of whether the Consolidated Windsor/West Hants municipality is achieving its vision of growth and prosperity. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Total revenue generated	Outcome	Demonstrates the financial viability of the municipality. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Total reserves	Output	Indicates the amount saved by the municipality for investments and emergency situations. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Percentage of capital projects completed within project budget	Output	Demonstrates ability to plan expenditures well. Supported by literature review.	Short-term	Internal
Finances	Total municipal expenditures	Output	Demonstrates the amount spent by the municipality. Indicates greater capacity	Short-term	Internal

			for investment. Supported by literature review and jurisdictional scan.		
Administrative Staff and Structure (NUMBER OF INDICATORS: 13)					
Organizational Structure	Total number of administrative staff	Outcome	Due to the change in government structure, the number of administrative staff are expected to fluctuate due to voluntary resignations or retirements. This may also change over time as staff retires but does not need to be replaced due to reduced bureaucracy. Alternatively, the municipality may grow so additional staff will be needed to support the growth. Total number of administrative staff needed has an impact on overall cost savings. Supported by literature review and jurisdictional scan.	Long-term	Internal
Organizational Structure	Supervision rate (number of employees that a manager has to supervise on average)	Output	Is an indication of managers' workload, which influences overall employee engagement and satisfaction. Supported by literature review.	Short-term	Internal
Organizational structure	Percentage of vacant municipal positions filled internally through staff promotion	Output	Demonstrates succession planning, and the ability of the municipality to foster a culture of personal development and growth. Supported by literature review.	Long-term	Internal
Organizational structure	Number of guidance documents created	Output	Standardization of procedures is a challenge when municipalities consolidate. Guidance documents can demonstrate standardization of	Short-term	Internal

Organizational structure	Percentage of employees who have completed training on municipal internal policies and procedures	Output	procedures, which can lead to efficiency and effectiveness of service delivery and overall cost savings, which is an expectation of municipal consolidation. Supported by literature review. Standardization of procedures is a challenge when municipalities consolidate. Employee training on internal policies and procedures can demonstrate standardization of procedures, which can lead to efficiency and effectiveness of service delivery and overall cost savings, which is an expectation of municipal consolidation. Supported by literature review.	Short-term	Internal
Employee engagement	Employee morale	Outcome	Following a reorganization in government structure, employee morale may be low. It is important to measure employee morale because employee morale determines if an employee will be engaged. Supported by literature review.	Long-term	Survey
Employee engagement	Level of employee engagement	Outcome	Demonstrates municipality's ability to motivate employees. Supported by literature review.	Long-term	Survey
Employee engagement	Absenteeism rate	Outcome	Absenteeism rate is an indirect way of measuring employee engagement; employees that are disengaged will have a higher absenteeism rate. Supported by literature review.	Long-term	Internal
Employee engagement	First year voluntary termination rates	Outcome	Is an indicator of the effectiveness of the municipality's onboarding process. Supported by literature review.	Short-term	Internal

Employee engagement	Employee reasons for resigning (exit survey)	Outcome	Indicates areas of improvement for the municipality in terms of the growth and development opportunities it offers, as well as the administrative staff culture. Supported by literature review.	Long-term	Internal
Learning and Development	Percentage of employees who receive a yearly (or bi-yearly) employee evaluation	Output	Demonstrates municipality's ability to foster a culture of personal development and growth within the municipality, which could lead to innovation, increased initiative and engagement of employees.	Short-term	Internal
Learning and Development	Number of training and development courses or workshops offered to employees	Output	Demonstrates municipality's ability to foster a culture of personal development and growth within the municipality, which could lead to innovation, increased initiative and engagement of employees and help with succession planning.	Short-term	Internal
Learning and Development	Percentage of employees that completed one or more training and development courses or workshops offered	Outcome	Indicates employees' interest in the training and development courses offered.	Long-term	Internal
Socio-Cultural Identity, Demographics and Concerns of Citizens (NUMBER OF INDICATORS: 15)					
Socio-Cultural Identity	Percentage of people feeling a sense of community belonging	Outcome	One of the goals of the Windsor/West Hants consolidation is to bring the region together and become stronger. This requires citizens to feel a sense of belonging to the community. Losing the	Long-term	Survey

Socio-Cultural Identity	Resident satisfaction with appearance of municipality	Outcome	sense of community is also a common concern of citizens when consolidation occurs, so it is important to measure. Citizen satisfaction with appearance of municipality could insinuate that citizens are satisfied with municipal service provision. It could also lead to another outcome: citizen sense of belonging to community.	Long-term	Survey
Socio-Cultural Identity	Youth satisfaction of municipality as a place to live	Outcome	If the youth are satisfied with the municipality as a place to live, they may choose to settle in the municipality to raise their own family later in life. This could lead to a growth in population over time. Population growth is part of the vision and goals of the consolidated municipality.	Long-term	Survey
Socio-Cultural Identity	Resident satisfaction with municipality as a place to live	Outcome	If residents are satisfied with the municipality as a place to live, they will likely not leave, which will lead to a growth in population over time. Population growth is part of the vision and goals of the consolidated municipality.	Long-term	Survey
Socio-Cultural Identity	Voter Turnout as a percentage of total population of voting age	Outcome	Higher voter turnout rates symbolize that citizens are engaged and interested in the political process.	Short-term	Internal / Census
Socio-cultural identity	Percentage of population that believe that most or many	Outcome	Trust is an important element that demonstrates the strength of a community, and developing a strong community is one of the goals of the Windsor/West Hants consolidation. Strong feelings of trust	Long-term	Survey

	people can be trusted		contribute to community relationships which affects well-being and a person's sense of belonging to a community.		
Safety	Percentage of people who feel safe walking home at night in their community	Outcome	High levels of perceived safety contribute to overall quality of life and bring people together, fostering a sense of community.	Long-term	Survey
Safety	Crime rate	Outcome	Research demonstrates that a high crime rate will reduce community quality of life. It would decrease trust amongst citizens leading to a decreased sense of community. One of the Windsor/West Hants goals is to grow the strength of the community and crime would hinder that.	Long-term	RCMP
Demography	Education attainment of citizens above the age of 25	Outcome	One of the goals of the Windsor/West Hants consolidation is to grow education, therefore tracking the educational attainment of citizens could demonstrate whether this goal is being achieved. Supported by literature review and jurisdictional scan.	Long-term	Census
Demography	Median age of residents	Outcome	One of the goals of the Windsor/West Hants consolidation is to grow employment and industry. Employment and industry growth bring in a diverse workforce, which could decrease the median age of the municipality. Supported by literature review and jurisdictional scan.	Long-term	Census
Demography	Percentage of residents	Outcome	Reveals what percentage of the region's population is struggling financially, which goes against the vision of growth and	Long-term	Internal

	accessing the local food bank		prosperity of the Windsor/West Hants Consolidated Municipality. Supported by literature review and jurisdictional scan.		
Demography	Percentage of population below poverty line	Outcome	Reveals what percentage of the region's population may be struggling financially, which goes against the vision of growth and prosperity of the Windsor/West Hants Consolidated Municipality. Supported by literature review and jurisdictional scan.	Long-term	Census
Demography	Total population size	Outcome	One of the goals of the Windsor/West Hants consolidation is to grow the region and understanding how the total population changes year over year could demonstrate whether this growth is being achieved. Supported by literature review and jurisdictional scan.	Long-term	Census
Demography	Total number of households	Outcome	One of the goals of the Windsor/West Hants consolidation is to grow the region and understanding how the total number of households changes year over year could demonstrate whether this growth is being achieved. Supported by literature review and jurisdictional scan.	Long-term	Census
Demography	Median household income	Outcome	Demonstrates the changes in the level of income and employment levels of the population, which can measure if the vision of growth and prosperity of the Windsor/West Hants Consolidated Municipality is being achieved. Supported by literature review and jurisdictional scan.	Long-term	Census

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MEMORANDUM

TO: The Windsor West Hants Coordinating Committee

FROM: Jacob Che

DATE: March 7, 2020

RE: Benchmarking Workshop – Dalhousie University – March 5, 2020

In 2019, the Coordinating Committee asked Masters Students from Dalhousie's "Management Without Borders" program to develop a number of performance metrics to measure the short and long-term success of the consolidation. The students produced a comprehensive report in December that was well-received by the Co-ordinating Committee. The Committee expressed interest in focusing on a smaller number of performance metrics that could be used as a tool by the new region (and other municipal units) to gauge success going forward.

On March 5th, a number of Nova Scotia municipal thought leaders participated in a workshop at Dalhousie with the goal of producing a short, practical list of performance metrics. A copy of the workshop invitation is attached (Appendix 1). A list of the attendees is also attached (Appendix 2). The workshop was facilitated by Jol Hunter.

The workshop participants initially identified the "key stakeholders" of Windsor-West Hants. The objective was to identify who might be affected by the consolidation – so that those stakeholders were kept in mind in developing the key performance indicators. A list of the key stakeholders is attached as Appendix 3.

After identifying the key stakeholders, the workshop participants were split into two groups. Each group discussed the interests of the key stakeholders for each of the following broad categories identified in the MWB team report:

- Governance
- Economics, finances, and taxation
- Socio-cultural identity
- Provision of services and infrastructure
- Administrative staff and structure

The groups then generated their top key performance indicators (KPIs) to measure the success of Windsor-West Hants based on the key stakeholders and their interests.

The groups then came together and discussed their findings as a single group. The large group took a closer look at KPIs to assess the practicality of using these KPIs to measure stakeholder interests. As the KPIs were evaluated, some were eliminated and some were modified.

The result of this exercise was a shortened list of top KPIs:

1. Financial Condition Index (FCI);
2. Income of citizens;
3. Unemployment rate;
4. Gross Domestic Product (GDP);
5. Transportation
6. Connectivity;
7. Citizen satisfaction of services;
8. Municipal employee engagement;
9. Affordable housing;
10. Population; and
11. Equity, inclusion, and diversity.

To conclude the workshop, the participants recognized that there was still some work to do to determine the best way to measure each of these KPIs. A number of participants offered to help define the best measures (quantitative and qualitative).

There was a great deal of enthusiasm around developing a framework that could serve as a practical tool (and be tracked by Windsor/West Hants going forward). The session involved some great idea exchanges, collaborative thinking - and a willingness to work together to finalize the KPI measures for the items identified above.

You Are Invited to Attend

APPENDIX 1

WWH Benchmarking Workshop

The Town of Windsor and the Municipality of the District of West Hants are joining forces April 1, 2020 to become stronger together.

Citizens, municipal players and business leaders are watching the new region take shape. Those watching the consolidation are undoubtedly wondering about the future success of the new region. How will we measure that success? What are today's key performance indicators for a thriving Nova Scotia municipality?

In 2019 the Coordinating Committee enlisted the help of a team of Dalhousie University Faculty of Management Masters students to develop a set of performance metrics to measure the short and long-term success of the consolidation. The team presented its report and recommendations to the Committee in December 2020.

We would like to share the Team's report and solicit your input to produce a practical shortlist of performance metrics that is accessible to citizens and can serve as a guidepost to other municipalities committed to accountability and transparency.

Come join a small group of municipal thought leaders and help the Coordinating Committee take the next step in building a stronger region for the citizens of Windsor and West Hants.

Thursday, March 5, 2020

12:30 pm – 1:00 pm Welcome and light lunch

1:00 pm – 5:00 pm Facilitated workshop

Room 2-22 | Steele Ocean Science Building
1355 Oxford Street | Halifax



RSVP to Donna Jones at djones@westhants.ca

COX & PALMER

APPENDIX 2
Workshop Attendance

Name	Position
Anna Allen	Outgoing Mayor of the Town of Windsor
Jenny Baechler	Senior Instructor, School of Public Administration at Dalhousie University
Jacob Che	Articled Clerk, Cox & Palmer
Lou Coutinho	Former Chief Administrative Officer of the Town of Windsor
Bruce Fisher	Manager, Financial Policy and Planning at the Halifax Regional Municipality
Matt Hebb	Assistant Vice President of Government Relations, Dalhousie University
Jol Hunter	Workshop Facilitator
Donna Jones	Project Administrator for the Region of Windsor and West Hants
Emily Lutz	Deputy Mayor of the County of Kings and VP at the Nova Scotia Federation of Municipalities
Chris McNeill	Chief Administrative Officer for the Region of Queens
Laurie Murley	Former Deputy Mayor of the Town of Windsor
Mark Phillips	Chief Administrative Officer for the Region of Windsor and West Hants
Emily Robinson	Rad Consulting
Patrick Rooney	Dalhousie University MBA Student and Management Without Borders Team Member
Kilian Schlemmer	Associate, Cox & Palmer
Kathy Cox-Brown	Municipal Sustainability / Province of Nova Scotia
Bongsun Cho-MacDonald	Municipal Sustainability / Province of Nova Scotia
Shalian	Dal Grad Student

APPENDIX 3

Key Stakeholders

In no particular order:

1. Other Government
2. Labour Force
3. Business owners and Entrepreneurs
4. Youth
5. Seniors
6. Marginalized or Underrepresented Communities
7. Communities
8. Families
9. Taxpayers
10. Elected Officials
11. Prospective Citizens

The Region of Windsor and West Hants Municipality
Consolidation Budget
As of March 31, 2020

Description	Approved Budget	Expensed to Date	Amount this Claim	Balance	Explanation/Notes
RFP's	\$ 538,615.00	\$ 357,293.79	\$ 179,267.79	\$ 2,053.42	
Salaries	\$ 476,000.00	\$ 399,852.90	\$ 121,842.43	\$ (45,695.33)	
Professional Services (includes IT)	\$ 285,000.00	\$ 72,212.86	\$ 82,599.62	\$ 130,187.52	
Administration	\$ 200,385.00	\$ 71,755.45	\$ 119,544.96	\$ 9,084.59	
Total	\$ 1,500,000.00	\$ 901,115.00	\$ 503,254.81	\$ 95,630.19	

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Nova Scotia restructuring offers new model for consolidation



Kevin Latimer, QC, is a partner with Cox & Palmer, a leading Atlantic Canadian law firm. He draws on 30 years of experience advising government and business on governance, land development, and regulatory issues. Kevin was appointed Coordinator for the Windsor-West Hants municipal consolidation project by the Province of Nova Scotia in December 2018. He can be reached at klatimer@coxandpalmer.com.

Nova Scotia's first municipal consolidation in more than 20 years is gaining attention as, potentially, a new model for consolidating two already stable and viable municipalities that are convinced they can achieve even more by coming together.

The Municipality of the District of West Hants and the Town of Windsor, vibrant municipalities within an hour of Halifax, are now well advanced in the process of bringing the municipalities together. This process began in July 2018 when the municipalities asked the province to pass the necessary legislation. Three months later, the legislation was passed and two months after that, in December, I was selected through a procurement process as project coordinator. The new municipality will be launched on April 1, 2020.

The project coordinator's job is to manage the consolidation in conjunction with a coordinating committee that includes Windsor Mayor Anna Allen, Deputy Mayor Laurie Murley, West Hants Warden Abraham Zebian, and Deputy Warden Paul Morton. Professional support is coming from the two chief administrative officers (CAOs) of Windsor and West Hants, Louis Coutinho and Martin Laycock, and their staffs. The province has provided \$1.5 million to support the consolidation work.

Making the Case for Amalgamation

Nova Scotia municipalities have been well studied. Over the last 50 years, many thoughtful studies have consistently recommended streamlining Nova Scotia's 50-plus municipal units. The recommendations have generally been ignored, but the need for

top-drawer municipal governance has not diminished. Meanwhile, the challenges for both urban and non-urban municipalities have arguably grown.

While the case for consolidation is often clear to the consultants and the academics, the fear of change has deterred many. The loss of local heritage, of local identity, and the possible fracturing of the highly personal relationships that now exist between taxpayers and their municipal representatives have caused many to shy away from transformative change. That has led, in many cases, to crises as municipalities have lost their viability and dissolution became the only option.

Windsor and West Hants, two viable municipalities with relatively stable populations (3,700 and 15,000, respectively), weren't going to let that happen to them. Municipal leaders in those communities recognized that change of some sort was desirable and they were determined to create their own future to the best of their abilities.

West Hants Warden Zebian says the decision to consolidate "while both municipal units are at their peaks of strength was the single best and most important decision ever made in the history of these two municipal units." He's convinced that, because of the consolidation, "we will eliminate the competitive nature that has plagued our community in the past while focusing on our strengths as a single, unified municipality ... We will continue an upwards growth trajectory, both economically and population wise."

Windsor Mayor Allen says the consolidation project is the most important and rewarding project

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she's been involved with. "Change is not just the responsibility of the federal and provincial governments; it is also our responsibility, starting at the grass roots," she says. "It's up to us to deliver the best municipal services possible to our residents. I am very excited about the future here. The possibilities are endless."

Mayor Allen and Warden Zebian, along with their councils and CAOs, deserve enormous credit for their leadership. They did their due diligence and concluded that the municipal structures established long ago were no longer compatible with the region achieving its best future.

Trusting in the Consolidation Process

As the Coordinating Committee embarked on the consolidation journey, it was recognized that, in and of itself, the process had to be right. The process needed to have the community's understanding and trust. For the new regional municipality to be launched successfully in 2020, the community would need to believe that the key merger issues had been addressed thoughtfully and transparently and that, where necessary, reasonable compromises had been achieved.

The Coordinating Committee agreed that it would meet the first and third Monday of every month – alternating the meeting location between the respective municipal council chambers – and that all meetings would be open to the public. Terms of Reference were adopted to provide transparency around committee decision making and process. It was also agreed that studies commissioned by the Coordinating Committee would be made public.

Working together, and with strong support from the Nova Scotia Department of Municipal Affairs, a project work plan was developed in March with scheduling milestones and the necessary related studies. The work plan remains a regular agenda item for each meeting to allow the committee to monitor progress.

Progress Continues to Build

As of late May, good progress was being made.

A contract was awarded in December for the review of issues surrounding council size and polling districts. By mid-April, we had the consultant's report and recommendations that now form the basis for our application to the Nova Scotia Utility and Review Board, which will make the final determination on council size and polling districts. The consultant's work was guided by input gathered from an online and hard copy survey and meetings throughout the two municipalities. Direct survey responses were received from about 800 residents.

Another consultant was retained to help the Coordinating Committee better understand, for example, how best to combine the two existing administrative structures and work forces. The committee hired a communications firm to develop a public engagement and information strategy. Following a national search for a CAO, Mark Phillips (current CAO for the Town of Kentville, Nova Scotia, and a 20-plus year member of the Canadian Association of Municipal Administrators) begins his new job on September 16. With further consulting support, an asset registry is being developed that will be essential to understanding the condition of critical infrastructure and associated maintenance and replacement costs.

