

**AGENDA**  
**POLICY & STRATEGY COMMITTEE MEETING**

Bridgewater, NS

Tuesday, September 18, 2018 - 9:00 a.m.

Time & Page

1. CALL TO ORDER
2. ANNOUNCEMENTS, ACKNOWLEDGEMENTS, RECOGNITION
3. PUBLIC INPUT (15 Minutes)
4. APPROVAL OF AGENDA – Added Items
5. APPROVAL OF MINUTES – July 17, 2018 (as circulated)
6. BUSINESS ARISING FROM MINUTES – NIL
7. PRESENTATIONS
8. STAFF REPORTS
  - 8.1 Administration Department
    - 8.1.1 Proposed Amendment to Policy MDL-59 Smoke Free ..... 1-5  
Outdoor Spaces
    - 8.1.2 Disaster Mitigation & Adaptation Fund – Town of Shelburne .....6
    - 8.1.3 NSFM Interim Report on 2018 Resolutions ..... 7-47
  - 8.2 Recreation Department
    - 8.2.1 Elite Athlete Travel Grant Request – Daniella Kozera.....48
9. MAYOR’S/DEPUTY MAYOR’S/COUNCILLORS’ MATTERS:
  - 9.1 Municipal Council Resolution on Offshore Drilling (Councillor Ernst) ..... 49-50
  - 9.2 *Outside Magazine* – Cape LaHave Article (Councillor Ernst) ..... 51-52
10. ADDED ITEMS
11. IN CAMERA
12. NEXT MEETING – October 16, 2018 – 9:00 A.M.
13. ADJOURNMENT



# Municipality of the District of Lunenburg

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## REQUEST FOR DECISION

**REPORT TO:** Policy & Strategy Committee  
**SUBMITTED BY:** Sherry Conrad, Municipal Clerk  
**DATE:** September 4, 2018  
**RE:** Proposed Amendments to Policy MDL-59 Smoke Free Outdoor Spaces

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### RECOMMENDATION

"that the Policy & Strategy Committee recommends to Council that Municipal Council approves the proposed amendments to Policy MDL-59 Smoke Free Outdoor Spaces, as presented; and, hereby gives seven (7) days' notice of its intention to approve the proposed amendments to Policy MDL-59 at the September 25, 2018 Council meeting".

### EXECUTIVE SUMMARY

Municipal Council, at the July 24, 2018 Council meeting, directed staff to amend Policy MDL-59 Smoke Free Places to include the restriction of the use of cannabis, that staff monitor the use of cannabis through complaints by the public to determine if further steps to by-law enforcement are necessary, and to review / enact relevant human resource policies to address substance use in the workplace.

Staff has prepared proposed amendments to Policy MDL-59 for Council's consideration.

### DISCUSSION

The proposed amendments are as follows:

- Section 1 specifies the title of the Policy, therefore, the text identifying what the Policy applies to is being deleted and included under Section 2.
- Section 2 specifies the purpose of the Policy. Text was added to identify that the purpose of the Policy is to keep outdoor spaces on property owned and/or operated by the District of Lunenburg smoke free; to include the definition of smoke as defined in the *Smoke-free Places Act*; and to include a list of the substances that are prohibited to be smoked and the smoking devices that are to be used.

**BUDGET IMPLICATIONS**

N/A

**STRATEGIC PLAN**

N/A

**WORK PLAN**

N/A

**ALTERNATIVES**

- 1. Do not amend Policy
- 2. Repeal Policy and develop By-law

**CONCLUSION**

The proposed amendments are required to adhere to Council's direction to amend the Policy to restrict the use of cannabis on municipal property. If Council wishes to take a stronger position with regard to the enforcement of the restriction, a by-law will be required and a By-law Officer designated to enforce the by-law.

Department: Administration

Report Prepared By: Sherry Conrad

Date Sept. 4, 2018

Report Approved By: Trudy Payne

Date Sept. 6, 2018

Reviewed By CAO: Kevin Malloy

Date Sept. 7, 2018

**Municipality of the District of Lunenburg  
POLICY**

<b>Title:</b> Smoke Free Outdoor Spaces	
<b>Policy No.</b> MDL-59	
<b>Effective Date:</b> July 10, 2012	<b>Amended Date:</b>

**1.0 Title**

This policy is entitled “Smoke Free Outdoor Spaces” ~~and applies to outdoor spaces on property owned and/or operated by the District of Lunenburg.~~

**2.0 Purpose**

The purpose of this Policy is to keep outdoor spaces on property owned and/or operated by the District of Lunenburg smoke free. Smoke as defined in the *Smoke-free Places Act* means “smoke, inhale or exhale smoke, from burn, carry, hold or otherwise have control over a lit or heated cigarette, cigar, pipe, water pipe, electronic cigarette or other device that burns or heats tobacco or another substance that is intended to be smoked or inhaled”.