NOVA SCOTIA, cont'd on p. 44

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NOVA SCOTIA, cont'd from p. 22

Other municipal players are watching our work. Patrick Tighe, Deputy Mayor of Sturgeon County, Alberta, is among those who have arranged for a direct briefing. He says he believes that the process, and the results, are of national interest.

The Nova Scotia Federation of Municipalities (NSFM) is also paying attention. At an NSFM workshop in May, after hearing a discussion with the Coordinating Committee, Councillor Lee Nauss, who has served for 52 years on the council of the Municipality of the District of Lunenburg, said if he has one regret after a half-century of municipal service, it is that he did not push harder for some sort of consolidation of neighbouring municipalities on the south shore of Nova Scotia.

As Progress Continues, Conclusions Are Reached

Much work remains in Windsor and West Hants.

Even as conclusions on the key issues are reached, we recognize more residents of these municipalities will be drawn into the discussions. They will have their own learning curves as they increasingly become engaged; they will want information and they will want reassurance. And we need to listen.

That's the way it should be when you're breaking new ground, following a new path. We will not have done a good job unless those who live in what will be the new regional municipality recognize that we have acted in their best interests.

In the months ahead, we will continue to work diligently while reminding ourselves that the future best interests of those who live in these municipalities must be paramount in the decisions being made.

There's an element of growth and renewal about it. A sense of building something new together in, and for, the region itself. That concept is integral to the process and thinking. In this model, local autonomy and decision making carry the day and shape the future. Ultimately, everyone involved believes that local control will make all the difference as this exciting experiment in community building crosses the finish line in April 2020. **MW**

OPEN LETTER, cont'd from p. 32

Hidden costs and biases

It may also be worthwhile to look at hidden costs. For example, a budget that is paid out to a U.S. vendor today instantly loses 25 percent of its value. As noted above, the cost of preparing the winning bid will also be a hidden cost and deducted from your budget before any actual work gets started.

You might also like to consider how to avoid the distance bias. Qualified bidders from far away will have less to spend on your project when the costs of travel and accommodations are included in the fee, leaving less for the actual work. Be aware of this reality and try to find a way to eliminate this bias.

You could also look at the bias related to the size of firm. Don't make the submission process so onerous that only very large firms can respond (unless it's a job only very large firms can do). Small firms tend to have lower overheads and can deliver more service per dollar.

Final thoughts

In achieving the best results for all concerned, it might also be worth thinking about what happens when your RFP hits the street. For example, bidders in my field are sometimes partners rather than competitors and we often check in with one another before deciding to bid. ("Did you see this RFP? What do you think of it? Are you going to bid? Would it be appropriate for us to form a team? etc.)

This is not collusion; it's often about avoiding losing money on what might be a no-hope submission. In regard to best value, you should also be aware of those qualified bidders who did not bid and find out why.

There are many other small niggling details about the bidding process. But, let's not lose sight of the fact that we who bid are professionals who want to do the best we can for your municipality and its residents. So please, make the path to our involvement as clear, straightforward, and efficient as possible. It's good customer relations and public money well spent. **MW**

15



**Municipal Affairs and Housing
Office of the Minister**

PO Box 216, Halifax, Nova Scotia, Canada B3J 2M4 • Telephone 902-424-5550 Fax 902-424-0581 • novascotia.ca

May 8, 2020

Transition Committee Members and Support Staff
Region of Windsor and West Hants Municipality
VIA EMAIL

Dear Transition Committee Members and Support Staff:

With April 1, 2020, behind us, and as we complete the transition from the Town of Windsor and the Municipality of the District of West Hants into the Region of Windsor and West Hants Municipality, I would like to take this opportunity to thank all of you for your hard work and dedication to this endeavour. The amount of time and effort that goes into consolidating two municipalities is extraordinary, and I commend you for the enthusiasm and perseverance that you have demonstrated throughout the consolidation process.

It is not every day that two municipalities voluntarily agree to consolidate into a new municipal unit. In fact, it has happened only once in the history of this Province: the formation of the Region of Queens Municipality in 1996. The magnitude of your accomplishment in this regard cannot be overstated. Your efforts will have a lasting positive impact on, not only the residents of the new Regional Municipality, but on the Province of Nova Scotia as a whole.

The work that you have done in the past 14+ months is remarkable, and I am sure that you will look back on this work proudly when you have the opportunity to reflect on your accomplishments. Rest assured that we will continue to use your work as a shining example of what can be achieved when one truly believes in the importance of working together for the benefit of all.

Thank you, again, for all that you have done for the Region and the Province.

Sincerely,

A handwritten signature in blue ink that reads "Chuck Porter".

Chuck Porter
Minister

DECISION

**2019 NSUARB 112
M09052**

NOVA SCOTIA UTILITY AND REVIEW BOARD

**IN THE MATTER OF the REGION OF WINDSOR AND WEST HANTS MUNICIPALITY
ACT**

- and -

IN THE MATTER OF AN APPLICATION to determine the number of councillors and the boundaries of the polling districts for the new Regional Municipality

BEFORE:

Roland A. Deveau, Q.C., Vice Chair
Roberta J. Clarke, Q.C., Member
Stephen T. McGrath, LL.B., Member

APPLICANT:

**CO-ORDINATOR FOR REGION OF WINDSOR AND
WEST HANTS MUNICIPALITY**
Kevin Latimer, Q.C.

**FORMAL
INTERVENOR:**

**THINK HANTSPORT INNOVATIVE DEVELOPMENT
ASSOCIATION**
Toni Heatley, Jane Davis and Sally Zamora

HEARING DATE:

June 24 and 25, 2019

DECISION DATE:

August 19, 2019

DECISION:

**Application approved for 11 polling districts, each
electing one councillor.**

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I INTRODUCTION

[1] In October 2018, the Legislature passed the *Region of Windsor and West Hants Municipality Act* which will amalgamate the Municipality of West Hants and the Town of Windsor into a Regional Municipality called the Region of Windsor and West Hants Municipality, effective on April 1, 2020. Under the *Act*, Cabinet appointed Kevin Latimer, Q.C., as the Co-ordinator of the Regional Municipality. The *Act* also provides for the establishment of a Co-ordinating Committee consisting of the Mayor and Deputy Mayor of Windsor, the Warden and Deputy Warden of West Hants, and the Co-ordinator.

[2] Section 10(1) of the *Act* provides that the Co-ordinator must apply to the Nova Scotia Utility and Review Board to determine the number of councillors and the boundaries of the polling districts. The Co-ordinator and Co-ordinating Committee retained Stantec Consulting Ltd. to conduct a process to assist the Committee in determining an appropriate governance structure for the new Regional Municipality. The Committee also engaged Dr. Jamie Baxter to conduct a study about the formation of regional governance in Nova Scotia.

[3] Stantec Consulting's process included public consultations and analysis about the number of councillors and polling districts, as well as the boundaries of polling districts. Stantec recommended that Council of the Regional Municipality be comprised of a Mayor, elected at large, and 11 councillors elected from 11 polling districts, as proposed in its Report.

[4] The Co-ordinating Committee accepted Stantec's recommendations, and the Co-ordinator filed an application with the Board, to establish the council size and the polling district boundaries in accordance with Stantec's Report. The Board held a public

hearing in West Hants Municipal Council Chambers at Windsor, Nova Scotia. The Board heard evidence from the Co-ordinator and from the Think Hantsport Innovative Development Association (THIDA), which was granted formal standing as an Intervenor in the matter.

[5] Following its review of the evidence and submissions, the Board sets the number of councillors and polling districts at 11 and establishes the boundaries of the polling districts as set out in the Stantec Report.

II BACKGROUND

[6] The new Regional Municipality will be the fourth created in Nova Scotia (the others being Halifax Regional Municipality, Cape Breton Regional Municipality and Region of Queens Municipality), and the first in 25 years. In his opening statement, Mr. Latimer, the Co-ordinator, emphasized that while some regional municipalities were created through legislative edict in the past, the Region of Windsor and West Hants Municipality is different. He described how the existing municipalities, through their elected leaders, and sparked very much by the citizens themselves, reflected on their changing circumstances and concluded that they wanted to build something different – something that would advance the best interests of both municipalities by working together.

[7] The Board is aware that there have been citizens in these communities who have been working towards a new municipality for some time. In 2016, the Board received an application from citizens in both Windsor and West Hants to amalgamate the municipalities (Matter M07325). The application was brought under s. 358(c) of the

Municipal Government Act, S.N.S. 1998, c. 18 (*MGA*) and was supported by petitions gathered by the Avon Region Citizens Coalition, which were signed by more than 2,000 electors in West Hants and more than 500 electors in Windsor. A resolution of the Windsor Town Council also supported the application.

[8] In February 2017, the application was adjourned when West Hants and Windsor entered into a Memorandum of Understanding. Although the municipalities had different views about amalgamating Windsor and West Hants, the MOU reflected their desire to work collaboratively to strengthen their greater community. The Board granted a further adjournment in the spring of 2018 following the initiation of a municipal modernization project, in association with the Province, "to develop a new model for regional governance and improved municipal cooperation and collaboration." Windsor and West Hants were to pilot this initiative. Ultimately, the application was withdrawn in October 2018 when the Province passed the *Act*.

[9] The present application is to set the number of councillors and the boundaries of the polling districts in the new Regional Municipality. In past decisions dealing with such matters, the Board has noted that the style of the council desired by citizens influences the determination of council size. This involves questions about how much accessibility to their councillors citizens want, and a choice between what the Board has described as a board of management style or a board of directors style of governance. The number of councillors also affects the effectiveness and efficiency of a council, and the extent to which it is able to address matters from many viewpoints and perspectives. The definition of boundaries within a municipality, while balancing the

voting power of each elector, tends to highlight commonalities and differences within individual communities within a municipal unit.

[10] Establishing the number of councillors and boundaries can sometimes be divisive, but the Co-ordinator, in his remarks to the Board, emphasized the collaborative nature of the process leading to the application now before the Board. He discussed the consultation efforts undertaken throughout West Hants and Windsor in which citizens were invited to "Have your say!". The Co-ordinator also emphasized that the Co-ordinating Committee was designed by the Legislature to be representative of the municipalities involved and noted that the Co-ordinator only had a vote in decisions of the Co-ordinating Committee if there was a tie. In this way, he said, the municipalities were encouraged to find ways to communicate and work together, and to find solutions that were in the best interests of both – or someone else would cast a vote to make the decision. The Co-ordinator advised the Board that he never had to cast that vote, as individual members of the Committee found a way to set aside any individual or parochial interests or agendas, and made unanimous decisions that found ways to move forward while keeping the bigger picture in mind.

[11] It is in this spirit of cooperation and leadership that the present application was unanimously supported by all members of the Co-ordinating Committee.

III PROCEEDINGS

[12] In the application, the Co-ordinator outlined the process leading to the application:

- (a) The Act requires the Co-ordinator to make application to the Board to determine the number of councillors and the boundaries of the polling districts for the new Regional Municipality;

- (b) At the request of the Co-ordinating Committee, Stantec Consulting Ltd. ("Stantec") conducted a governance review process to assist the Committee in determining an appropriate governance structure for the new Regional Municipality. Stantec's review included consultations and analysis with respect to:
 - i. Phase 1 - number of councillors; and
 - ii. Phase 2 - boundaries and polling districts.
- (c) The Co-ordinating Committee also commissioned a study by Dr. Jamie Baxter with respect to the formation of regional governance in Nova Scotia. The purpose of the report was to provide background context and analysis with respect to institutional design of the new regional government.
- (d) Based on its review, Stantec ultimately recommended the Council of the Regional Municipality of Windsor and West Hants should consist of a Mayor, elected at large and 11 Councillors elected from districts generally bounded as illustrated in Stantec's final report;
- (e) Following consideration of Dr. Baxter's study and Stantec's report the Co-ordinating Committee unanimously passed a motion on April 15, 2019 adopting Stantec's recommendation that the council of the new Regional Municipality should consist of a Mayor, elected at large and 11 Councillors elected from districts generally configured as proposed in Stantec's final report.

[Stantec Report, Exhibit W-1, pp. 4-5]

[13] The Board scheduled the public hearing on June 24 and 25, 2019, to be held in the West Hants Municipal Council Chambers at Windsor, Nova Scotia. The Notice of Hearing was published in the Chronicle Herald on May 11 and 15, 2019, and in the Valley Journal Advertiser on May 14 and 21, 2019.

[14] On May 23, 2019, THIDA filed a letter with the Board requesting formal standing as an Intervenor. It opposed the Co-ordinator's application with respect to the proposed boundaries in the area of the community of Hantsport. THIDA was concerned that the proposed polling district boundaries would not reflect Hantsport's community of interest and would threaten the community's effective representation on Council. In a letter dated May 28, 2019, the Board granted THIDA formal standing at the hearing.

[15] Mr. Latimer, the Co-ordinator, appeared on his own behalf at the public hearing, while Toni Heatley and Jane Davis acted as agents for THIDA. A scheduled

evening session was cancelled when no one registered to speak. The Board received eight letters of comment.

IV STATUTORY PROVISIONS

[16] The *Region of Windsor and West Hants Municipality Act*, S.N.S. 2018, c. 26, was enacted in October 2018. The statute amalgamates the Municipality and the Town into a Regional Municipality called the Region of Windsor and West Hants Municipality, until a new name is later chosen under s. 11. The new Regional Municipality is to come into effect on April 1, 2020.

[17] The *Act* provides for the appointment of a Co-ordinator and the establishment of a Co-ordinating Committee to deal with the transition to the Regional Municipality:

Co-ordinator

4 (1) The Governor in Council shall appoint a person to be the Co-ordinator of the Regional Municipality for such term as the Governor in Council determines.

(2) The Co-ordinator has all the powers of a commissioner appointed pursuant to the *Public Inquiries Act*.

Co-ordinating Committee

5 (1) A Co-ordinating Committee is established consisting of the Mayor and Deputy Mayor of Windsor, the Warden and Deputy Warden of West Hants, and the Co-ordinator.

[18] Cabinet appointed Mr. Latimer as the Co-ordinator of the Regional Municipality.

[19] The ordinary polling day for the first election of the Mayor and councillors is set under the *Act* as Saturday, March 7, 2020, with nominations to be filed with the returning officer by February 12, 2020. To that end, the Co-ordinator must apply to the Board to determine the number of councillors and the polling district boundaries:

Council

10 (1) The Co-ordinator shall apply to the Nova Scotia Utility and Review Board for a determination of, and the Board shall determine, the number of councillors and the boundaries of the polling districts in the Regional Municipality.

[20] The Board has powers under the *Municipal Government Act* to determine the number of councillors and to set the boundaries of polling districts:

Powers of Board

368 (1) Upon application, the Board may, by order

- (a) divide or redivide a municipality into polling districts;
- (b) amend the boundaries of any polling district;
- (c) dissolve polling districts;
- (d) determine that a town be divided into polling districts or cease to be divided into polling districts;
- (e) determine the number of councillors for a municipality; and
- (f) determine the date upon which the order takes effect.

(2) An application may be made by

- (a) the Minister;
- (b) a municipality; or
- (c) at least fifty electors of a municipality.

(3) The Board may make an order granting the whole or part of an application, and may grant such further or other relief as the Board considers proper.

(4) In determining the number and boundaries of polling districts the Board shall consider number of electors, relative parity of voting power, population density, community of interest and geographic size.

(5) In determining the number of councillors for a town, the Board shall consider the population and geographic size of the town.

Study of polling districts required

369 (1) In the year 1999, and in the years 2006 and every eighth year thereafter the council shall conduct a study of the number and boundaries of polling districts in the municipality, their fairness and reasonableness and the number of councillors.

(2) After the study is completed, and before the end of the year in which the study was conducted, the council shall apply to the Board to confirm or to alter the number and boundaries of polling districts and the number of councillors. [Emphasis added]

V EVIDENCE

(i) Evidence of the Co-ordinator

[21] The Co-ordinator called four witnesses, namely Louis Coutinho, CAO for the Town of Windsor; Martin Laycock, CAO for the Municipality of the District of West Hants; John Heseltine; and Dr. Baxter. John Heseltine is a consultant with Stantec. He was qualified as an expert witness, able to provide opinion evidence respecting municipal boundary reviews. Dr. Baxter was also qualified as an expert in the field of institutional design.

[22] There are at present 10 councillors (and 10 corresponding polling districts) in the Municipality, one of whom is elected as the Warden by his or her peers. There are at present four councillors elected at large in the Town, plus the Mayor. According to the most recent 2016 Census, the population of the Town is 3,648. The population of the Municipality is 15,368.

[23] The application requests that the number of councillors for the new Regional Municipality be set at 11 councillors, elected from 11 polling districts, as proposed in the Stantec Report. The following table (which was compiled by the Board based on the application) shows the estimated number of electors in each proposed polling district, based on the number of eligible electors in the last municipal election which was held on October 15, 2016:

Table 1 Polling Districts (2016)				
Polling District	Area Km ²	Number of Electors	Variation from Avg. Number of Electors	
			#	%
1 Walton-Centre Burlington	215.38	1,216	(174)	(12.5%)
2 Cogmagun - Avondale	202.00	1,252	(138)	(9.9%)
3 Newport Corner - Sweets Corner	65.7	1,382	(8)	(0.6%)
4 St. Croix - Ellershouse	251.63	1,325	(65)	(4.7%)
5 Wentworth Creek - Three Mile Plains	58.81	1,409	19	1.4%
6 Panuke Lake - Garlands Crossing	126.54	1,489	99	7.1%
7 Vaughan - Upper Falmouth	353.63	1,500	110	7.9%
8 Hantsport - Mount Denson	38.36	1,524	134	9.6%
9 Falmouth	12.97	1,324	(66)	(4.8%)
10 North Windsor	5.50	1,358	(32)	(2.3%)
11 South Windsor	5.25	1,511	121	8.7%

Total number of electors: 15,290
Number of councillors: 11 (plus Mayor)
Average number of electors per councillor: 1,390

[24] Two Stantec Reports, the initial report on Council Size dated February 21, 2019, and the final Report on Council Size and Polling District Boundaries dated April 10, 2019, were filed in this proceeding. Unless otherwise indicated, all references to the Stantec Report in this Decision relate to the latter final Report.

[25] Mr. Heseltine outlined the consultation process followed in the conduct of Stantec's study and the preparation of its Report. Stantec followed a two-step process to conduct its study. Adopting a methodology recommended by the Board in its prior decisions, the first step was to determine the appropriate number of councillors to serve the Regional Municipality, followed by the second phase of the process of determining appropriate polling district boundaries.