This policy prohibits smoking and is to provide guidance regarding implementation and positive messaging around discouraging the smoking of cigarettes, cigars, pipes, electronic smoking devices or equipment, other weeds and substances (including cannabis), and water pipes in outdoor spaces on property owned and/or operated by the District of Lunenburg. This includes municipal parks, trails, beaches, and any other Municipal outdoor site used by the general public.

**3.0 Overview**

The Municipality of the District of Lunenburg provides a number outdoor spaces and parks for residents and visitors to enjoy outdoor recreational pursuits. The Municipality also values health and wellness and recognizes the importance of helping to promote the health, well-being and safety of its residents, through positive messaging, education and other initiatives.

Under the Provincial *Smoke-free Places Act*, 2002, c. 12, s. 1., smoking is prohibited in a number of areas including:

- inside public buildings or work spaces;
- outdoor restaurant, bar and lounge patios;
- within 4 m of a building entrance, exit, window or air intake;
- inside a vehicle with children under the age of 19 present;
- on school grounds or in nursing homes.

**4.0 Intent**

The intent of this policy is to:

- a) Promote to the public, through positive messaging, the value of having smoke-free outdoor spaces using signage, brochures and other communication methods. Compliance would be primarily self-enforced.
- b) Ensure that signage is posted in areas such as parks, playgrounds, trail heads, sport fields and open spaces which are owned by the Municipality of the District of Lunenburg.
- c) Place emphasis on locations/facilities where youth are active participants and where people gather or congregate.
- d) Guide Senior Management and Council in their efforts to determine staff level duties and responsibilities for promotion, education and implementation of the smoke free policy in parks, open spaces and other municipally owned outdoor spaces.
- e) Identify in the annual Municipal budget an amount to be allocated for promotion and education towards non-smoking initiatives in outdoor recreation spaces.
- f) Provide an opportunity for discussion, education and cooperation with Municipal staff who smoke.

#### **5.0 Municipal Areas Included in the Policy**

- (a) a park on Municipal property or property the Municipality is licensed to maintain;
- (b) a playground on Municipal property;
- (c) an outdoor recreational facility on Municipal property, including but not limited to a sports field, grandstand, seating area or bleacher;
- (d) the grounds of a Municipal building;
- (e) the grounds of an event on Municipal property that is open to the public, including but not limited to a festival, market or concert;
- (f) a cemetery on municipal property; and,
- (g) a trail or path on municipal property or property the municipality is licensed to maintain.

**Clerk's Annotation for Official Policy Book**

Date of Adoption: July 10, 2012  
Date of Notice to Council Members: July 3, 2012  
of Intent to Consider Amendments:

Effective Date of Amendments:

I certify that this "*Smoke Free Outdoor Spaces*" Policy MDL-59 was adopted by Council as indicated above.

\_\_\_\_\_  
April Whynot-Lohnes, Municipal Clerk

\_\_\_\_\_  
Date



Municipality of Lunenburg

JUN 18 2018

RECEIVED

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Shelburne, N.S.  
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[www.town.shelburne.ns.ca](http://www.town.shelburne.ns.ca)

June 7<sup>th</sup>, 2018

Town of Amherst  
Town of Annapolis Royal  
Town of Antigonish  
Town of Berwick  
Town of Bridgewater  
Town of Clark's Harbour  
Town of Digby  
Town of Kentville  
Town of Lockeport  
Town of Lunenburg  
District of Chester  
District of Digby  
District of West Hants

Town of Mahone Bay  
Town of Middleton  
Town of Mulgrave  
Town of New Glasgow  
Town of Oxford  
Town of Pictou  
Town of Port Hawkesbury  
Town of Stellarton  
Town of Stewiacke  
District of Yarmouth  
District of Clare  
District of Guysborough

County of Inverness  
County of Kings  
District of Lunenburg  
County of Pictou  
Region of Queens Municipality  
County of Richmond  
District of Shelburne  
District of St. Mary's  
County of Victoria  
Town of Trenton  
County of Colchester  
Halifax Regional Municipality

Town of Truro  
Town of Westville  
Town of Windsor  
Town of Wolfville  
Town of Yarmouth  
County of Annapolis  
County of Antigonish  
District of Argyle  
District of Barrington  
Cape Breton RM  
County of Cumberland  
District of East Hants

Dear Municipal Units of Nova Scotia,

The Government of Canada has recently launched a new Disaster Mitigation and Adaptation Fund to help reduce the impacts of climate change and better protect Canadians against natural disasters. This 10-year national program will invest \$2 billion in projects and will support large-scale infrastructure projects with a minimum cost of \$20 million.

The Town of Shelburne has experienced the effects of storm surges along our coastline and proposes that Nova Scotia municipalities take advantage of this program to implement a regional solution. The Town Council is reaching out to other municipal units across Nova Scotia to hear what issues and potential solutions are common across the province in hopes of taking advantage of this funding opportunity.