[26] Both phases of Stantec's study consisted of a series of public meetings and a survey. Stantec also conducted interviews with current Council members from the Town and Municipality. Notices for the public meetings were published on a website maintained by the Co-ordinating Committee and on the websites maintained by the Town

and Municipality. For each phase of the study, a total of five notices were also placed in publications circulating in the municipalities: the Advertiser Journal and the Valley Harvester. The public meetings were also listed at the end of the online survey questionnaires.

[27] The surveys were published online and made available on paper as well, although the paper versions of the survey for the first phase of the study were not produced until concerns were raised that not all residents were able to access the online surveys. Paper copies of these surveys were made available at the public meetings, the Windsor Town Hall and the West Hants Municipal Building. In some cases, they were delivered door to door.

[28] For Phase 1 of the study, Stantec held five public meetings in different locations and on different dates as follows:

Location	Dates
Avondale Community Hall	Tuesday, January 29, 2019
Brooklyn Civic Centre	Wednesday, January 30, 2019
Southwest Hants Fire Hall, Vaughn	Thursday, January 31, 2019
Windsor Community Centre	Tuesday, February 5, 2019
Falmouth Community Hall	Thursday, February 7, 2019

Stantec estimates that 86 residents attended these meetings although some participated in more than one session.

[29] For the benefit of those who attended these public sessions, Stantec prepared posters with information about governance and the council size review. Attendees were encouraged to read these posters and Mr. Heseltine was available to assist with questions. He also made a formal presentation at each meeting and provided the audience with an opportunity to ask questions or make comments. Stantec included a summary of concerns raised during these meetings in the Stantec Report. Stantec also

noted that it received one written submission during the Phase 1 public meetings from the Avon Region Citizens Coalition.

[30] The Phase 1 survey was posted on January 17, 2019 and remained open for responses until February 13, 2019. Stantec received 748 survey responses (most of which were online responses). The Stantec Report noted:

Notwithstanding concerns with Internet access in rural areas expressed at public meetings, responses were also well-distributed. Of 51 named communities in West Hants, at least one online response was received from 50 based on responses to Question 5.

[Exhibit W-1, p. 106]

[31] Stantec analyzed the survey results and determined that most of the respondents preferred a council size (including a mayor) of between 10 and 12. A council size of 10 was preferred by the largest number of respondents (23.2%), but a council size of 12 was preferred by nearly as many (21.8%). A council size of 11 was preferred by 16.5% of respondents, and was the third most popular choice. Stantec observed that rural residents tended to prefer larger council sizes than residents who lived in more suburban and urban areas, but Stantec did not find the differences to be particularly pronounced.

[32] The Stantec Report noted that the survey that was conducted was not a poll and the method of distributing the survey could not obtain a representative sample.

However, the Stantec Report also notes:

Council sizes from ten through twelve were clearly favoured by respondents to our survey of residents. Even in the Town of Windsor, which had the largest constituency preferring a smaller council, nearly half of residents expressed preferences between ten and twelve, and the majority (54.3%) favour a council of ten or more. While there are very clear shortcomings with the representativeness of the survey, all significant sub-groups that we have examined favoured a council in the same range. In areas outside of Windsor the majority generally favoured a larger council.

[Exhibit W-1, p. 112]

[33] A council of 9 or 11 councillors, plus a mayor, would produce a council size of either 10 or 12, so Stantec therefore recommended that 9- and 11- district scenarios be assessed in Phase 2 of the Study. Stantec prepared scenario maps showing a configuration for 9 and 11 districts in the new Regional Municipality and used these in its Phase 2 public consultation.

[34] For Phase 2 of the study, Stantec held five public meetings in different locations and on different dates as follows:

Location	Dates
Three Mile Plains	Tuesday, March 5, 2019
Hantsport	Wednesday, March 6, 2019
Summerville	Thursday, March 7, 2019
Ardoise	Wednesday, March 13, 2019
Windsor	Thursday, March 14, 2019

The meetings were conducted in a fashion similar to Phase 1. Stantec estimates that 56 residents attended these meetings although some participated in more than one session.

[35] The Phase 2 survey was posted on February 28, 2019 and remained open for responses until March 21, 2019. These surveys incorporated maps of the 9- and 11- district scenarios. Additionally, the municipalities posted large format maps in 42 publicly accessible locations in the Town and Municipality to assist residents with their responses to the survey and their participation in the public meetings. Stantec received 883 responses to the Phase 2 survey. Stantec observed that there was a disproportionate number of responses to the survey from residents in some areas, which it attributed to the door to door delivery of the survey by the councillor for the current District #3.

[36] Stantec analysed the survey results and found that respondents most frequently preferred the 11- district scenario using the boundaries developed by Stantec (49.1%). A smaller number of respondents (35.2%) preferred the 9- district scenario. A

minority of respondents preferred an 11- district scenario or a 9- district scenario, but did not like the boundaries proposed by Stantec. A small number of residents who responded to the survey (6.2%) rejected both scenarios. Stantec observed that, if the results from areas where there were a disproportionate number of survey responses provided were excluded, there was "essentially a dead heat" between residents favoring 9 districts and residents favoring 11 districts.

[37] After the Phase 2 public meetings, Mr. Heseltine interviewed 13 of the 15 council representatives of the two municipalities and the chief administrative officers of both. These interviews were loosely structured around the questions in the Phase 2 survey and the municipal representatives who were interviewed were asked about their preference for a 9- or 11- district Regional Municipality and any suggestions they had about boundary improvements. Based on suggested boundary changes, Stantec made specific changes to realign some of the boundaries in its scenarios. The Stantec Report notes:

We are pleased with the results of these changes. In addition to responding to suggestions from council members and residents, the resulting boundaries are generally clearer and fewer communities are divided.

[Exhibit W-1, p. 127]

[38] The revised 9- district and 11- district scenarios were reviewed with members of both municipal councils on April 1, 2019.

[39] The final recommendation in the Stantec Report is:

Taking into account the foregoing considerations, we recommend the Council of the Regional Municipality of Windsor and West Hants should consist of a Mayor elected at large and eleven Councillors elected from districts generally bounded as illustrated in the April 10, 2019, Windsor West-Hants Governance Review Council Size and Polling District Boundaries Report.

[Exhibit W-1, p. 135]

(ii) Evidence of THIDA

[40] As noted earlier in this Decision, the Board granted formal standing to THIDA to participate as an Intervenor in this matter. THIDA is concerned that the proposed polling district boundaries do not reflect the appropriate community of interest for the community of Hantsport. Its concern was summarized in THIDA's request for formal standing. It alleged:

... that without effective representation, the prosperity of Hantsport is at risk. We believe that to have effective representation, Hantsport must retain its community of interest designation and current boundaries. As intervenors, we will present evidence to support this.

[Heatley email, May 24, 2019]

[41] THIDA is a not for profit society in Nova Scotia, established in 2014. Its mandate and purpose is "to incubate and develop Hantsport-centric ideas and projects and be an advocate for its prosperity". Membership is open to anyone who supports the mandate.

[42] As noted at the hearing, THIDA was involved in a prior proceeding before the Board respecting the dissolution of the Town of Hantsport. In its Decision dated June 10, 2015, the Board ordered the dissolution of the Town, 2015 NSUARB 154 (Matter M06209). The Town was dissolved into the Municipality of the District of West Hants, effective July 1, 2015.

[43] Jane Davis, the President of THIDA, testified in response to cross-examination by Mr. Latimer and questions by the Board. She said that THIDA is an incorporated society. Its membership was around 65 persons at the time of the application to dissolve the Town of Hantsport. Membership is currently about 24 persons. She described THIDA as "strong advocates for Hantsport".

[44] Ms. Davis acknowledged that four of the letters of comment to the Board came from supporters of THIDA or their spouses. She further acknowledged that the letter from a Hantsport resident who supported the Co-ordinator's recommendation represented a different point of view than THIDA's, although she said it did not illustrate a broad consensus.

[45] THIDA proposed that the Windsor/West Hants region should have 12 electoral districts, rather than 9 or 11, one of which would be Hantsport using its current boundaries. In response to questions from the Board, Ms. Davis suggested the 12 districts could be the 10 districts currently in West Hants (one of which is Hantsport alone) and two from the Town of Windsor.

[46] Ms. Davis said THIDA agreed with the Board's 2016 West Hants boundary review Decision which retained Hantsport as a separate district, although not permanently. Instead, she suggested that any change should only happen if there were a significant change, which had not yet occurred.

[47] THIDA's written evidence was intended to support its key arguments that:

- Hantsport was found, in the 2016 West Hants boundary review to be, and remains, a unique community of interest;
- The terms of reference for the Request for Proposals (RFP) for the boundary review were flawed due to: over-emphasis on voter parity; a failure to inform Hantsport residents that its status as a community of interest was in jeopardy; and, the minimal scope of advertising and consultation;
- The surveys conducted were inadequate in content and accessibility;
- The reports from Stantec were deficient and/or inaccurate regarding Hantsport, and;
- The Hantsport Area Advisory Committee representation has been ineffectual.

[48] THIDA provided evidence of the tax rate paid by residents of Hantsport, including an area rate for various services, separate from the general rate paid by other

residents of West Hants. It noted that, from 1895 to 2015, Hantsport had enjoyed status as an incorporated town, and has "urban" density, compared to other areas of West Hants, as well as the current Town of Windsor. It stated that 19% of the commercial assessment roll of West Hants is in Hantsport.

[49] THIDA also pointed out that a portion of the area rate for recreation supports many recreational facilities, including the Hantsport Memorial Community Centre. In addition, the community's sewer and water services are not shared by any other area of West Hants.

[50] THIDA described Hantsport as having a "defined 'downtown'" with roads owned and maintained by West Hants out of the area rate, as well as its own distinct municipal planning documents.

[51] Finally, THIDA provided a portion of a Statistics Canada map which showed that, geographically, Hantsport is naturally divided by the Avon and Halfway Rivers from the remainder of West Hants, and by the political boundary of Kings County on the west.

[52] Regarding the RFP, which it filed, THIDA stated that three options were to be provided, and that only a $\pm 10\%$ variance in the targeted relative parity of voting power was referenced, rather than the exceptional variance of $\pm 25\%$. Further, the RFP stated that "communities of interest, including the former Town of Hantsport and the present Town of Windsor" were to be taken into consideration.

[53] Ms. Davis said that if Hantsport were one of 12 districts, she had roughly calculated the variance from the average number of electors per district to be -27% for the Hantsport district, which is very close to the existing -26% variance from the 2016 boundary review, and less than the -33% in the 11- district scenario and -46% in the 9-

district scenario. While she agreed on cross-examination that all voters should be treated equally, she said there are exceptions.

[54] THIDA's evidence included excerpts from the report of the 2019 Nova Scotia Electoral Boundaries Commission review which recommended eight provincial electoral districts which exceeded the $\pm 25\%$ variance due to exceptional circumstances. One of these districts was Queens, based on "political boundaries", a feature which THIDA said applied to Hantsport.

[55] THIDA filed copies of advertising which did not indicate that Hantsport's status as a community of interest was to be discussed in the public consultation. THIDA also suggested that no local advertising was done in Hantsport. According to THIDA, some meetings were on very short notice, and online advertising was ineffective, due to lack of internet services in some areas of the Municipality.

[56] The Phase 1 survey conducted by Stantec did not allow residents of the former Town of Hantsport to indicate they had voted in municipal council elections prior to 2016. THIDA also asserted that the survey was deficient in not mentioning that Hantsport is currently an electoral district, and in not explaining that the mayor would be elected at large and not representing a district.

[57] Ms. Davis agreed that she was able to keep informed about the boundary review and attend and participate in consultation meetings. Ms. Davis suggested the low turnout at the Hantsport meeting was the result of a lack of understanding of the process, the ambiguity surrounding the position of mayor, and the lack of advertising the potential loss of Hantsport's status as a single district. She said that people did not know what was

at stake. However, Ms. Davis confirmed that THIDA has attempted to "get the word out" about the Hantsport meeting.

[58] THIDA had several concerns about the Stantec Report, suggesting it was biased against Hantsport as a community of interest, and gave undue weight to voter parity. Further, it said that Stantec was in error in stating that Hantsport was separated from other areas of West Hants by Highway 101, and that Hants Border is in West Hants. In addition, THIDA said that Bishopville and Hants Border, two areas which are included in the proposed District 8 which includes Hantsport, were not, as Stantec reported, exclusively accessed through Hantsport.

[59] Ms. Davis agreed that based on the number of voters, Hantsport would still have the most voters in its district under either the 9- or 11- district scenarios. She also agreed that leaving Hantsport as a district would give it greater voting power but she did not believe that voter parity should play the only role in deciding the number of districts and boundaries.

[60] In response to questions from the Board, Ms. Davis agreed that although she had said that the rural areas which would be part of the new district containing Hantsport had "nothing to do with Hantsport", the residents of those areas shop or work in Hantsport or use facilities there. Her point was that they do not share the area rates, services or planning documents.

[61] Ms. Davis acknowledged that some communities within the new region were being combined and others divided in the scenarios presented in the Stantec Report; however, she observed that the Town of Windsor, while divided into two districts, was maintaining its "town boundaries". Ms. Davis did not agree that Hantsport would

have a stronger voice under either scenario despite having the majority of electors in the district.

[62] Ms. Davis said the elected councillor would have divided loyalties and, therefore, Hantsport would not have effective representation. She stated that the councillor would ignore views. She preferred Hantsport to have a solely dedicated councillor. At the same time, it was acknowledged that the current councillor did not attend the Stantec information session held with the councillors from both municipal units, nor did he participate in the individual interviews done by Mr. Heseltine, although this could have been accommodated by phone.

[63] In Ms. Davis's view, the change to regional governance will not affect Hantsport as it is already part of a region; further she said that leaving Hantsport alone will not hinder the new Regional Municipality.

(iii) Letters of comment

[64] Eight letters of comment were filed in this matter; five of them related to concerns addressed by THIDA. Of those five letters, only one supported the recommended number of councillors and the district boundaries. The writer said it would be unfair for Hantsport with fewer people than other districts to make up one district. The other four letters relating to Hantsport supported the continuation of Hantsport as a single district, based mainly on the concept of community of interest.

[65] Of the other three letters, one writer expressed a wish to eliminate districts entirely and to be able to vote for 11 councillors at large (the Board notes this is not permitted under the *MGA*). The other two letters suggested that what one writer described as "the Town/County divide" would be perpetuated under the recommended

boundaries. The writers both suggested that Windsor should not merely be divided into two districts but should be re-configured to take in suburban areas abutting Windsor. This would eliminate the "divide" and promote integration of Windsor and the more rural areas. Both writers supported a 9- district model.

[66] The Board appreciates the interest in municipal governance which is apparent from the letters of comment. They contained comments which Mr. Latimer and the Board raised during the hearing with witnesses.

VI ANALYSIS AND FINDINGS

(i) Board's Jurisdiction

[67] Section 368(4) of the *MGA* sets out the criteria for the Board to consider as follows:

368 (4) In determining the number and boundaries of polling districts the Board shall consider number of electors, relative parity of voting power, population density, community of interest and geographic size.

[68] In 2004, the Board determined that the target variance for relative parity of voting power shall be $\pm 10\%$ from the average number of electors per polling district: see *Re Halifax Regional Municipality*, [2004] NSUARB 11 (*HRM Decision*). Any variance in excess of $\pm 10\%$ must be justified in writing. The larger the proposed variance, the greater the burden on the municipal unit to justify the higher variance from the average number of electors.

[69] While the Board will permit variances up to $\pm 25\%$, the outer limits of this range should only apply in exceptional cases, where the affected municipality provides detailed written reasons showing that population density, community of interest or geographic size clearly justify the necessity of an increased variance within a polling

district. In most cases, however, the Board expects municipalities to meet a target variance of the number of electors in each polling district which is within a $\pm 10\%$ range of the average.

[70] The Co-ordinator's application requests approval for 11 polling districts, each electing one councillor. The application notes that, in addition, there will also be a Mayor.

[71] Currently, the Town of Windsor has a Mayor, while the Municipality of the District of West Hants has a Warden. In the mayoral model (including for the current Town of Windsor), the Mayor is elected at large by the electors and sits as an additional member of council. Under the warden model (including for the current Municipality) one of the newly elected councillors is elected by his or her fellow councillors (from amongst themselves), following a general municipal election.

[72] As noted earlier in this Decision, a new Regional Municipality is being established under the *Region of Windsor and West Hants Municipality Act*. After it becomes effective April 1, 2020, the new Regional Municipality will be governed under the relevant provisions of the new statute and the provisions of the *Municipal Government Act*, as they relate to regional municipalities. In both cases, the statutory provisions require, at least impliedly, that the council of a regional municipality be chaired by a mayor.

[73] It was confirmed at the hearing that the Board is not being asked to approve the mayoral model for the new Regional Municipality.

[74] For the purposes of the *MGA*, the position of mayor is not included in the number of councillors and, accordingly, does not fall within the scope of this review

conducted by the Board. The Board's review under s. 368 of the *MGA* is limited to the determination of the appropriate number of councillors and polling districts, as well as approving polling district boundaries.

(ii) Public consultation

[75] THIDA has submitted that there were various flaws in Stantec's public consultation process.

[76] Among other things, THIDA alleged that the terms of reference for the Request for Proposals (RFP) for the boundary review were flawed because they placed too much emphasis on voter parity and failed to inform residents of Hantsport that its status as a community of interest was in jeopardy. THIDA said that the advertising and the scope of the public consultation process were deficient in that no local advertising was done in Hantsport, that some meetings were held on very short notice, and the online advertising was ineffective due to the lack of internet services in some areas of the municipality.

[77] THIDA also had concerns with the content of the survey, stating (correctly) that the Phase 1 survey did not allow residents of the former Town of Hantsport to indicate they had voted in municipal council elections prior to 2016. It also asserted that the survey was deficient in not mentioning that Hantsport is currently an electoral district, and in failing to explain that the mayor would be elected at large and not be representing a district. On the latter point, THIDA said that the questions on the survey led to confusion over whether or not the various council size options included the mayor, who is to be elected at large.

[78] In its *HRM* Decision, the Board outlined the importance of public consultation in municipal boundary reviews and the two-phased process to be followed:

VIII GUIDANCE FOR FUTURE APPLICATIONS

[106] The Board feels that it would be useful to provide some guidance to HRM and other municipalities with respect to future applications pursuant to ss. 368 and 369 of the Act. ...

A. Number of Councillors and Polling Districts

[107] It is the Board's view that the logical starting point under the Act is for Council to determine the desired number of councillors. Questions related to the distribution of polling districts should be addressed in a second stage.