If you have interest in this discussion, please reply to the Town Clerk, Julie Ferguson, at [clerk@town.shelburne.ns.ca](mailto:clerk@town.shelburne.ns.ca).

Sincerely,

Karen Mattatall  
Mayor, Town of Shelburne

CC: Ahmad Shahwan, Betty MacDonald



## Municipality of the District of Lunenburg

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210 Aberdeen Road Bridgewater Nova Scotia Canada B4V 4G8  
Phone: 902-543-8181 / Fax: 902-543-7123 / Web Site: [www.modl.ca](http://www.modl.ca)

### MEMORANDUM

TO: Chairman and Members  
Policy & Strategy Committee

FROM: Sherry Conrad  
Municipal Clerk

DATE: September 11, 2018

RE: **NSFM Interim Report on 2018 Resolutions – Feedback Requested**

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Attached is a copy of the Nova Scotia Federation of Municipalities' (NSFM) Interim Report on the 2018 Resolutions. NSFM has arranged several meetings throughout the Province to discuss the resolutions and provide Councillors with an opportunity to provide feedback.

As some Councillors may not be able to attend one of these sessions, this report is put on the agenda to provide Councillors with an opportunity to provide their feedback on the resolutions. The feedback received will be submitted to NSFM.

For information, in April 2018, UNSM asked municipalities to provide their Council's five priorities in addition to the five submitted by UNSM. The resolutions were discussed at the Spring UNSM Conference. The five priorities submitted by MODL were:

- Straight Pipes / Septic Systems – Provincial HST rebate and confirmation of functioning septic system at point of sale
- Surplus Schools
- Code of Conduct Issues
- Lyme Disease
- Economic Development

Staff is looking for feedback from Councillors on the resolutions.

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Sherry Conrad

/sac  
Attachment



## Sherry Conrad

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**From:** Tina Robichaud-Bond  
**Sent:** September 10, 2018 12:25 PM  
**To:** MODL - Councillors  
**Cc:** Trudy Payne; Sherry Conrad; Elana Wentzell  
**Subject:** FW: INTERIM REPORT ON 2018 RESOLUTIONS--Action Required: Feedback Requested  
**Attachments:** INTERIM RESOLUTIONS REPORT 2018--Final.pdf

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**From:** NSFM Info <Info@nsfm.ca>  
**Sent:** September 7, 2018 3:38 PM  
**To:** Tracy Verbeke <TVerbeke@nsfm.ca>  
**Subject:** INTERIM REPORT ON 2018 RESOLUTIONS--Action Required: Feedback Requested

**TO:** Mayors/Wardens, Councillors, All Units

**CC:** Chief Administrative Officers/Clerk-Treasurers, All Units

**FR:** Betty MacDonald, Executive Director

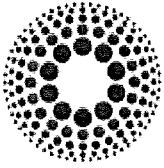
**RE:** INTERIM REPORT ON 2018 RESOLUTIONS—FEEDBACK REQUESTED

As many of you will recall, Councils were asked to provide feedback on top priorities last spring. These, along with the issues raised at regional and caucus meetings, led to a list of topics to be considered for possible resolutions in 2018. Over the summer, work was undertaken to explore these issues and to identify possible actions. As well, the NSFM Board has reviewed the status of the 2017 resolutions, and identified further actions. The result is a proposed list of 10 resolutions dealing with: municipal funding; roads; CAP; municipal modernization; cannabis; extended producer responsibility (EPR), municipal responsibilities; policing; surplus schools and sustainability and Infrastructure funding support. The Board also has identified Code of Conduct as a top priority for NSFM to lead now, rather than wait for resolutions. Information on the remaining issues is also contained in the report.

### Next Steps:

- Members are asked to review the Interim Resolution Report and provide feedback, either written or through attendance at one of the three meetings planned for discussion. These meetings are scheduled as follows:
  - September 21, 2018, 9:30 – 12:00, Holiday Inn, Truro
  - September 24, 2018, 9:30 – 12:00, Old Orchard Inn, Kings County
  - October 1, 2018, Conference Room, Civic Centre, Port Hawkesbury, 1:00 – 3:30
- Feedback will be summarized and presented to the NSFM Executive. NSFM Executive will incorporate as appropriate.
- Final draft of resolutions will be sent to members in advance of the Fall Conference.
- If there are more than five resolutions proposed, the membership will be asked to vote on their top resolutions during the caucus meetings being held Wednesday, November 7<sup>th</sup>, from 1:45 – 4:15.
- The top five resolutions will be presented to the membership for consideration and vote on Thursday, November 8, at 9:30.