[108] Determining the size of Council involves the consideration of the desired style of Council, the governance structure of Council, and a determination of an effective and efficient number of councillors.

[109] The style of government is a question which should not be decided by Council until adequate public consultation has occurred respecting the expectation of constituents.

[110] However, the size of Council and its governance structure is a matter to be determined by Council in an informed debate after further consultation. On this issue it would be helpful to consult senior staff and perhaps experts in the field.

[111] Once the total number of councillors and polling districts is determined, the task becomes one of distributing the polling districts to satisfy the objectives listed in s. 368(4) of the Act.

E. Public Consultation

[115] Just as with determining the desired number of districts, public consultation is essential to a successful process of setting boundaries. Ideally, municipalities should do this in two phases: a first set of public consultations and hearings prior to setting tentative district boundaries, and then another round of public consultations once tentative boundaries have been determined. ...

[*HRM* Decision, paras. 106-111, and para. 115]

[79] The Board does not dictate how municipal bodies are to conduct their public consultation on such matters. It recognizes that each municipality is different in terms of its accepted practice and the expectations of its residents. In its Decision respecting the *Town of Canso*, 2007 NSUARB 68, the Board stated as follows with respect to public consultation on municipal boundary reviews:

[19] In the Board's opinion, public consultation is an inherent component of the study to be conducted by Council pursuant to s. 369 of the Act. In the view of the Board, the

danger of limiting or not actively canvassing the public's views on such issues is that members of the public may intervene in the Board hearing, and raise issues which may have been better addressed during the consultation process (which occurred in this instance). If the public's concerns are legitimate or persuasive, and no avenue has been afforded for those concerns to be considered by Council, it could lead to an application by Council being referred back for further deliberation, or varied by the Board.

[20] The nature and extent of the study to be conducted by Council is within its discretion, depending on the circumstances existing in each case. However, the consultation should be of a type and degree which allows members of the public an opportunity to express their views on the size of their council, on whether a town [municipality] should be divided into wards, and upon the location of boundaries for town wards or municipal polling districts, should that be applicable. The Board notes that most municipal units already incorporate some form of public consultation into their study. [Emphasis added]

[Canso Decision, paras. 19-20]

[80] In the present matter, the Board considers that the public consultation carried out by Stantec, on behalf of the Co-ordinating Committee, was extensive and appropriate. The Co-ordinating Committee engaged Stantec to conduct the public consultation, and also provided resources to Mr. Heseltine to assist him in booking the public meeting locations, arranging the advertising and distribution of meeting notices, and posting the online survey on the respective town and municipal websites, as well as on the Co-ordinating Committee's new website.

[81] First, the Co-ordinating Committee outsourced this important task to a neutral outside party. In conducting its own process, Stantec could take an objective view of the public input and make appropriate recommendations on council size and polling district boundaries.

[82] Second, consistent with the guidelines outlined by the Board as described above, Stantec carried out its study in the two-phased approach recommended by the Board: i.e., Phase 1 to determine the appropriate council size and Phase 2 to determine the polling district boundaries.

[83] Third, each phase of Stantec's study consisted of a series of five public meetings and an online survey. To address a deficiency discovered early in the process, Stantec and municipal staff also arranged for hard copies of the survey to be available to residents. The surveys were made available at the public meetings, the Windsor Town Hall and the West Hants Municipal Building. Some were also delivered door to door by local councillors.

[84] Fourth, notices for the public meetings were posted on the Co-ordinating Committee's new website and on the town and municipal websites. Moreover, notices were published in the Advertiser Journal and in the Valley Harvester. The details of the public meetings were also listed at the end of the survey questionnaires. Also, during Phase 2, notices relating to the 9- and 11- district scenarios were distributed in 42 public locations in communities throughout the region, inviting participation in the public meetings and on the survey.

[85] In the Board's view, the success of the circulation of the surveys and advertisement of the public meetings is demonstrated by the response to each of these components of the consultation. Stantec estimated that 86 residents attended the Phase 1 meetings and 56 residents attended the Phase 2 meetings, although some participated in more than one session in each phase. With respect to the survey, each questionnaire remained open for about three weeks, which the Board considers provided ample time for members of the public who wished to share their views. In Phase 1, Stantec received 748 survey responses (most of which were online responses). Stantec received 883 responses to the Phase 2 survey.

[86] Mr. Heseltine noted during the hearing that the number of responses to the survey, and attendance at the public meetings, was the best response he had seen in his prior municipal boundary engagements. This is also consistent with the Board's experience in its municipal boundary reviews.

[87] Further, Stantec's engagement with the public during the meetings was meaningful. Stantec prepared posters with information about governance and the council size review for those who attended the sessions. Attendees were encouraged to read these posters and Mr. Heseltine was available to assist with inquiries. This was followed by a formal presentation at each meeting, as well as a question and answer period.

[88] Finally, the Board is mindful that the above public consultation process had to be carried out in a timeline that was somewhat compressed, considering the overall timeline set out in the *Act* and the time needed by the Co-ordinator and the Committee to ensure the orderly conduct of the first municipal election in March 2020, and the transition to the new Regional Municipality, which is to take effect April 1, 2020.

[89] In hindsight, Stantec and municipal staff supporting Mr. Heseltine would possibly have made some different choices regarding scheduling and advertising of the public meetings, or with the content and distribution of the survey. However, the overall process was comprehensive and accessible. In the Board's view, any of the deficiencies noted by THIDA were minor in nature and not material to the conduct of the exercise.

[90] THIDA alleged that the survey created confusion over whether the position of Mayor was included in the council size options identified during Phase 1. On this point, the Board accepts the testimony of Mr. Heseltine that he received no comments or complaints about this issue. Further, if any confusion arose during Phase 1, it was clearly

put to rest in Phase 2, which outlined the council size options, with accompanying maps of the polling districts.

[91] Taking all of the above into account, the Board considers that THIDA's criticism of the public consultation process was unfounded. The consultation process implemented by Stantec, as supported by the Co-Ordinating Committee and staff, was both reasonable and appropriate in the circumstances.

(iii) Hantsport

[92] THIDA submitted that Hantsport should be afforded its own polling district in the new Regional Municipality. In its view, Hantsport has a distinct community of interest which should be reflected in its unique polling district. THIDA takes this view for either the 9- or 11- district scenario, adding that a separate polling district in a 12- district scenario may be even more appropriate, presumably because, under a 12- district scenario, it would reduce the rather large variance from the average number of electors per district. For example, the variance would be -33.7% for an 11- district council, but it would decrease to -27.7% for a 12- district council.

[93] The Board notes that THIDA's position does not appear to have any broad support from the public. Only five letters of comment filed with the Board addressed this issue. No member of the public registered to speak at the Board's evening session. Mr. Heseltine also confirmed that apart from appearances by a few THIDA members during the public consultation sessions conducted by Stantec, the Hantsport issue was not raised in the public meetings or in survey responses. In the Board's opinion, it is reasonable to assume that if this issue had been a concern for Hantsport residents, they would have responded in greater numbers to convey their comments to the Board.

[94] THIDA has taken a very narrow view of the term "community of interest" as it relates to this application. Mr. Heseltine identified 51 named communities in West Hants. None of these communities will have their own unique voice in the new Regional Municipality governance structure. Most of these 51 communities will be combined with other communities to form polling districts. Even larger communities that are similar in population to Hantsport, like Falmouth and Brooklyn, will not have their unique polling district. In those cases, the communities are combined with others to form new polling districts. In fact, Falmouth will be divided among three districts: Districts #7, #8, and #9.

[95] As noted by the Board in earlier decisions, there may indeed be various different communities of interest that overlap one another in a municipality: see *HRM Decision*, para. 113. The political boundaries of the former town of Hantsport, with its corresponding area rate, are factors to be considered in assessing community of interest. However, other factors are also relevant, such as geography, road networks, fire protection coverage, catchment areas for shopping and business enterprise, as well as for recreational activities, and other factors. All such factors have to be considered in totality when determining what is the appropriate community of interest in a municipality.

[96] Further, the Board considers that council size, itself, may also play an important part in defining the appropriate community of interest, when combined with its direct mathematical relationship to relative parity of voting power. The communities of interest in a municipality may be materially impacted by the total number of polling districts. To illustrate the point, the communities of interest reflected in polling districts will necessarily be different in a 5, 10 or 15- district scenario for council.

[97] Thus, as it relates to Hantsport, the various communities of interest must be assessed in determining polling district boundaries. The number of electors in each polling district, as impacted by council size, will also have an impact on the drawing of district boundaries. In the end, all these factors must be taken into account in determining the appropriate configuration of polling districts. In this context, the Board does not accept THIDA's submission that the former Town boundaries form the only line of delineation for districts in the new Regional Municipality.

[98] The Board accepts the Co-ordinator's submission that the Board should also take into account the broader intent of the *Act*, which is to create a new Regional Municipality. In that context, it is reasonable to conclude that the drawing of polling district boundaries should reflect a council that is structured to take a regional perspective, rather than protecting parochial or territorial constituencies with the former municipality.

[99] Further, the Board observes that assigning a separate polling district which reflects the strict community boundaries of Hantsport would significantly offend the Board's guidelines respecting appropriate variances from the average number of electors per district. This requirement is specifically referenced under s. 368(4) of the *MGA* as relative parity of voting power. As noted earlier in this Decision, the Board has determined that the target variance for relative parity of voting power shall be $\pm 10\%$ from the average number of electors per polling district.

[100] If the Board were to accept THIDA's submission to create a distinct polling district for Hantsport, the resulting variances for each scenario would significantly exceed the target of $\pm 10\%$: i.e., -27.7% for the 12- district scenario; -33.7% for the 11- district scenario; and -45.7% for the 9- district scenario. The Board notes that each of these

three results also exceed the maximum $\pm 25\%$ which the Board may accept in exceptional circumstances.

[101] In the Board's opinion, granting Hantsport its own polling district would give electors in that polling district too much voting power relative to electors in other districts of the new Regional Municipality. This result would be neither reasonable nor appropriate.

[102] As support for its position, THIDA also referred to the conclusions in the report of the 2019 Nova Scotia Electoral Boundaries Commission, wherein it recommended eight provincial electoral districts which exceeded the $\pm 25\%$ variance due to exceptional circumstances. One of these recommended districts was Queens, based on its "political boundaries", which THIDA said applied to Hantsport.

[103] While the municipal boundary review conducted by the Board under the *MGA* and the work undertaken by the Nova Scotia Electoral Boundaries Commission both apply very similar principles and guidelines, the Board considers that not all findings made in the provincial context necessarily carry over to the municipal space. The issue of "political boundaries" is one such example. The case of Queens at the provincial level is distinguishable from the situation of Hantsport at the municipal level. The Board considers that THIDA's request to make Hantsport a separate district is not justified on the basis of political boundaries as in the recommendation of the provincial Electoral Boundaries Commission respecting Queens.

[104] The Board is mindful that when the Town of Hantsport was recently dissolved, the Dissolution Order directed that the area comprising the former Town be reflected as a separate polling district on municipal council for the Municipality. As noted

by THIDA, the Board also accounted for Hantsport's distinct community of interest in the subsequent municipal boundary review. The Board stated:

[39] The Dissolution Order increased the council to 10 by adding a representative from the former Town of Hantsport. No evidence was led as to whether this increase was an issue of concern. The Municipality relied upon the Stantec Report to support the Application to have nine councillors. As has been stated the Report was based upon consultations undertaken before the hearing on the town's dissolution was held. No study was performed to determine if the view of the public had changed since July 1, 2015, the date of dissolution.

[40] Because of the lack of further study and/or discussion by the Municipality about the size of council since July 1, 2015, and because of a possible dilution of representation within the former unamalgamated Municipality of the District of West Hants, the Board finds that the council size should be set at 10, with the former town of Hantsport comprising one polling district.

[41] By maintaining the number of councillors at 10 (the number that presently exists after the dissolution of the town), the variance in electors for the former town of Hantsport is -26%. The Board finds, for the purpose of this upcoming municipal election, this to be a reasonable variance when considering all of the above factors and submitted evidence. As has been stated earlier in this Decision, this does not mean that such a large variance would be acceptable in future applications. [Emphasis in original]

[Municipality of West Hants, 2016 NSUARB 44, paras. 39-41]

[105] However, it is also clear from the 2016 Decision that the Board did not intend to create a polling district of a permanent nature for the community of Hantsport. The Board noted at the time that the resulting large variance for relative parity of voting power would not be acceptable indefinitely. This was acknowledged by THIDA during the hearing. In the Board's view, the effect of the 2016 Decision was to provide Hantsport with a voice on council during the important initial transitional period following dissolution. Hantsport's unique polling district was an interim measure, the only issue being how long its status would continue.

[106] Mr. Heseltine specifically addressed the Hantsport issue in the Stantec Report:

5.1.3. Hantsport

A few residents from Hantsport have asserted that the former town should continue to be a separate district as approved by the NSUARB in 2016. At our boundaries consultation

meeting in Hantsport, two participants contended that the Board had recognized Hantsport as a "community of interest" and that designation justified the ongoing separation of the former town from adjacent communities such as Mount Denson and Bishopville.

A wide range of arguments counter this position. To begin with, all 51 communities in West Hants as well as the Town of Windsor, can be regarded as communities of interest. Most of them are combined in other districts and some have been split between districts to meet the NSUARB's parity criterion and/or to address other considerations.

With 921 electors, Hantsport on its own falls well short of the average number of electors with either eleven (-33.7%) or nine (-45.7%) districts [sic]. The community is separated from many areas of West Hants by Highway 101; however, at least two of the communities the residents in question are resisting joining (i.e., Bishopville and Hants Border) are only accessible via Hantsport.

In its 2016 decision, the Board was clear that Hantsport should not "always be considered as [a separate community of interest] for future polling district boundary reviews." Our view is that it is time to incorporate Hantsport with adjacent communities in the same manner as other communities in the region. [Emphasis added]

[Stantec Report, Exhibit W-1, Tab C, p. 45]

[107] The Board accepts, and adopts, Mr. Heseltine's reasoning on this issue.

[108] Taking into account all of the above, the Board concludes that the community of Hantsport should not be afforded its own polling district, whether it be in a 9-, 11- or 12- district scenario.

(iv) Council size

[109] The Co-ordinator has applied to the Board for approval of 11 polling districts, each electing one councillor. As noted earlier in this Decision, the 11- district scenario was recommended by Stantec after it conducted its consultation.

[110] Mr. Heseltine testified that after excluding a disproportionate number of survey responses from the current District #3, there were generally an equal number of responses favoring a 9- district and 11- district scenario. In the end, he testified that he proceeded in a fashion which he considered to be the most beneficial in the process of establishing a new government for the Regional Municipality, recommending the 11- district scenario. Mr. Heseltine chose this number to provide greater rural representation

on the new council. In his view, this incremental approach would provide greater buy-in from the rural residents of the region, noting that the survey results had shown this constituency was the most sceptical about regional government. In doing so, Mr. Heseltine highlighted the importance of buy-in to the success of new regional government, as outlined in Dr. Baxter's Report.

[111] Dr. Baxter described the need to address "buy-in". He stated that the tendency to prefer pre-amalgamation patterns of representation:

...highlights the importance of securing "buy-in" from constituents and community leaders at the outset of consolidation - and of using buy-in as an additional factor in determining polling districts toward the goal of establishing a strong political foundation for future reforms down the road. Research has found that buy-in may be especially important in circumstances where a regional consolidation is driven wholly or in part by senior government and/or municipal officials. Rosenfeld and Reese (2005) note that lack of local support in some "top-down" amalgamations can lead to a more protracted transition process "because there is no political buy-in on a larger scale." The fact that the consolidation of the Town of Windsor and the Municipality of the District of West Hants is a response by the provincial government to requests from both Councils forms an important part of this context for [Windsor West Hants].

[Baxter Report, Exhibit W-1, Tab A, p. 21]

[112] Ultimately, Mr. Heseltine recommended an 11- district council in the Stantec Report:

While the difference between a council of ten or twelve [including the Mayor] is hardly dramatic, commentary through consultation at meetings and interviews, and well as through two surveys, showed a clear divide between supporters of each scenario. Individuals who favour nine districts were more likely to favour consolidation. They are seeking a more efficient council that will be able to take full advantage of co-ordinated service delivery through the regional municipal structure. Those who would prefer eleven were most concerned with representation of their communities and easing into regional governance.

Opinions concerning boundaries reflected similar priorities. While some supporters of nine districts did not necessarily endorse all boundaries proposed, most were comfortable with major features such as the division of the Town of Windsor among several districts and the combination of urban, suburban, and rural areas in many of the proposed districts. Proponents of eleven districts generally did not like those features of the nine-district approach. Many comments suggested they wanted to minimize change from the current district arrangement in West Hants. Many also commented that the eleven-district scenario "kept communities together."

As we have noted and results of both surveys quantified, preference for a larger or smaller council correlated with geography. Urban residents were the strongest supporters of a

small council followed by suburban residents (including Hantsport). Rural residents favoured a larger council, frequently stating that it would provide better representation for their communities and more manageable areas for their councillors to serve. ... however, we expect that concerns for the ratio of residents to council representatives and for a more gradual transition of governance arrangements will continue to prevail for most who prefer eleven districts.

...

5.2. Recommendation

The most important consideration for the many decisions that the Co-ordinating Committee must make as it works toward consolidating of the Town of Windsor and the Municipality of the District of West Hants on April 1, 2020, will be the implications of each choice for the success of the future regional municipality. That choice, in the case of this Governance Review, is between "ambitious change" and "incremental change" as outlined by Dr. Baxter. Ambitious change, we assume, will make the most of the potential of consolidation as quickly as possible after the new municipality is formed. Incremental change, as Dr. Baxter states, will encourage acceptance from those who are less committed to the new structure.

As we are confident that residents who support consolidation will encourage the new municipality to achieve its potential regardless of council size or boundary arrangements, we feel the more important issue for the success of the municipality is to bring those who are doubtful into the fold. In reaching that difficult decision, we noted that the NSUARB has supported larger councils in the initial terms of regional municipalities and some municipalities enlarged as a result of dissolutions. We also noted that in those cases, council numbers have eventually been reduced as the municipalities in question have matured.

...

Recommendation

Taking into account the foregoing considerations, we recommend the Council of the Regional Municipality of Windsor and West Hants should consist of a Mayor elected at large and eleven Councillors...

[Stantec Report, Exhibit W-1, Tab C, pp. 43-44 and 46-47]

[113] The only other option discussed during the hearing was THIDA's submission that the Board should consider a 12- district scenario, which would provide Hantsport with its own polling district that THIDA said would recognize its distinct community of interest. For the reasons set out earlier in this Decision, the Board did not accept THIDA's submission that the council size should be increased to reflect Hantsport's community of interest.

[114] As noted earlier, the Board considers it appropriate to take account of the context in which the present application was made to the Board. This application is the result of the creation of a new Regional Municipality, resulting from the consolidation of the Municipality of West Hants and the Town of Windsor into a new municipal unit under the *Region of Windsor and West Hants Municipality Act*. In the Board's view, appropriate regard should be given to the intent of the statute which is to create a new regional government by combining a former town and municipality. The *Act*, at least impliedly, reflects an intention to create a new municipal government having a regional perspective. The Board notes that the present matter is not the usual municipal boundary review under the *Municipal Government Act*, where there is little change in the number of total polling districts and the discussion often proceeds to a realignment of boundaries rather than a material change in council size.

[115] The Board notes that the current application reduces the number of elected officials in the region from 15 (including Windsor's Mayor) down to 12 (including the Mayor for the new Regional Municipality). Adding another polling district simply to reflect Hantsport's community of interest (without regard to relative parity of voting power and other factors) would not be consistent with the general intent of the new statute creating a Regional Municipality.

[116] The Board finds that with the creation of a new Regional Municipality, representation on the new council should assume a more regional approach reflected in a smaller number of councillors and polling districts.

[117] Taking all the above into account, the Board is satisfied that the Coordinator has demonstrated, on the balance of probabilities, that the number of councillors should be set at 11 (excluding the Mayor).

(v) Polling district boundaries

[118] At the conclusion of Phase 2 of the consultation process, Mr. Heseltine made various final adjustments to some polling district boundaries, relying on information he received in the public meetings and his interviews with the councillors, individually and as a group. Most of the adjustments addressed points related to communities of interest, while a few incorporated more recognizable boundaries (e.g., such as Highway #101 between District #8 and #9). In a final presentation of his recommendations to the Coordinating Committee and both councils, the various adjustments met with their approval.

[119] The Board also notes that, with one exception, all variances from the average number of electors per district for the proposed polling districts fall within the $\pm 10\%$ guideline applied by the Board. The variance of -12.5% for the district of Walton-Centre Burlington, was justified by Stantec in its Report.

[120] Earlier in this Decision, the Board concluded that the community of Hantsport did not require its distinct polling district on the new Regional Council, or an adjustment to the boundaries of that polling district. No other concerns were raised with the Board about that district, or any other polling district boundaries.

[121] The Board approves the polling district boundaries with respect to the 11 polling districts, as outlined in the Windsor-West Hants Governance Review Council Size and Polling District Boundaries Report, dated April 10, 2019, prepared by Stantec.

(vi) Filing of digital maps of polling districts

[122] The application contains a digital map of the proposed polling district boundaries. In an Undertaking filed after the hearing, the Co-ordinator requested that the polling district descriptions be shown by way of digital maps, rather than written descriptions.

[123] In recent years, some municipalities and towns have requested to provide the descriptions of its polling districts or wards using digital GIS technology. While the Board is mindful of the benefits of digital mapping over text descriptions, both in terms of cost and efficiency, the important factor to be considered is the subsequent use of any polling district or ward descriptions during the conduct of municipal elections. Regardless of the format which is adopted by a municipality or town, the description must be able to address any inquiry made by electors or municipal election staff during the conduct of municipal elections. Accordingly, it is necessary that the scale of any digital mapping descriptions be capable of being adjusted to respond to any inquiry. In addition to filing a large hard copy map showing all polling districts, the Board also requires the separate filing of individual digital mapping for each polling district or ward.

[124] The Board approves the filing of the digital polling district maps by the Co-ordinator. The Board directs the filing of 8½ x 11 inch maps for each polling district.

(vii) 2022 Municipal Boundary Review

[125] Under s. 369 of the *MGA*, the next regularly scheduled municipal boundary review shall occur in 2022.

[126] In their testimony at the hearing, the CAOs for the current Town and Municipality confirmed they are aware that a municipal boundary review will be required

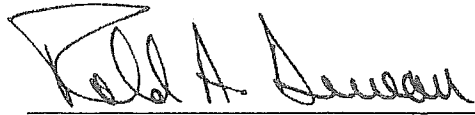
in 2022, which will provide officials in the new Regional Municipality the opportunity to review the new council size and polling district boundaries.

VII CONCLUSION

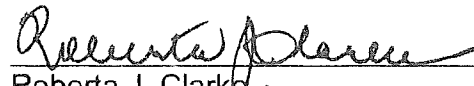
[127] The Board approves the application. The Board sets the number of polling districts at 11, each electing one councillor. The boundaries of the polling districts are established in accordance with the configuration of polling districts outlined in the Stantec Report for the 11- district model.

[128] An Order will issue upon the filing of the individual digital maps for each polling district.

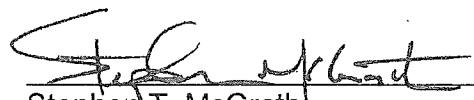
DATED at Halifax, Nova Scotia, this 19th day of August, 2019.



Roland A. Deveau



Roberta J. Clarke



Stephen T. McGrath



DATA ANALYSIS OF THE SURVEY FOR WINDSOR/WEST HANTS (STRONGERREGION.CA)

Date: January 16, 2020

Abstract

The report outlines the data analysis performed on the data obtained through an online survey. The purpose of the survey was to gauge people's opinions on the amalgamation between Windsor and West Hants.

Sathaporn (Hubert) Hu, Derek F. Reilly

Executive Summary

A survey was conducted over a six-month period to gauge residents' opinions on the amalgamation. It was conducted online through strongerregion.ca. We asked the residents about (1) the potential benefits of the amalgamation, (2) the most significant challenge of the amalgamated municipality, (3) what should be the first priority of the amalgamated municipality, and (4) the new name for the municipality. There were 1054 respondents in total, 687 respondents were from West Hants, 204 were from Windsor, and 154 were from outside the region. We found that the councillors and staff were successful in getting responses all around the West Hants and Windsor region despite the low population density in certain areas of West Hants.

We excluded 139 respondents from the analysis of the first question, because their responses to the first question are missing. Therefore, in total, we analyzed only 915 responses to the first question. Overall, most respondents (659 respondents) believed that the amalgamation will be beneficial for the region. Many believed that the increase in cooperation (235 respondents) and sharing of resources (106 respondents) in Windsor/West Hants would be beneficial. They believed that the government would become more efficient (247 respondents). There were some negative responses (177 respondents) most of which from the residents of West Hants (59 respondents).

While many respondents believed that the increased cooperation would be beneficial, most (411 respondents) also indicated that cooperation between West Hants and Windsor would be the most significant challenge in the second question. Many respondents (122 respondents) also indicated that creating a new and fair tax scheme to be another challenge. Some respondents (71 respondents) indicated that the most significant challenge would be to ensure the fairness between the rural and the urban residents. Interestingly, some respondents (66 respondents) already believed that the amalgamation will be beneficial; however, there should be more effort in informing other residents of the benefits.

For the third question, we found that respondents (178 respondents) deemed improvement of transportation to be the top priority. Particularly, they (55 respondents) would like the roads to be improved. Interestingly, we found multiple respondents (47 respondents) indicating the unconnected roads around "The Crossing" to be the most pressing issue. The second priority is the tax system (115 respondents). The rural residents would like the new system to be fair. The third priority is the improvement of services (97 respondents) – particularly fire service. Rural residents (62 respondents) also expressed interests in having improved access to the Internet.

Most respondents (358 respondents) indicated that the new name should simply be "West Hants." "West Hants" is the most popular name among the residents of West Hants and the people who reside outside West Hants and Windsor. Meanwhile, "Avon" is the most popular name among the residents of Windsor. However, we found that "West Hants" is still the second most popular name in Windsor – meaning that a large number of Windsor residents do not mind that "Windsor" is not in the new name. Overall, the five most popular names are: West Hants (358 respondents), Avon (125 respondents), Windsor/West Hants (125 respondents), Windsor (65 respondents), and Hants West (32 respondents).

Profile of the Respondents

The Communities of the Respondents

We found that 687 respondents were from West Hants, 204 were from Windsor, and 154 were from elsewhere. The figure below shows the distributions of the respondents that live in Windsor and West Hants. Most of the respondents were clustered around Windsor. However, the map does indicate that efforts taken by Councillors and staff were successful in obtaining a representative sampling – despite the low population density in certain areas.

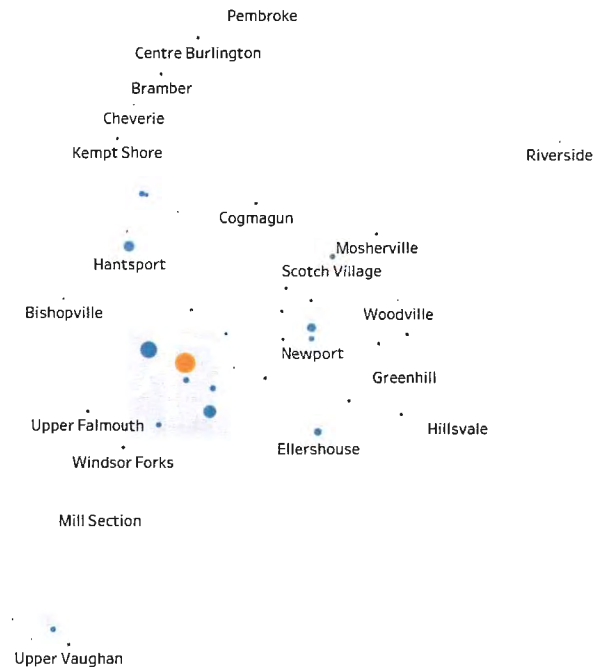


Figure 1: The map which shows the distributions of the respondents. The size of each dot represents the number of respondents from the specific community. The smallest dot represents 1 person and the largest dot represents 204 people. Orange denotes Windsor and blue denotes West Hants communities.

Age Distribution

We found that the age groups tend to skew toward the older age group. In total, we found only nine respondents were the age of below 18, and only 24 respondents with the age between 18 to 24. When we broke down the age by area, we found that West Hants had a significant skew toward older people.

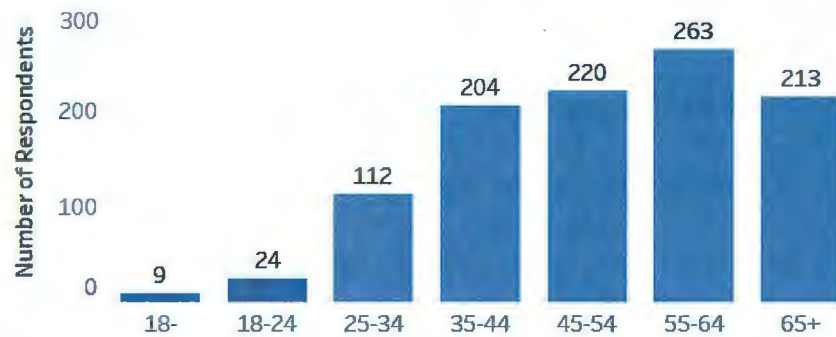


Figure 2: The chart representing the overall age ranges of the respondents.

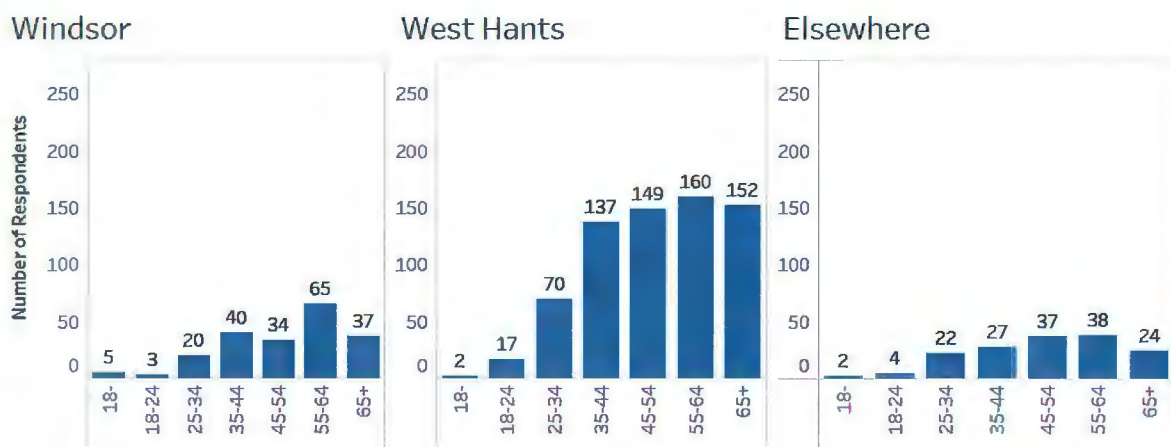


Figure 3: The chart representing the overall age ranges of the respondents in particular areas – LEFT: Windsor, CENTRE: West Hants, RIGHT: Outside both Windsor and West Hants.

The First Question: The Most Significant Benefits

In the survey, each participant was asked three questions. The first question they answered was: “What do you see as the biggest benefit of Windsor/West Hants joining together?” For this question, we analyzed the answers using thematic analysis. We tagged each response with the following:

- **Primary Tags:** These tags describe major themes. They are somewhat vague in nature. For example, the tags that appeared the most often are “Efficiency.” “Efficiency” here can mean many types of “Efficiency.” However, it is further elaborated by the Secondary Tags.
- **Secondary Tags:** These tags provide additional information to the primary tags. For example, when a response is tagged with the primary tag, “Efficiency”, it might be accompanied by the secondary tag “Cost Saving” which signifies that the efficiency is in terms of less costs.
- **Positivity:** Each response is also rated as “Negative”, “Neutral”, or “Positive.” While the question specifically asked for benefits, some respondents may also decide to not directly answer the

question. Instead, they might use the answer to explain why the amalgamation will not produce a positive result.

Due to a server issue, we lost the responses for the first questions from 139 respondents. Therefore, we excluded them from the analysis. Since the server did not lose the respondents' answers for the other questions, they were included in the analysis for the other question. Despite the removal, we still have 915 answers which is sufficiently large to be representative.

Primary Tags

We found that for the primary tags, the ten most popular themes are:

1. **Efficiency** (247 respondents): All of the responses with this tag are positive which means that many respondents believed that the amalgamation would lead to a more efficient government.
2. **Cooperation** (235 respondents): Almost all of the tags are positive which means that the respondents believed that the amalgamation would lead to increased cooperation between Windsor and West Hants. Two respondents provided a neutral response while one provided a negative response.
3. **Nothing** (146 respondents): There are 122 neutral responses. These responses mean that many respondents did not see any benefits. Fifty-four responses were negative which indicates that the respondents viewed the amalgamation as a negative process.
4. **Combined Resource** (106 respondents): All the answers with this tag are positive which means that many respondents believed that Windsor/West Hants will be better off by combining their resources.
5. **Service** (87 respondents): Many (86 respondents) believed that the services they receive will improve after the amalgamation. However, one did not have a positive answer to this.
6. **Tax** (78 respondents): Many (66 respondents) believed that the tax scheme after the amalgamation would be fairer or reduced. Four respondents provided neutral responses which we are uncertain about their exact meaning. Some respondents (8 respondents) believed that the tax scheme would be worse after the amalgamation.
7. **Unsure** (35 respondents): Some respondents indicated that they did not know what the benefits would be.
8. **Development** (34 respondents): Some respondents believed that the amalgamation could kickstart additional development in the area.
9. **Budget** (33 respondents): Some respondents believed that the municipal budget after the amalgamation would be better. For example, funds can be distributed better in the region.
10. **Politics** (32 respondents): Some respondents believed that the amalgamated municipality would have better politics.

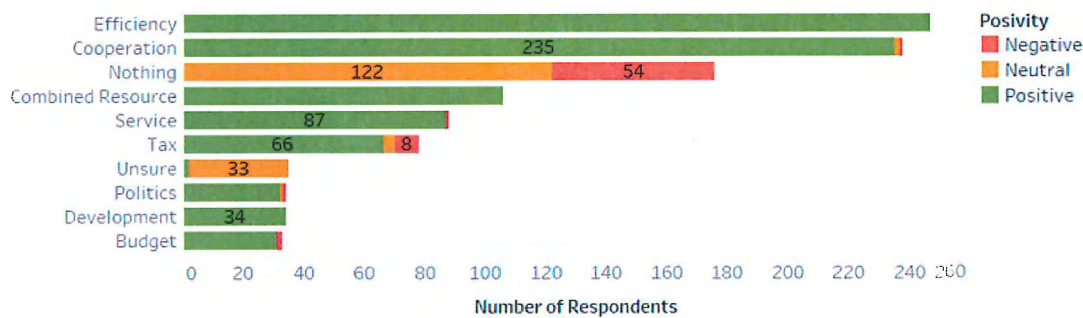


Figure 4: The truncated table of the frequency of the primary tag for the first question. The full table is available in the appendix.

Area Difference

Although we prefer to analyze the area differences of the primary tag frequencies by comparing the charts, we are unable to do so. Since there are so many tags, comparing charts visually is extremely difficult. Instead, we computed Kendall's Coefficient Concordance. Kendall's Coefficient of Concordance is a number between 0 and 1 which indicates how much the areas are similar to each other. 0 means no similarity and 1 means all primary tags have the same ranks in all areas (Windsor, West Hants, and outside the region). We found the coefficient to be $W = 0.80$ which is large. This means that ranks of primary tags in all areas are largely similar to each other. The break down of the response positivity is as following:

- Windsor: 6 negative, 15 neutral, 151 positive.
- West Hants: 59 negative, 131 neutral, 408 positive.
- Elsewhere: 4 negative, 31 neutral, 100 positive.

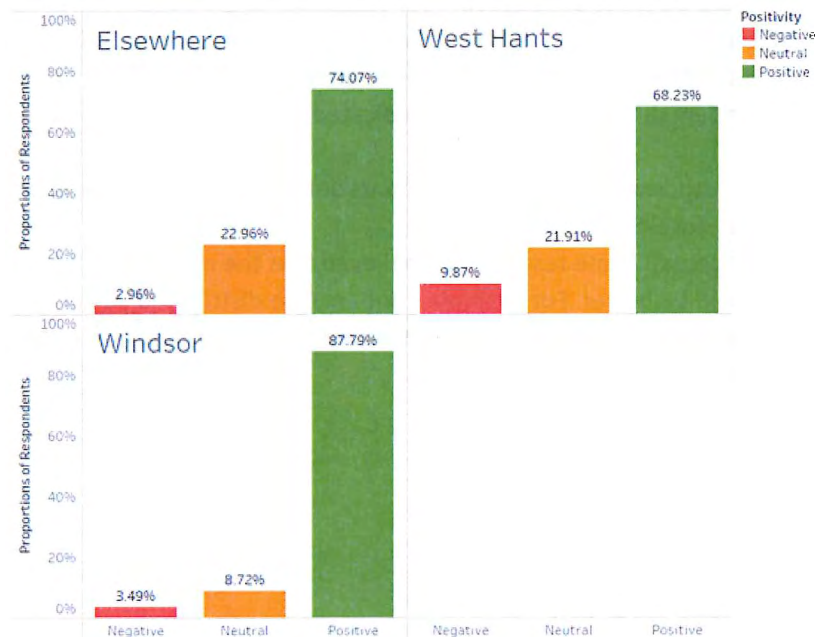


Figure 5: The proportion of negative, neutral, and positive answers by area.