Betty MacDonald  
Executive Director  
Nova Scotia Federation of Municipalities  
(formerly UNSM)  
1809 Barrington St., Suite 1304  
Halifax, NS B3J 3K8  
(902) 423-3423  
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**NOVA SCOTIA  
FEDERATION OF  
MUNICIPALITIES**

Phone: (902) 423-8331  
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[www.nsfm.ca](http://www.nsfm.ca)

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**PLEASE NOTE: If you do not want to receive communications from NSFAM, please e-mail Tracy Verbeke at [tverbeke@nsfm.ca](mailto:tverbeke@nsfm.ca), and you will be removed from the mailing list.**



NOVA SCOTIA  
FEDERATION OF  
MUNICIPALITIES

# INTERIM RESOLUTIONS REPORT

September 7, 2018

## Feedback Welcome

Deadline for written feedback: September 30, 2018

### **Meetings to discuss Resolutions:**

September 21, 2018, 9:30 – 12:00, Holiday Inn, Truro

September 24, 2018, 9:30 – 12:00, Old Orchard Inn, Kings County

October 1, 2018, Conference Room, Civic Centre, Port Hawkesbury, 1:00 – 3:30

## Table of Contents

TITLE	PAGE #
Introduction	3
Summary Table of Resolution Responses	5
Proposed Resolutions for 2018	
1. Municipal Funding	6
2. Roads	8
3. CAP	9
4. Municipal Modernization	10
5. Cannabis	11
6. Extended Producer Responsibility	16
7. Municipal Responsibilities	20
8. Policing	22
9. Surplus Schools	25
10. Sustainability	28
Issues to be led by NSFM	
11. Code of Conduct	30
Issues to be Monitored	
12. Internet and Connectivity	33
13. Doctor Recruitment	33
14. Housing	34
15. Immigration	35
16. Libraries	37

## INTRODUCTION

Resolutions are a means to convey matters of importance. They are passed by majority vote at our annual conference and serve as notice to other levels of government that specific matters need to be addressed. Only those resolutions of the highest priority to NSFM members are adopted each year, providing a very clear signal of the importance of these issues.

NSFM's resolution policy ensures resolutions are on matters that would make a difference to most Nova Scotian municipalities. Last winter and spring, regional and caucus meetings were held across the Province. Participants suggested possible resolutions. Councils were also invited to submit priorities for NSFM to focus on. There were several overlaps, and the most frequently mentioned issues were presented at the NSFM spring workshop as the ones to be considered as possible new resolutions.

Generating potential resolutions involves research and analysis to identify an issue, describe how that issue is impacting municipalities, provide multiple options to address the issue, and present a recommended solution in the form of a resolution. Over the summer, NSFM staff worked with others to research the various topics. This interim document provides the information gained and suggests possible actions, not all of which lead to resolutions.

As well, the Board has reviewed the progress of the five resolutions from 2017. In some cases, the Board felt progress was enough, and work can continue as planned to address the resolution. In other cases, the Board felt there was a need to propose an additional resolution to achieve progress. These resolutions are also included in this package.

Three resolution meetings are being scheduled over the next month. They are intended to get further feedback from the membership and will take place across Nova Scotia. As well written feedback should be sent to [info@nsfm.ca](mailto:info@nsfm.ca) by September 30, 2018.

Key questions to consider for each resolution:

- Is this of major importance to municipalities?
- Is the issue correctly identified?
- Is there information missing in the discussion?
- Is there something inaccurate or wrong in the analysis?
- Do the proposed actions make sense?
- Is there a major issue missing?

Feedback from the three sessions and any written comments will be presented to the NSFM Executive, who will make recommendations for resolutions to be brought to the membership at the annual conference. Should more than five resolutions to the Province be proposed, there

will be a process for the membership to select their top resolutions at the caucus meetings during the AGM in November.

For those proposed resolutions which do not go forward, NSFAM will identify the issue as a Statement of Municipal Concern to the respective Minister. Last year a number of these issues led to helpful discussions with the province and in several cases, agreement to work together to help resolve the issue. The Statement of Municipal Concern does raise awareness of the issue.

A summary table of recommended resolution responses follows. Ten resolutions are proposed: three are follow-up resolutions from the 2017 list. One requires leadership from NSFAM to work with municipalities to do as much as we can in the short term to address the issue. Work is being undertaken in five more areas and it is recommended this work continue – should progress not be achieved, new resolutions or strategies could be developed over the coming year.

**Next Steps:**

- Members are asked to review the Interim Resolution Report and provide feedback, either written or through attendance at one of the three meetings planned for discussion. These meetings are scheduled as follows:
  - September 21, 2018, 9:30 – 12:00, Holiday Inn, Truro
  - September 24, 2018, 9:30 – 12:00, Old Orchard Inn, Kings County
  - October 1, 2018, Conference Room, Civic Centre, Port Hawkesbury, 1:00 – 3:30
- Feedback will be summarized and presented to the NSFAM Executive. NSFAM Executive will incorporate as appropriate.
- Final draft of resolutions will be sent to members in advance of the Fall Conference.
- If there are more than five resolutions proposed, the membership will be asked to vote on their top resolutions during the caucus meetings being held Wednesday, November 7<sup>th</sup>, from 1:45 – 4:15.
- The top five resolutions will be presented to the membership for consideration and vote on Thursday, November 8, at 9:30.