Secondary Tags

To better understand the primary tags, we also analyzed the secondary tags. We found most answers are too simplistic to be given secondary tags. Therefore, we only have a small number of them. However, the ones that have secondary tags provide additional information to the primary tags of Efficiency and Service. We found that most respondents believed the amalgamation will lead to cost savings, and the streamlining of services and government. Some also believed that the new government would also be more effective at decision making and providing voice to the larger bodies such as the provincial and the federal governments. We found 15 respondents also indicated that the amalgamation would not be beneficial to West Hants.

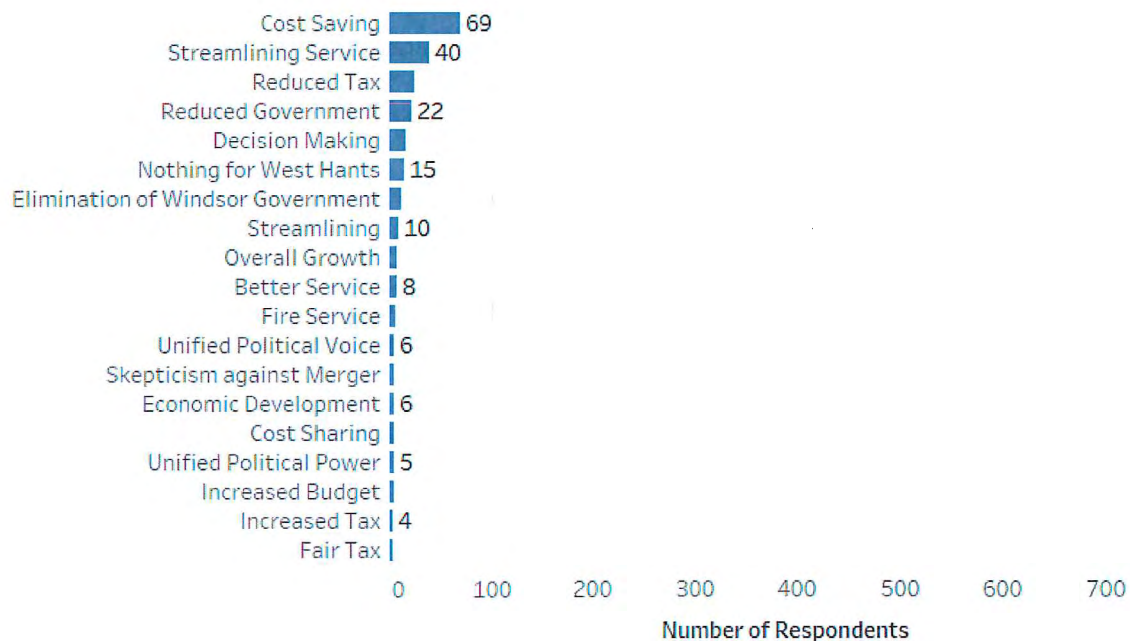


Figure 5: The truncated chart for the distribution of the secondary tags. The full table is available in Appendix A. Null (red bar) means that the answers are too simplistic for secondary tags to be assigned. The table with all the tags and their frequencies are available in the appendix.

Second Question: Biggest Challenge

The second question that each respondent answered was: “Now that Windsor-West Hants are joining together, what do you think will be their biggest challenge?” There are 1054 answers to the question. Since the question does not ask for answers that can be normative like the first one, we did not tag the answer with positivity.

Primary Tags

We found that the top ten primary tags are as follows:

1. **Cooperation** (411 respondents): Most believed that cooperation would be the most significant challenge despite a large number of respondents believing that cooperation between West Hants and Windsor would improve.
2. **Tax** (122 respondents): Many believed that creating a fair tax scheme would be a great challenge.
3. **Null** (93 respondents): Some respondents did not have anything to indicate as a challenge.
4. **Equality** (71 respondents): Equality here means that all residents will be treated fairly by the new government. Many West Hants residents expressed concerns about being treated less fairly than the residents of Windsor.
5. **Outreach** (66 respondents): Some respondents believed that amalgamation would be beneficial, but there should be more effort to inform other residents who had some reservation about the amalgamation.
6. **Efficiency** (63 respondents): Some respondents believed that merging the two governments and making the new one work efficiently may be challenging.
7. **Service** (36 respondents): Some respondents believed that improving services would be challenging.
8. **Budget** (36 respondents): Some respondents believed that creating new budgets for the new government would be challenging.
9. **New Agenda** (26 respondents): Some respondents believed that the new government may have a difficult time setting new priorities, policies, and plans among other things.
10. **Unknown** (26 respondents): The responses provided by the respondents are difficult to understand, cannot be tagged properly.

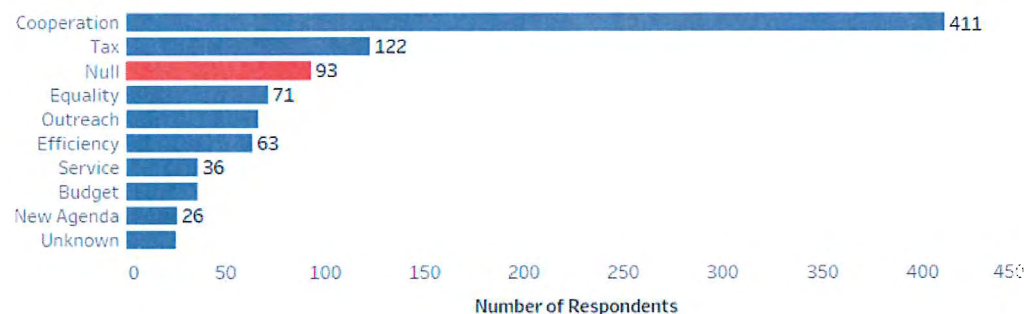


Figure 6: The overall distribution of the primary tags (truncated) for the second question. Null (red bar) represents the number of respondents who did not answer the question. The full chart is available in the appendix.

Area Difference

To determine if there is any difference between frequencies of the tags from the residents of Windsor, the residents of West Hants, and those who live outside the region, we computed Kendall's Coefficient of Concordance. We found the coefficient to be $W = 0.71$ which is large. This means that the residents of the three areas largely agree with each other on the priorities of challenges.

Secondary Tags

We found that the top secondary tags are mostly about tax, efficiency, and the government. Overall, some of the tags' frequencies are very low, we do not think that they are representative. Because of

this, we decided not to analyze the secondary tags in detail. Figure 7 contains the top ten secondary tags.

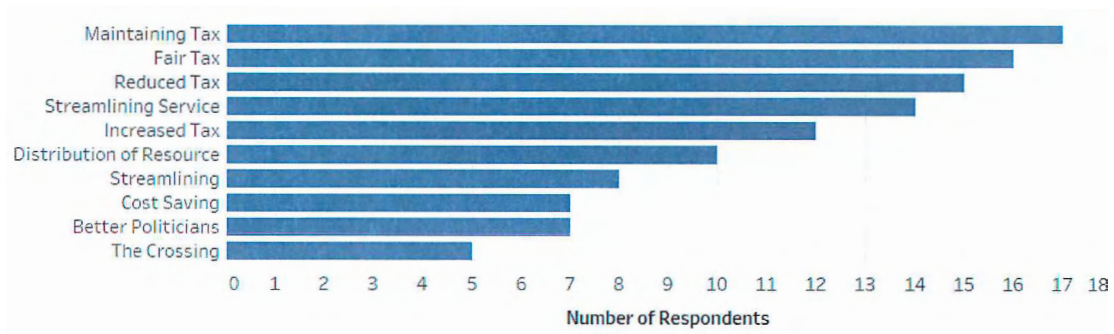


Figure 7: The top ten distributions of the secondary tag (truncated). The full chart is available in Appendix A.

Third Question: First Thing the new Municipality should address

The third question is “What’s the first thing the new municipality should address.” We analyzed the responses from all respondents. We tagged all the answers with primary tags and secondary tags.

Primary Tags

We found that the top ten primary tags are as follows:

1. **Transportation** (178 respondents): Most of the respondents were concerned about transportation in the area. Particularly, they would like the new municipality to improve the road and to connect more roads in the area (especially the road connection in “The Crossing”).
2. **Tax** (115 respondents): The respondents would like the new municipality to create a fair tax system that is fair to both the residents of Windsor and West Hants. Particularly, they would like the tax to be based on what they use. For example, if someone does not have a sidewalk outside their place, then they should not have to pay for sidewalk maintenance through their property tax.
3. **Null** (100 respondents): The respondents did not provide any information.
4. **Service** (97 respondents): The respondents would like the new municipality to improve services. Particularly, they would like an improvement of the fire service.
5. **Rural Amenities** (63 respondents): While this tag means that the rural area has the same level of amenities with the urban area, the respondents here mostly referred to rural Internet access. Many respondents would like the rural area to have quality access to the Internet.
6. **Cooperation** (55 respondents): Windsor and West Hants should integrate and work in a cooperative manner in the new municipality.
7. **Recreation** (45 respondents): The respondents would like to have better recreation facilities in the area – such as a new rink and converting the railway into a trail.
8. **Efficiency** (34 respondents): The new municipality should set up a government that is efficient. It should aim to cut costs.
9. **Unsure** (31 respondents): The respondents were unsure of what to put as answers.

10. **Development** (29 respondents): The new government should focus on bringing more development into the area. It should focus on attracting new business and growth.

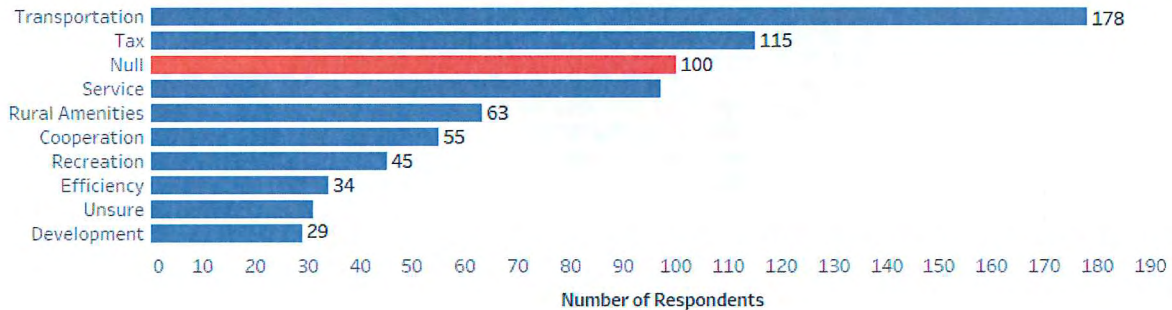


Figure 8: The top ten distributions of the primary tags for the third question. Null (red bar) signifies that the respondents did not provide any answer. The full chart is available in Appendix A.

Area Difference

We found that Kendall's Coefficient of Concordance is $W = 0.75$ which means that the three areas have similar primary tag distributions.

Secondary Tags

We found many secondary tags for the answers. Therefore, we decided to analyze them in more detail. The top ten secondary tags are:

1. **Rural Internet** (62 respondents): Of all the rural amenities, the respondents would like to have better access to the Internet in the rural areas the most.
2. **Fire Service** (58 respondents): The new municipality should work to improve the fire service – including the issue of fire coverage.
3. **Roads** (55 respondents): The respondents would like better roads and better infrastructure.
4. **“The Crossing”** (47 respondents): “The Crossing” refers to an area between Windsor and West Hants where roads are not well-connected. Due to poor road connections, residents in the area have to make unnecessarily long trips to reach certain landmarks in the area.
5. **Streamlining Services** (22 respondents): The new municipality should focus on integrating the services of Windsor and West Hants together.
6. **Reduced Tax** (20 respondents): The new municipality should find opportunities to reduce the tax rate for the residents.
7. **Attracting Business** (19 respondents): The new municipality should aim to attract new businesses into the area.
8. **Better Road** (18 respondents): The new municipality should fix and maintain the current roads.
9. **Cost Saving** (17 respondents): The new municipality should aim to reduce the costs currently incurred by the Windsor and the West Hants councils.
10. **Fair Tax** (10 respondents): The new municipality should design a new tax scheme that is fair to everyone.

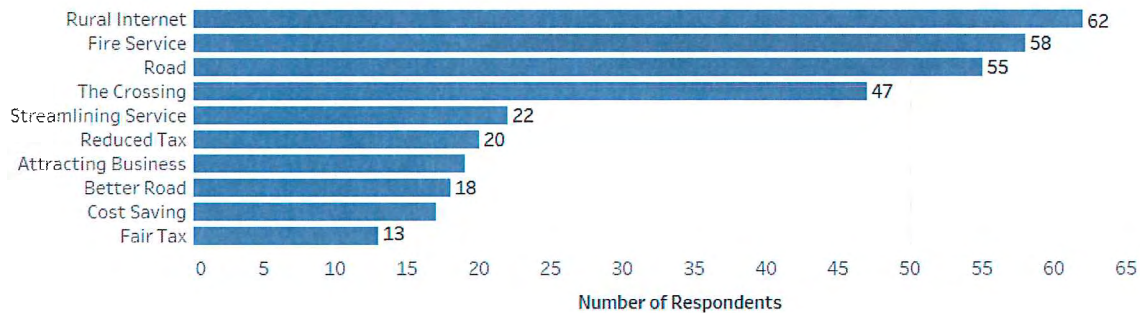


Figure 9: The top ten secondary tags for the third question. All of the data are available in Appendix A.

Fourth Question: New Name

In the survey, respondents had an opportunity to provide new names by answering the fourth question. The fourth question asks, “What is your suggestion on possible names for the new municipality?” While many respondents would not only provide a name, they would also provide the title of the amalgamated entity as well, such as “The Municipality of West Hants” instead of “West Hants.” In our analysis, we ignored the title and simply analyzed the name. We did so because we did not want to treat variations of the same names as totally separate names.

Overall, the five most popular names are: West Hants (358 respondents), Avon (125 respondents), Windsor/West Hants (125 respondents), Windsor (65 respondents), and Hants West (32 respondents). We also noted that some people also provided tongue-in-cheek names such as “Washmyhants.” However, the number for each name is very small. Therefore, we can conclude that there is no campaign to give the new municipality a comedic name in the vain of the “Boaty McBoatface” campaign.¹

We found that Kendall’s Coefficient of Concordance is: $W = 0.39$ for Windsor, West Hants, and elsewhere. This means that the people in the three areas do not agree as much on the naming. Despite the lower level of agreement, we still find “West Hants” to be a relatively popular name. This name is the most popular among the residents of West Hants, the second most popular among the residents of Windsor, and the most popular among the residents that live elsewhere. Therefore, “West Hants” is unlikely to be a divisive new name.

A few people also mentioned names that should not be used. Eight people did not want the name to be “Avon.” Four people did not want the name “Windsor/West Hants.” One individual did not want “West Hants” and another did not want “Windsor.” However, the numbers of such people are few.

¹ Here is one news article on the “Boaty McBoatface” campaign:
<https://www.theguardian.com/environment/2016/apr/17/boaty-mcboatface-wins-poll-to-name-polar-research-vessel>

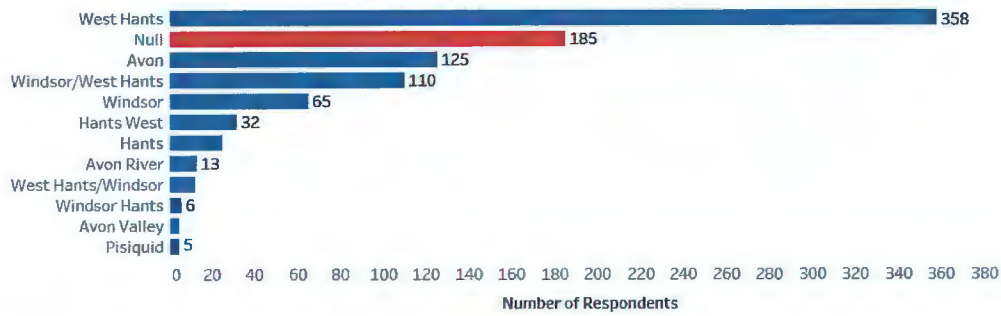
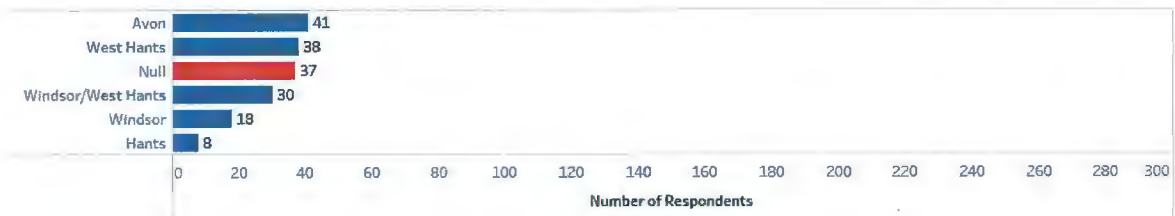
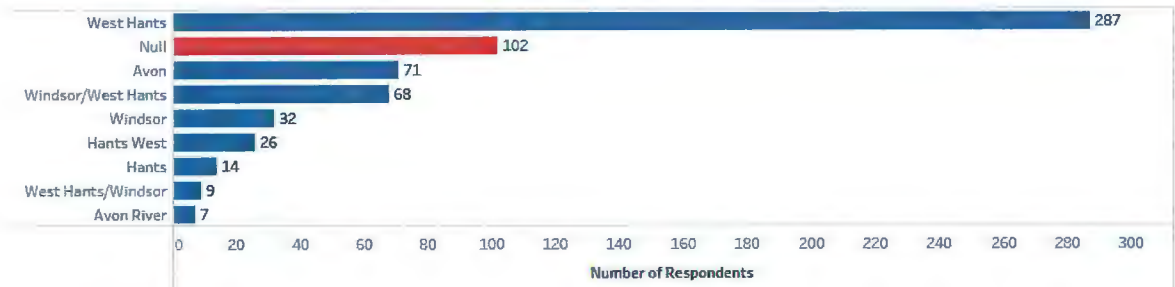


Figure 10: The distributions of the new names suggested by the respondents. “Null” (the red bar) means the respondents did not suggest any name. We excluded names that have been suggested less than five times. The list of the names that were suggested fewer than five times could be found in Appendix B.