<b>Possible Resolution for 2018</b>	<b>NSFM Commitment to Lead</b>	<b>Issues to Monitor</b>
<b>Municipal Funding:</b> following on 2017, specific requests re: mandatory education, operating grant, funding for accessibility.	<b>Code of Conduct:</b> develop a model code of conduct, complaint process, propose sanctions for legislation.	<b>Internet and Connectivity:</b> work with Develop NS, following workshop in October
<b>Roads:</b> continue to work with TIR and DMA to address road issues but ask the province to increase its funding of roads beginning in 2019		<b>Doctor Recruitment:</b> to continue to work with the NS Health Authority and municipalities to facilitate recruitment efforts
<b>CAP:</b> request pilot program		
<b>Municipal Modernization:</b> ask the province to continue to work with municipalities to develop and support municipalities willing to work together		<b>Housing:</b> continue to work with Housing Nova Scotia, Dept. of Seniors and DMA to help municipalities find solutions
<b>Cannabis:</b> ask the province for funding to share revenue from cannabis, and to classify land used to grow cannabis outdoors as commercial		<b>Immigration:</b> work with the province to better understand the issue
<b>EPR:</b> request the province implement extended producer responsibility for printed paper and packaging		<b>Libraries:</b> monitor success of LBANS in addressing the funding formula and financial assistance from the province for libraries
<b>Municipal Responsibilities:</b> ask the province to work with NSFM to address concerns around the sustainability of relying on property taxes to pay for services		
<b>Policing:</b> request arbitration legislation to reflect ability of the average homeowner to pay		
<b>Surplus Schools:</b> request confirmation of right of first refusal, provincial funding for environmental clean-up, and funding to assist in demolition		
<b>Sustainability and Infrastructure funding support:</b> request provincial and		

municipalities to cost share a resource		
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## Proposed Resolutions for 2018

### 1. Municipal Funding – 2017 Resolution

**Current Progress:**

The 2017 resolution pointed out the fact the formula and funding under the provincial equalization program (operating grant) had been frozen while a new formula was to be developed. The Partnership Framework signed in 2018 includes a commitment to work collaboratively to address the municipal equalization and provincial grant program. While NSFM continues to take every opportunity to raise this issue with the Minister, the Department of Municipal Affairs is presently undertaking its own work to explore the issue. NSFM recognizes there is a significant challenge if no new monies are allocated to the operating grant program – otherwise any changes would simply move funds from one municipality to another. In the meantime, despite increasing cost pressures the equalization grant has been frozen. While this work needs to continue, immediate financial relief is needed.

**Consideration for 2018 Resolutions:**

Municipalities continue to face increasing cost pressures, many of which are downloaded to them from the Province. Resolutions dealing with cannabis and surplus schools have a significant financial element. In the absence of a new operating grant program, and in the absence of new municipal revenues, a new resolution for 2018 could be put forward, with the aim of bringing some financial relief to property owners. The resolution recommended is focussed on three areas: mandatory education, the level of funding in the equalization program; and the need to help municipalities comply with provincial accessibility legislation.

The issue of mandatory education payments must be addressed. Last year over \$240 million was collected from municipalities through property tax, about 20 per cent of the property taxes collected. The amount increases each year as assessments rise, and there is some evidence to show the share of education costs paid for by property taxes has been increasing over time (this is difficult to determine with certainty, as provincial budget numbers do not break down these details—a change in this reporting which included these details would be useful and appreciated, as well as the data for these figures for past years). For many municipalities, mandatory education payments are one of the top three expenses in the municipal budget.

Education is a provincial responsibility and municipalities have no say in how these payments are spread. While the province has not changed the formula for determining mandatory education payments, payments have continued to rise as it is based on assessments. Furthermore, when taxpayers default on their property taxes, their share of the mandatory



education payments should not be allocated to other property tax payers in the municipality – this should instead be absorbed by the Province. The resolution requests mandatory education payments be frozen at 2017 levels for each municipality, and where taxpayers default on their property taxes, the portion related to mandatory education should be deducted from the amount assigned to the municipality.

The equalization program (operating grant) is intended to help municipalities provide services at a reasonable tax burden. The funding sources for the equalization program come from the NSPI payment in lieu of taxes and from the province. The portion coming from NSPI increases each year. As the total funding in the program has been frozen, the amount coming from provincial sources has been decreasing. At the very least, the amount in the program from the province should be increasing by the consumer price index.

Provincial legislation on accessibility requires municipalities to establish advisory committees and develop plans to ensure their communities are accessible by 2030. The legislation covers the built environment and includes information as well as other areas that may impact municipalities. The new federal infrastructure program does not appear to include projects to renovate existing facilities to become accessible, unless it is part of a bigger project. Provincial funding to date has been quite limited. Costs will not only be incurred with respect to built assets but could also involve website changes and changes at public meetings to ensure the information can be shared with all persons with disabilities. Municipalities want to comply with the legislation, however costs will become an issue. Financial assistance from the province to support their legislation is needed.