Windsor



West Hants



Elsewhere



Figure 11: The distributions of the new names suggested by the respondents per area. “Null” (the red bar) means the respondents did not suggest any name. We excluded names that have been suggested less than five times. The list of the names that were suggested fewer than five times could be found in Appendix B.

Appendix A: Full Charts for Primary and Secondary Tag

First Questions: Primary Tags

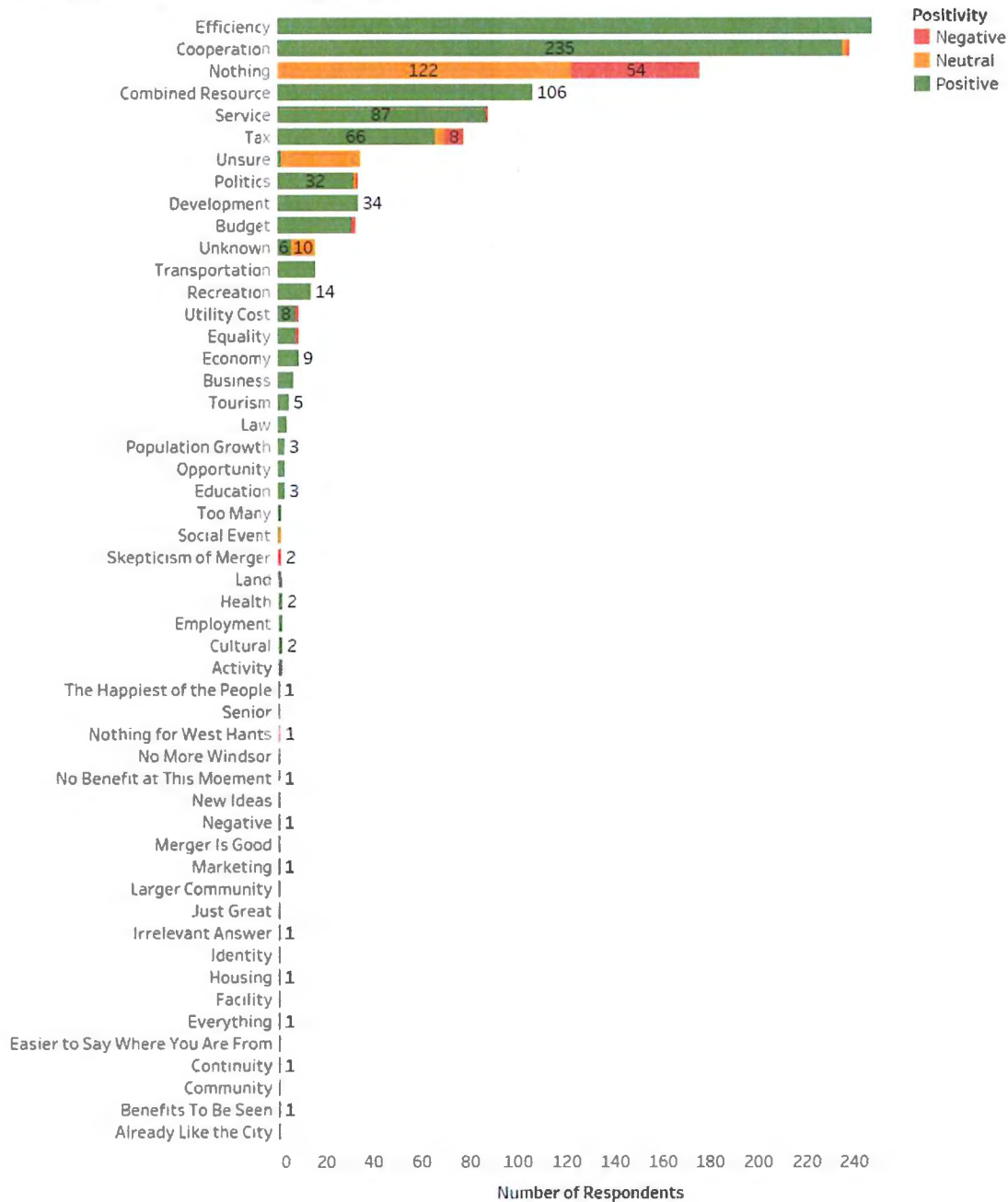


Figure 12: The charts represent the frequencies of the primary tags. Note that as the tags at the bottom are not as very useful. Some of them like “Already Like the City” do not provide any additional insight.

Access to Resource	1	Equality	1	No Benefit at This Moment	1	Unified Political Power	5
Access to Service	1	Facilities	1	No Benefit for Rural	1	Unified Political Voice	7
Advertisement	1	Fair Tax	4	No Change	1	Uninformed about Merger	1
Affordability	1	Fair Utility Cost	1	Not Informed Enough	1	Urban Growth	1
Affordable Transit	1	Financial Benefit	1	Nothing for West Hants	15	Utility Cost	1
Attracting Business	1	Financial Service	2	Null	692	Water Service	3
Better Activity	1	Fire	1	Opportunity for Growth	1	Water Service Cost	1
Better Budget	2	Fire Service	7	Optimal Use of Resource	1	Windsor Gets More Money	2
Better Business	1	Fishing	1	Overall Growth	9		
Better Communication	2	Focused on Everyone	1	Overall Streamlining	1		
Better Council	1	Funding for Three Mile Plains	1	Police Service	1		
Better Efficiency	2	Highway	1	Procurement	1		
Better Politicians	2	Hopefully Cost Saving	1	Putic Transportation	1		
Better Service	8	Hopefully Reduced Tax	1	Recreation Program	1		
Better Spending	1	Improved Service	3	Reduced Fee	1		
Better Tax	2	Imrpoved Service	1	Reduced Government	22		
Bigger Community	1	Increased Budget	5	Reduced Infighting	1		
Bigger Tax Base	1	Increased Budget for Social Service	1	Reduced Property Tax	1		
Business Development	1	Increased Buying Power	1	Reduced Red Tape	3		
Bylaw	1	Increased Funding	1	Reduced Service	1		
Combined By-Law	1	Increased Infrastructure Budget	1	Reduced Staffing	3		
Combined Cost	1	Increased Resource	1	Reduced Tax	26		
Combined Funding	1	Increased Rural Budget	1	Reduced Utility Cost	1		
Combined Resource	1	Increased Service	3	Rink	1		
Combined Resource for Growth	1	Increased Tax	4	Rural Activities	1		
Combined Service	4	Increased Tax Revenue	1	Rural Senior Care	1		
Community Programs	1	Increased Utility Cost	1	School Districts	1		
Consistency	1	Industry	1	Service Improvement	1		
Coordination	1	Infrastructure	1	Servicing Windsor's Debt	2		
Corporate-friendly	1	Infrastructure	1	Sewer Service	1		
Cost Benefits	1	Job Creation	2	Skepticism against Merger	6		
Cost Saving	69	Land Use	1	Small Business	1		
Cost Sharing	6	Larger Council	1	Smaller Council	3		
Cost Sharing, Cost Sharing for Service	1	Larger Tax Base	3	Sport Facility	2		
Culture	1	Larger Tax Based	1	Streamlining	10		
Decision Making	17	Less Council	2	Streamlining Fire service	1		
Decreased Tax	1	Less Politicians	2	Streamlining Government	2		
Distribution of Funds	1	Main Benefit to Windsor	1	Streamlining Resource	2		
Distribution of Resource	2	Maintaining Service	1	Streamlining Service	40		
Downtown Development	1	Maintaining Tax	2	Stronger Chamber of Commerce	1		
Duplication of Service	1	Maintenance of Causeway Walking Trail	1	Summer Camp	1		
Easier Access to Service	1	More Housing Option	1	Tax	2		
Economic Development	6	More Land	1	Tax Reduction	2		
Economic Stability	2	More Marketable	1	The Crossing	1		
Economic Unity	1	More Service	2	Things Done Right	1		
Economy of Scale	3	More Staffing	1	Tourism	1		
Efficiency of Service	1	New Council	1	Transparency	2		
Elimination of Windsor CAO	1	Nice Area	1	Unfair Tax Distribution	2		
Elimination of Windsor Government	13	No Benefit	2	Unified Policies	1		

Table 1: The charts represent the frequencies of the secondary tags with their frequencies. Since there are too many tags, we decided to present the data as a table instead.

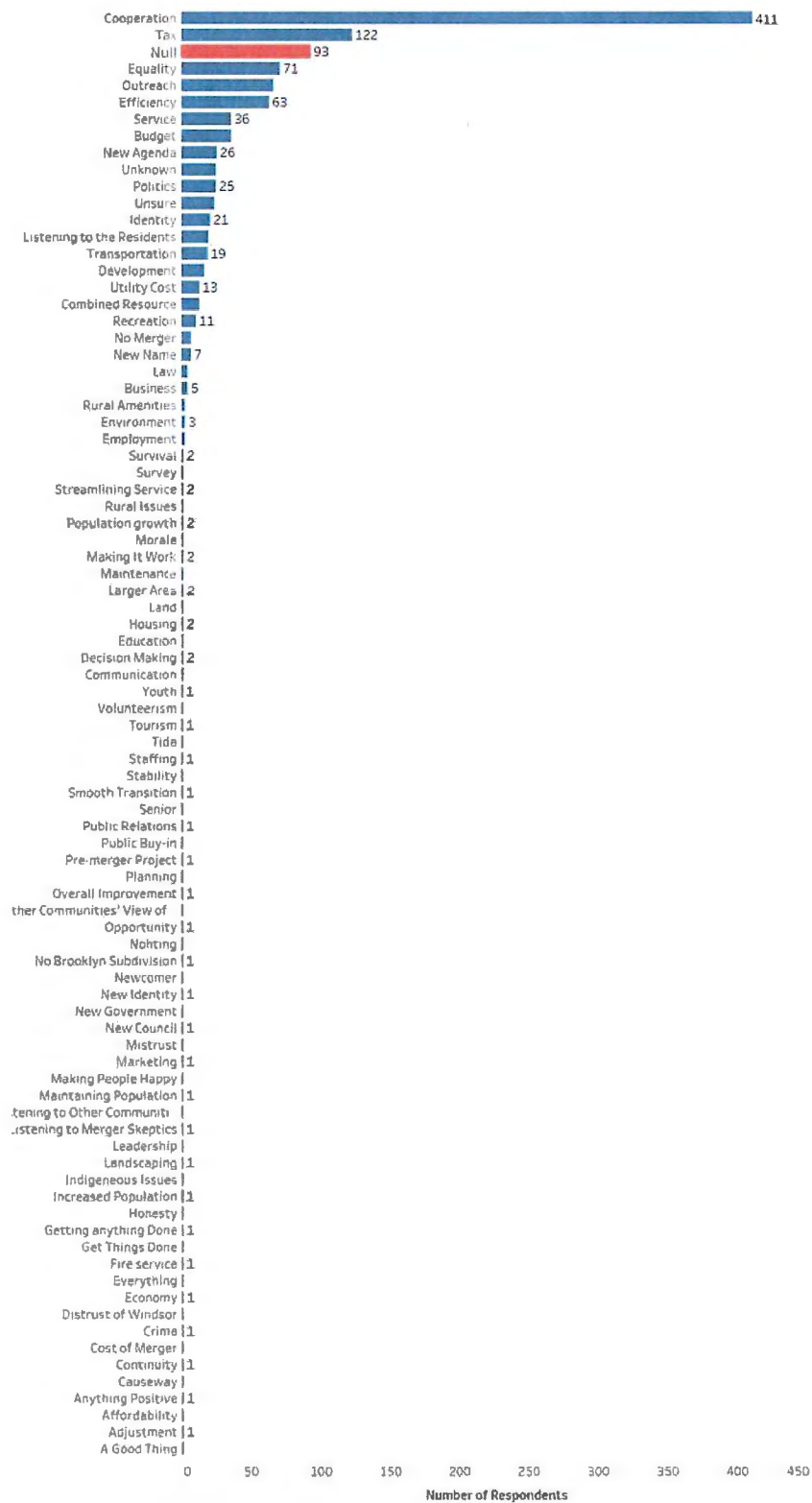


Figure 13: The full chart for the primary tags for the second questions.

Maintaining Tax	17	Bylaw	1	Less Politicians	1	Sewer Cost	1
Fair Tax	16	Bylaw Consolidation	1	Local Politics	1	Snow Removal	1
Reduced Tax	15	Change of Law	1	Mailing Residents	1	Snow Service	1
Streamlining Service	14	Cleaning up the Mess	1	Maintained Service	1	Something New	1
Increased Tax	12	Climate Change	1	Maintaining Staff	1	Sport Facility	1
Distribution of Resource	10	Cohesive Business Plan	1	Maintaining Staffing	1	Staff Organization	1
Streamlining	8	Combined Resource	1	Maintaining Tax for West Hants	1	Staffing	1
Better Politicians	7	Communicate Hantsport Improvement	1	Maintaining Utility Cost	1	Startup Cost	1
Cost Saving	7	Concern on Boundary	1	Misinformation	1	Stay on Budget	1
Better Road	5	Consistent Law	1	Missed Info	1	Streamlining Fire Service	1
Streamlining Government	5	Cost Growth	1	More Direct Democracy	1	Streamlining Service	1
The Crossing	5	Cost of Name Change	1	More People to Please	1	Streamlining Staff	1
Decision Making	4	Cost Sharing	1	New Budget	1	Streamlining Staffing	1
Overall Growth	4	Crime	1	New Jobs	1	Street Lights	1
Property Tax	4	Debt Sharing	1	New Tax Scheme	1	Summer Camp	1
Reduced Staffing	4	Developing the Most Efficient Infrastructure	1	No Benefits for West Hants	1	Tax Appropriate for Service	1
Rink	4	Distrust of Windsor Residents	1	No Cement Triangle	1	Tax Difference	1
Water Cost	4	Ditches	1	No Debt Sharing	1	Tax Not Just for Windsor	1
Better Staffing	3	Effective Spending for Windsor	1	No Dog Park	1	The People	1
Fire Service	3	Effective Use of Tax	1	No Input from Community	1	Traditional Council Debate	1
Affordable Tax	2	Efficient Communication	1	No Money for Unnecessary Things	1	Transition	1
Consistent Service	2	Efficient Government	1	No Windsor Debt Transfer	1	Transparency	1
Cost Control	2	Elimination of Corruption	1	No Windsor's Debt	1	Uninformed	1
Cost of Streamlining	2	Everyone Wants Their Own Way	1	Not Wasting Tax	1	Upset Tax Payer	1
Council	2	Expanded Service	1	Online Troll	1	Water Service	1
Debt	2	Expansion	1	Only Benefits for Windsor	1	Waterfront	1
Distribution of Fund	2	Expense Sharing	1	Paul Morton	1	West Hants Keeping Its Voice	1
Downtown Development	2	Fair Decision Making	1	Paying for Pre-merger Project	1	Windsor Shouldn't Upload Cost	1
Lower Tax in West Hants	2	Fair Distribution of Fund	1	People Don't Want to Lose Their Jobs	1	Windsor Taking Advantage	1
Maintaining Service	2	Fair Law	1	Please More People	1	Windsor Taking Advantage of West Hants	1
New Council	2	Fair Merger	1	Postal Service	1	Young Staff	1
Reduced Government	2	Fair Property Tax	1	Pot Holes	1		
Road	2	Fair Road Fixing	1	Preference for Wealthier Communities	1		
Rural Amenities	2	Fair Service	1	Redevelop the Textile Building	1		
Rural Internet	2	Fair Tax for West Hants	1	Redevelopment Vacant Lands into Parks	1		
Staff Reorganization	2	Fair Utility Cost	1	Reduced Fee	1		
Unified Political Voice	2	Fir Tax for West Hants	1	Reduced Staff Salary	1		
Addiction	1	Focused	1	Reduced Utility Cost	1		
Adequate Staffing	1	Handling Increased Budget	1	Reduced Volunteering	1		
Adult School	1	Hospital Exit	1	Representation	1		
Affordable Housing	1	Increased Land	1	Restraint on Spending	1		
Affordable Utility Cost	1	Increased Rural Cost	1	Rural Residents Used as Tax Base	1		
Allow Tide to Flow up Avon	1	Increased Utility Cost	1	Rural Service	1		
Attracting Business	1	Inform People of Area Rate	1	Rural Shopping	1		
Avoid Marginalization of Rural	1	Job Creation	1	Rural Support	1		
Balanced Budget	1	Keeping a Sense of Small Town	1	Same Challenge	1		
Better Planning	1	Keeping up with Growth	1	School Districts	1		
Better Service	1	Larger Tax Base	1	Server Error	1		
Budget for Transportation	1	Leadership	1	Service Equality	1		
Business Development	1	Leave Brooklyn Alone	1	Service Upgrade	1		

Table 2: The lists of the secondary tags for the second questions and their frequency. We used a table format instead, because of the difficulty of creating a visualization.