### **Municipal Funding Resolution**

**WHEREAS** municipal costs are rising due to factors out of their control, and provincial financial support has not kept pace;

**WHEREAS** property taxes are being used to fund provincial priorities;

**THEREFORE** be it resolved the Province of Nova Scotia freeze mandatory education payments for each municipality at 2017 levels;

**THEREFORE** be it resolved the Province of Nova Scotia increase its funding to the municipal equalization program by the CPI beginning in 2019; and

**THEREFORE** be it resolved the Province of Nova Scotia cost share 50/50 in municipal projects required to comply with the Accessibility Act, if those projects do not receive other funding, beginning in 2019.

## 2. Roads – 2017 Resolution

### Current Progress:

The Partnership Framework committed the Province to work with municipalities to identify options for an appropriate road network throughout Nova Scotia, supporting safety, economic development and continued viability of communities. To this end, a joint committee is being struck with the Department of Transportation and Infrastructure Renewal (TIR) and will begin work in September.

This committee will begin with a review of the current service exchange agreement as well as the agreements between individual municipalities and TIR. It is expected that the key outcome of reviewing these agreements will be a proposal for a new agreement. This new proposed agreement will clarify the ambiguities identified in the old service exchange agreement during the 2017 resolution process and should lay out a plan for addressing road issues.

It is intended that the work of the committee will result in a long-term program that will address municipal issues around roads and transportation. It will assess the issues to determine which should be addressed in the short term and long term, and identify necessary actions and resources required to address the issues. It will develop recommendations based on research and consultation with municipalities. It is intended this committee will be an ongoing forum to discuss the many issues related to roads and transportation.

### Consideration for 2018 Resolutions:

Immediate relief for roads is required in 2019 or before. A resolution to request that the Province increase funding for roads should be put forward. It should also ask for additional funding for J-class roads.

While Towns receive \$50,000 under the equalization program in recognition of the provincial arterial roads within their boundaries, this figure has not increased for some time and should be reviewed to ensure there is equitable cost-sharing for these roads.

### Road Funding Resolution:

**WHEREAS** the Service Exchange Agreement gave responsibility to the province to maintain J-class roads, and

**WHEREAS** the provincial transportation budget for J-class roads has not increased for many years, and is insufficient to address the deteriorating condition of these roads; and

**WHEREAS** towns are paying the maintenance costs of provincial arterial roads within their borders; and

**THEREFORE** be it resolved the Province of Nova Scotia increase its transportation budget for J- class roads in the 2019 Budget or before; and

**THEREFORE** be it resolved the province increase the amount of funding given to towns, in the 2019 Budget or before, in recognition of provincial roads within their boundaries, and to undertake a review of this funding to ensure it is equitable; and

**THEREFORE** be it resolved that the joint Provincial-municipal committee on roads develop a proposed new agreement and plan by the end of June 2019.

### **3. Capped Assessment Program (CAP) – 2017 Resolution**

#### **Current Progress:**

The CAP is a significant issue for municipalities as it unfairly distorts the property tax system. For every dollar one person might save, another person pays, and evidence shows the people who need assistance the most are not the ones receiving it.

While the Partnership Framework signed in 2018 includes a commitment to review issues and make recommendations on proposed solutions, there has been no commitment to establish a joint municipal/provincial committee to identify and address the CAP issue. The Province is looking to municipalities to raise the CAP issue with their residents. NSFAM is committed to working with municipalities to increase their education efforts on this issue.

Municipalities recognize any solution will need to support low income property owners and protect against significant increases in assessment.

The Real Estate Association, along with the NS Home Builders Association, the Atlantic Mortgage Brokers Association, the Real Estate Lawyers of Nova Scotia and the Real Estate Appraisers of Nova Scotia have also requested the Province eliminate the CAP program. NSFAM will be working with this group to explore solutions. In addition to the elimination of the program, other alternatives may be identified that minimize the harm of the CAP. It may be appropriate for a joint request to the Province to consider two or three options. For example, one possible option in addition to elimination of the program would be to increase the rate of at which the CAP applies over time back to its initial rate of 10%. The intent would be to submit a joint proposal to the province with options to address the issues.

#### **Consideration for 2018 Resolutions:**

Several municipalities have requested the opportunity to have a pilot program to demonstrate the impact of removing the CAP program. A resolution is recommended requesting the province allow a pilot program.

#### **CAP Pilot Program Resolution**

**WHEREAS** the CAP program distorts the property tax system; and

**WHEREAS** it is not clear the homeowners most in need of property tax relief are the ones benefitting from the CAP program; and

**WHEREAS** municipalities are willing to offer pilot programs that will continue to meet the original objectives of the CAP program though a different approach; and

**WHEREAS** pilot programs can be evaluated to determine intended and unintended impacts of changes,

**THEREFORE** be it resolved the Province enable one or more pilot projects to be undertaken as soon as possible.

## **4. MUNICIPAL MODERNIZATION**

### **Issue Identification:**

The Partnership Framework identified the development of a municipal modernization strategy to support municipal cooperation and regional governance. Included in the concept were changes to the MGA/Halifax Charter; regional planning and minimum planning standards; municipal equalization and provincial grants; and the creation of economic development tools. While this was not a specific resolution in 2017, the Towns Task Force and the Fiscal Review both called for assistance in supporting greater collaboration. This work needs to continue.

### **Current Progress:**

The Province has undertaken consultation on minimum planning standards and it is anticipated this may be included in legislative changes in the fall legislature.

Municipalities need more help to explore new ways of working together. Many have identified opportunities and a willingness to work together, but need assistance in facilitating discussions, analysing options, and developing necessary documents to establish new mechanisms. Staff time is often limited, requiring new positions or backfilling for existing staff. A flexible funding program that would provide targeted assistance, suited to each circumstance, to those willing to develop new approaches would be of great assistance. Where efforts are being made to collaborate, support should also include evaluation of the efforts made and identification of lessons learned, to be shared with others in the future.

## **Municipal Modernization Resolution**

**WHEREAS** municipalities recognize opportunities to accomplish more together and are willing to find new ways of collaborating

**WHEREAS** municipalities are often limited in resources to appropriately pursue these opportunities

**WHEREAS** there may be numerous barriers that hinder collaboration

**WHEREAS** all municipalities will benefit from lessons learned in collaborative efforts

**THEREFORE** be it resolved the Province provide assistance, both resources and financial included in the 2019 budget or before, to those municipalities willing to collaborate, based on the specific needs of those requesting assistance.

## **5. CANNABIS**

### **Issue Identification:**

The federal government has mandated the legalization of cannabis, effective October 2018, and the Province has now determined a regime for the legalization of cannabis in Nova Scotia. But municipalities have been left to implement the legislation and respond to community concerns without any additional funding.

### **Background Information:**

The Province of Nova Scotia has established a regime where cannabis will be sold through the NSLC, although this may change over time and as edibles become legal. Municipalities have been left to deal with illegal cannabis retail operations. Consumption of cannabis is restricted in a few areas, and Municipalities have been provided with the ability to limit smoking in their communities. Police enforcement will receive some financial support for training and equipment.

The NSFMM Municipal Working group has identified multiple municipal services that could be impacted by the legalization of cannabis. This will be largely driven by decisions councils make around further restrictions to the consumption and locations of cannabis-related facilities. Meeting expectations around enforcement is of concern – councils may pass bylaws in response to community concerns, but enforcement is both difficult and costly.

Staff from the FCM have held discussions with the federal government on municipal concerns regarding the legalization of cannabis. The FCM has communicated that the federal government

clearly recognizes the impacts of marijuana legalization on municipalities, and that the federal government expects provinces to share in the new revenues generated.

Meanwhile, the Province is incurring its own costs related to marijuana legalization, and has indicated they believe, at least in the short run, that new revenues will not exceed costs. There seems to be a perception that current municipal resources being used to deal with illegal cannabis will be freed up and reallocated to address cannabis-related activity. In recent years, some police forces have not been as aggressive in pursuing illegal cannabis activity, but their time is simply being devoted to other, more pressing police matters – there is no free time.

The Province has indicated it is willing to continue discussions with municipalities on the implications of cannabis legalization and is asking for concrete numbers around the impacts. Concrete numbers are not presently available, yet municipalities are now incurring costs in relation to policing, reviews of bylaws, changes to bylaws, hiring of enforcement officers, and so forth. Unlike provinces, municipalities are not permitted to incur deficits, so these costs will need to be recovered either through cuts in other areas or increases in property taxes.

All of this is being done in the context of other increasing demands on municipalities such as responding to provincial regulations around accessibility, as well as expectations that municipalities will support investments in high speed internet, doctor recruitment, surplus schools – cumulatively the impact is significant.

### **Impact on Municipalities**

The NFSM Municipal Cannabis working group has identified the following areas for potential impact:

- Administration:
  - Time spent by senior municipal departmental staff, city senior leadership teams, and staff in corporate support departments such as Finance, Legal and Communications to implement, administer, coordinate and support all cannabis legalization work. This could include FTE hours for both start-up and ongoing administration in positions such as policy coordination, project management, business licensing administration, legal, communications and IT. These positions could be spread across several existing departments or centralized in a new department/secretariat specifically for cannabis legalization. It may also be necessary to track programs and bylaws that are amended because of cannabis legalization. Specific tasks may include, without limitation: prosecution lawyers reviewing the enforceability of by-laws, a legal team providing ongoing support for enforcement of by-laws, intergovernmental staff to engage with other orders of government on this complex, multi-layered file, and development of a communications plan to help citizens understand by-law changes.
  - There are also material costs such as public consultations, advertising public notices and communications products for specific local rules.