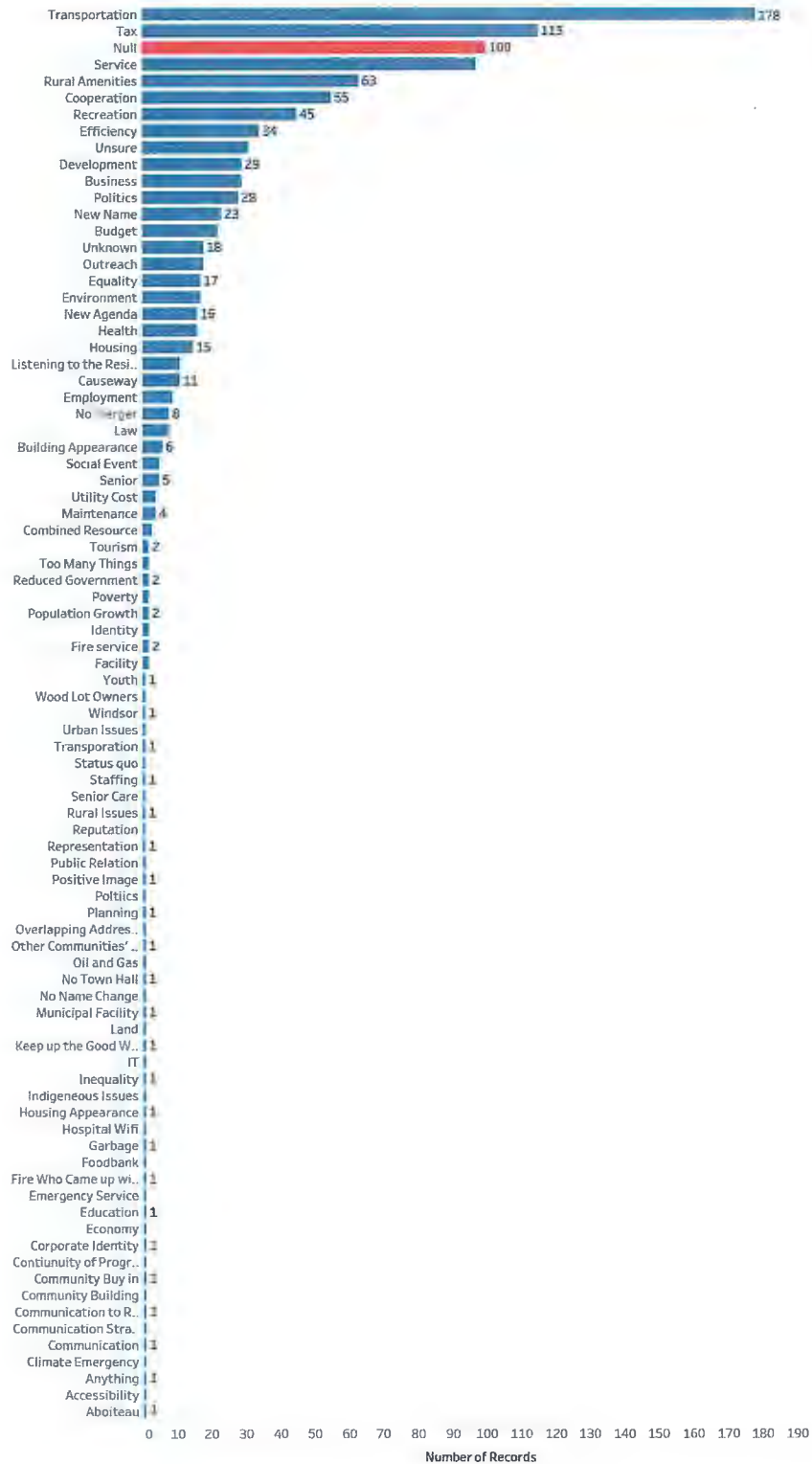


Figure 14: The full chart for the primary tags for the third question.

Accessibility	1	Bylaw Enforcement	2	Fire Hydrant	1	Loitering	1
Accessible Recreation	1	CAO Probation	1	Fire Service	58	Long-term Plan for Growth	1
Accountability	1	Change Management	1	Fire Station	1	Look for the Money Brooklyn Fire Station's ex-Chief Took	1
Active Living	1	Clean Water	1	Fiscal Prudence	1	Maintaining Road	1
Add Speedbump	1	Clearcutting	1	Fish Passage	1	Maintain Staffing	1
Add Walking Track to Rink	1	Climate Change	2	Fixing Dykes	1	Maintaining Road	1
Adequate Infrastructure Funding	1	Cole Drive Extension	1	Flooding	1	Maintaining Service	1
Adult Education	1	Combined Fire Service	1	Fork in Falmouth	1	Maintaining Tax	1
Affordable Business Rent	1	Community Centre	1	Future of Gypsum Mines	1	Maintaining Recreation	1
Affordable Housing	7	Competent Staff	1	Garbage Service	5	Medical Care	1
Affordable Tax	1	Concerns of Rushed Merger	1	General Rural Amenities	1	Mental Health	2
Affordable Utility Cost	2	Conflict of Interest	3	Getting Rid of Slum Areas of Windsor	1	Merger Party	1
Animal Keeping Law	1	Consistent Tax	1	Good Fire Service for Everyone	1	More Activities	1
Anti-smoking	1	Converting Rail to Trail	1	Green Bin Size	1	More Clinic	1
Attracting Business	19	Cost of Name Change	1	Growth Outside Windsor	1	More Extra-Curricular	1
Attracting Industry	1	Cost Saving	17	Gym	1	More General Rural Amenities	1
Autism	1	Debt	2	Gym for the Rink	1	More Public Facility	1
Bad Fire Service Decision	1	Decision Making	1	Highway	1	More Rainwater Ditch	1
Balanced Budget	1	Demolishing Buildings	1	Highway Doubling	1	More Recreation Facility	1
Best Staffing	1	Develop Grounds around Subway	1	Highway Twinning	2	More Rental	1
Better Emergency Response Time	1	Development of Industrial Park	1	Honesty	1	More Road Connection	1
Better Fire Coverage	9	Distribution of Cost	1	Hospital	1	More Senior Service	1
Better Fire Service	4	Distribution of Resource	1	Hospital Wifi	1	More Service	2
Better Fire Service Coverage	1	Doctor	4	Improved Service	1	More service based on tax	1
Better Housing for Low Income Family	1	Dog	1	Improving Public Image	1	More Shop	1
Better IT	1	Downtown Business	1	Increase Investment	1	More Staffing	1
Better Police	1	Downtown Development	2	Increased Tax	4	Naming People behind The Elected Official	1
Better Politicians	1	Downtown Parking	1	Indoor Pool	1	Natural Resource Development	1
Better recreation facility	1	Drugs	1	Industry	1	Nepotism	1
Better Road	18	Early Recall	1	Infrastructure	5	New Arena	2
Better Snow Plowing	1	Econom yof Scale	1	Information on New Structure	1	New Government	1
Better Staffing	1	Economic Development	6	Infrastructure	8	New House	1
Bike Lane	1	Ecotourism	1	Internet	2	New Municipal Building	1
Bike Route	1	Educating Politicians	1	Job Creation	6	New People	1
Bike Safety	1	Efficient Merger	1	Job Creation for Young Adults	1	New Recreation Facility	1
Bike Trail	3	Efficient Service	3	Job with Decent Rate of Pay	1	New Rink	3
Biking	1	Elimination of Border	1	Keeping Old Building Code	1	New Road	1
Boardwalk	1	Elimination of Fire Service	1	Lack of Business Opportunity	1	New Road Pavement	1
Border	1	Email the Residents on Merger Benefit	1	Lack of Service	1	New Tax Scheme	4
Bridge	1	Emergency Service	2	Lack of Support for Teens	1	No Debt Sharing	1
Budget Accountability	1	Environment	3	Lake	2	No Hockey Heritage on College Rd	1
Bulldoze Windsor Mall	1	Environmental Protection	1	Land Tax	1	No More Windsor Council	1
Bus to Windsor	1	Equality of Infrastructure Spending	1	Larger Tax Base	1	No Name Change	2
Business Developmeht	1	Equality of Service	1	Law Harmonization	1	No New Name	1
Business Development	6	ER Closure	1	Leadership	1	No New Tax for Rural	1
Business Growth	2	Evidence-Based Politics	1	Leave Brooklyn Alone	1	No Raise for Politicians	1
Business Promotion	1	Explanation of Tax	1	Limited Mobility	1	No Room to Expand	1
Business Stagnation in Windsor	1	Fair Tax	13	Line Painting	1	No Tax Increase	1
Business Tax	1	Fair Utility Cost	2	Littering	1	No Tax Increase for Rural Area	1
Bylaw	7	Festival	1	Local Business	1	No Tax Increase in West Hants	1

Table 3: The lists of the secondary tags for the third questions and their frequencies (Part I). We used a table format instead, because of the difficulty of creating a visualization.

Not Allowing a Few to Keep the Town from Prosperity	1	Road Emergency Service	1	Teen Activities	1
Old Council	1	Road in Windsor	1	Teleconferencing	1
Opening up the Water Passage	1	Road Maintenance	1	The Crossing	47
Optimal use of resource	1	Road Safety	1	Theft	1
Outdoor Gym	1	Route 14	1	Tongue Road	1
Outfitting fire service	1	Rural Amenities	1	Townhall on Merger	1
Overall Growth	11	Rural Cable	1	Traffic	1
Permanent Road Fix	1	Rural Cell Service	1	Traffic Bottlenecks	1
Pisiquid Trail	1	Rural Healthcare	1	Traffic Light	1
Police Service	4	Rural Hospital	1	Traffic Light at Wentworth and Payzant	1
Politicians	1	Rural Internet	62	Trail	2
Politicians Buying Land	1	Rural Road	1	Transparency	6
Politicians Not Buying Property	1	Safe Housing	2	Treat Agricultural Lands as Such	1
Politics for Everyone	1	Safe Neighbourhood	1	Trucks on Forestry Road	1
Pollution	1	Saving Business	1	Unified Political Voice	1
Pot Holes	5	Senior discount	1	Unsafe Drivers	1
Preserving Town Traditions	1	Senior Housing	3	Upgrade Fire Equipment	1
Prevent House from Sinking	1	Senior Pension	1	Upgrading Infrastructure	1
Prevent Urban Policy on Rural Area	1	Service Delivery	1	Utility Cost	1
Prevent Urban Policy on Rural Areas	1	Service Equality	1	Vacant Properties	1
Privatization	1	Sewer Service	10	Vandalism	1
Property Tax	11	Sewer Service on Wentworth Rd	2	Volunteer Fire Fighter	1
Proportional Electoral System	1	Shared Health Service	1	Wage Increases	1
Protect Agricultural Area from Urbanization	1	Shared Recreation	1	Waste Service	1
Protective Service	1	Shopping Incentive	1	Water clean up	1
Public Consultation	1	Should not Have Two Arenas	1	Water Cost	3
Public Transportation	7	Sidewalk	11	Water Issues	1
Rail to Trail	2	Small Business Aid	1	Water Quality	1
Recreation Areas	1	Smaller Council	1	Water Rate	1
Recreation for Children	2	Smooth Transition	1	Water Service	9
Recreation for Youth	1	Snow Service	3	Water Sevice	1
Recreation Opportunities	1	Soccer Stadium	1	Waterfront	2
Reduce Staffing	1	Social Event	1	Waterfront Development	1
Reduced Property Tax	1	Social Events	1	Weekend and Evening Activities	1
Reduced Red Tape	1	Splash Pad	1	Wentworth Drive	1
Reduced Staffing	1	Sport Facility	4	Wentworth Road	1
Reduced Tax	20	Stoplight at Empire Lane and Payzant Drive	1	Windsor Fire Service not Releasing Financial Statement	1
Reduced Tax for People outside Windsor	1	Store Closure	1	Windsor Tax	3
Reduced Urban Tax	1	Streamlined Budget	1	Windsor's Reputation	1
Reduced Utility Cost	1	Streamling Government	2	Year-Round Recreation	1
Reinstalling Dyke	1	Streamlining	8	Youth Activities	1
Removing Causeway	1	Street Parking	1	Youth Program	1
Representation	2	Summer Camp	1		
Restoring Avon River	1	Support Staff	1		
Revert Andy McDade's Decision	1	Sustainability	4		
Revert Name to Sam Slick	1	Sustainable Business	1		
Review Planning Strategy	1	Taking Care of Local Affairs	1		
Rink	4	Tax	3		
Road	55	Tax Clarity	1		
Road Connection	2	Tax Rumours	1		

Table 4: The lists of the secondary tags for the third questions and their frequencies (Part II).

Appendix B: List of New Names Suggested Less Than Five Times

Windsor	Frequency	West Hants	Frequency	Outside of the Region	Frequency
Allenville	1	Acadia on the Avon	1	Avon River	3
Avon River	3	Avalon	1	Avondale	1
Avon Valley	3	Avon District of Windsor West Hants	1	Camolot	1
Avondale	1	Avon Valley	2	Chrystal	1

Avonview	2	Avon West Hants	1	Eastern Valley	1
Best Hants	1	Avonside	2	Flood Cap	1
Greater Windsor	1	Better Together	1	Freedom	1
Greater Windsor/West Hants	1	Birthplace of Hockey	1	Hants	3
Hampshire	1	Chaos	1	Hants Windsor	1
Hants Avon	1	Chrystal Town	1	Hantsor	1
Hants County Recreation	1	Falmouth	1	Hantsport	1
Hants Southwest	1	Fort Edward	1	Hindsor	1
Happyville	1	Fundy	1	Mismanaged Town Stealing West Hants's Residents Money	1
New Windsor	1	Future	1	New West Hants	1
Partners for Change	1	Gateway	1	Rising	1
Pisiquid*	4	Greater Falmouth	1	Tidal Waters	1
Terra Avonia	1	Hants County	1	West Hants Windsor	1
Tidal River	1	Hants Tri	1	West Hants/Windsor	3
West Windsor	1	Hants Valley	1	West Windsor	2
Windsor West	1	Hants Windsor	3	Windsor Hants	2
WinWest	1	Hants/Windsor	1	Windsor West	2
		Hantsor	1	Windsthan	1
		Hell on Earth	1	Ww	1
		Key West	1		
		Larger Community of Choice	1		
		Manchester	1		
		Newport	1		
		Pisiquid*	1		
		Pockets	1		
		RH Lowthers	1		
		Rising Tides	2		
		Shit on Stick	1		
		Something Aboriginal**	1		
		Stick to West	1		
		Three Rivers	1		
		Tidal Bay	1		
		Tidal Flow	1		
		Troyville	1		
		Urban Hants Windsor	1		
		Valley Gateway	1		
		Washmyhants	1		
		Water	1		
		Welfare	1		
		West Hants Avon	2		
		West Hants United	1		
		West Wind	1		
		Westwind	1		
		Windsor Hants	4		
		Windsor Junction	1		
		Windsor Plains	1		
		Windsor West Hants Hantsport	1		
		Windsor-Hants West	1		

		Windsor-Hantsport-West Hants	1		
		Windsor/Hants	2		
		Windy Hants	1		
		Winwest	1		
		Worth a Try	1		
		Wural	1		
		WWH***	1		

* Not all respondents provided the name "Pisiquid." Some provided variant spellings such as "Pezaquid." We treated the variants as the same name.

** The respondent indicated that the new name should be aboriginal. However, they did not indicate any specific name.

*** The respondent insisted that WWH is not an abbreviation. It should be the actual name.

Table 5: The list of all proposed names and their frequencies.

Mayor Abe Zabian

After watching the special meeting of the Committee of the Whole, there are a few things I am wondering about regarding the building of a new Fire Department in Hantsport. It is my understanding that there was a working group set up within the Municipality of West Hants to look at this undertaking. Deputy Mayor/Councillor for Hantsport, Paul Morton, does not appear to have been a member on this working group and my question is why? Councillor Morton represents the residents of Hantsport. I am curious as to who set the working group up and who does it consist of and to who is the working group responsible to?

I realize that the Hantsport Fire Department have had input and rightly so, as that is where the expertise is. The residents of Hantsport also have a stake in this as taxpayers and I would have thought there would have been some consultation with them. Perhaps this may happen at a later date but is important to keep everyone up to date. I have heard that the Hantsport Food Bank will be required to move, as the current location may be demolished and also the Fire Hall. I believe that there has been one meeting with the Food Bank for options but that is all. The current board of directors unfortunately, have not been able to discuss this as a group due to Covid-19. It was stated at the COW that other building options are a possibility but where is this in Hantsport?.

It was brought up at the COW by Deputy Mayor Morton that there had not been any discussion of a warming centre for Hantsport and had not been considered in this proposal. There is not any building in Hantsport large enough to support a warming centre for any emergency or any meetings with the residents. The churches are not set up for this. HMCC is too small, as is the current municipal building on Main Street and the other municipal building on Founders Field is not large enough either.

The CAO stated there are other locations in Hantsport for a warming centre or community space but realistically there is not. The only vacant building large enough is the old Union Hall and that is privately owned. I would have thought this would have come into the conversation from the working group. Talk around a space in the new fire hall for public use was discussed but not a good recommendation from the CAO and was not included in the initial plans. The councillors had a discussion around \$20K to be set aside to add a room in the new Fire Hall but perhaps not a good mix .

In actuality a warming centre would cover from West Brooklyn through to Falmouth and not just Hantsport. When all is said and done it must be remembered that tax payers money is paying for this. As you can see I have had some questions regarding this and therefore the reason for this letter to you.

Bill Preston



**REGION OF WINDSOR AND WEST HANTS MUNICIPALITY
AGENDA REQUEST FORM**

Name:	Mayor Abraham Zebian		
Date:	July 23, 2020	Date Submitted to CAO:	July 23, 2020

Request– Initial – to be completed by Council Member

Detail	Various community members have been meeting informally as an extension of the Black Lives Matter marches to find ways to work towards positive change, embrace diversity, end racism, and seek ways to ensure inclusion. Members have included individuals from all three levels of government, RCMP, citizens, and the Community Health Board (to name a few). There is more that can be done and hopefully resources that can be tapped in to so establishing a formal Committee of Council would be a great first step.				
Decision Requested:	...that a Diversity & Inclusion Committee of Council be established and staff be directed to draft a Terms of Reference for consideration.				
Background: What? Who? How? When?	Property ☐	Public Opinion ☒	Environment ☐	Social ☒	Economic ☐
Strategic Implication: with Dashboard	Current ☒	Short Term ☒	Long Term ☒		

Budget:	Yes ☐ No ☒	Policy: MGA section Section 24 - Standing, special and advisory committees	Yes ☒ No ☐
Desired Outcome:	To establish a Diversity & Inclusion Committee of Council		
Recommendation:	Report/Document: Attached ☐ Available ☐ Nil ☒ ...that a Diversity & Inclusion Committee of Council be established and staff be directed to draft a Terms of Reference for consideration.		

Request for Decision – CAO Initial Review

Detail	Synopsis
Department: select all that apply	Governance/Legislative ☒ Protective Services ☒ Administration ☒ Planning ☒ Engineering Public Works ☒ Parks and Recreation ☒ Finance ☒ Economic Development ☒
Decision Requested:	Operational Matter ☒ Decision of Council Required ☒ Policy Change ☒ Other ☐ ...that a Diversity & Inclusion Committee of Council be established and staff be directed to draft a Terms of Reference for consideration.
Background:	Noted above in the "Detail" section
Budget:	N/A

Staff Workload:	There is adequate staff support to create the terms of reference and to support the ongoing activities of the committee if approved by Council.
Policy:	Broader modernization of governance and operating policies is ongoing. Through the creation of the ToR for the committee as well as the work of the committee, our policies will be further improved.
Response Options:	1. Comply with the request and create the committee. 2. Endorse the current activities of the working group independent from a formal committee of Council.
Preferred Strategy:	1. Endorse the requested action. Staff will create the terms of reference and report to the Council for approval.
CAO Comments:	I fully endorse the requested action.