- **Enforcement:** This includes personnel and capital costs required to monitor and enforce the additional activities associated with cannabis legalization as predicated on municipal by-laws and services. This includes the costs associated with additional staffing requirements for bylaw management and enforcement in the following areas:
  - Property use inspection – to investigate cannabis business license complaints
  - Zoning enforcement – to ensure cannabis retail and other cannabis related establishments are in adherence with local zoning by-laws; and the need to deal with illegal operations.
  - Property standards enforcement – to address issues/complaints related to potential degradation/danger to property such as smoke dispersion in multi-residential units or issues related to home cultivation.
  - Training – time and capital is required to develop and undertake learning exercises related to the roles and responsibilities of municipal staff tasked with administering and enforcing municipal aspects of the cannabis framework such as business licensing.
  - There will also be costs for Community Standards, Public Spaces and Smoke-Free or Second-Hand Smoke Bylaw enforcement, and a predicted increase in service demand with new by-laws such as smoke-free by-laws and municipal rules for vaping lounges, restaurants and cafés (where applicable) and public consumption.
  - Other Enforcement – service changes such as increased transit authority time spent addressing consumption and odour issues on public transit; costs associated with training transit workers about the rules around cannabis consumption (i.e. length of time before transit worker must abstain from consuming cannabis before arriving for work).
  
- **Planning/Zoning:**
  - Personnel and capital cost to conduct by-law reviews and updates, as well as the ongoing management of zoning bylaws. In addition to both in-house and consultant contracting, this also includes the cost to undertake required public consultation processes and public education related to adding new criteria to zoning by-laws, business licensing and building code permits and inspections.
  
- **Fire Services:** Cost increases directly or indirectly incurred by the municipal department responsible for fire safety, prevention and submission. This includes the following positions and activities:
  - Process Changes - amendments to the fire inspection component of business licensing approval process, protocol for one-time and ongoing inspections
  - Training – for fire department staff regarding revisions to the Fire Code, and on immersing hazardous home cultivation processes such as for the extraction of cannabis oils and the use of flammable hydrocarbons

- Public education – Education campaigns informing the public about the dangers related to oil extraction processes and flammable hydrocarbons; development and printing of fire safety messaging;
  - Fire investigation costs – costs primarily due to overtime pay for fire safety officers investigating code and safety issues (e.g. hazards in retail establishments); and to a small extent for manufacturing/processing establishments / responding to fires associated with legal/illegal home cultivation.
  - There are also public education, communications and citizen services costs to properly engage with the public and provide preventative public education campaigns.
  - HAZMAT Response - for both licenced and illegal producers
- Human Resources:
    - Internal and external staff time committed to ensuring municipal drug policies are up-to-date/adequately address non-medical cannabis and that municipal employees are well informed of the new policies. This could include substance use policy, substance use guidelines, workplace smoking policies and hosting social event guidelines. There may be additional FTE time spent engaging and negotiating with municipal staff unions over the drug policy changes.
    - Staff resources and capital costs may also be incurred to ensure there is capacity in place for testing municipal employees if necessary, new staff training to address safety related to cannabis in the workplace and additional adjustments to safety integrate HR policies related to cannabis edibles when they are regulated federally.
- Possible non-policing costs that have been identified by municipal partners include:
    - Provincial Offenses Act (POA) Court Costs - Moving cannabis regulation and enforcement from criminal courts to POA courts will add a considerable workload to municipally funded courts, and this needs to be further explored for its relevance to Nova Scotia.
    - Environmental Health and Safety - Amendments to workplace safety related policies, air quality testing and complaints related to production and consumption of cannabis (indoor and outdoor), food inspection concerns when edibles get introduced.
    - Social Housing – In some jurisdictions where municipalities have responsibilities over social housing there will be costs associated with writing provisions in tenancy agreements which prohibit smoking cannabis in social housing units; additional FTEs to enforce the new provisions; and an O&M budget to address violations
    - Public Health – In some jurisdictions, municipalities address varying areas of public health not covered by provincial or territorial budgets. Anticipated municipal costs related to public health include public education initiatives



(consumption, health, harm reduction, prevention, rules for restaurants and festival organizers)

- Additional social workers
  - Municipal signage and advertisements
  - Developing and undertaking health outcome assessments
  - Data collection
  - 311 Services – Increased staff time, particularly during implementation, to handle citizen inquires regarding cannabis legalization. This could also include time and resources to train 311 staff on the new changes and which municipal departments address the principle areas of concern.
  - Waste Management - The development of municipal policies and procedures that address the proper disposal of refuse from cannabis cultivation, concerns around humidity in composting.
  - Emergency Services - Increase in calls related to overconsumption of Cannabis. This may be particularly prevalent when cannabis edibles are made legal.
- Policing costs
    - SFST Training for drug impaired driving
    - Drug Recognition Expert (DRE) Training
    - Facilities to store cannabis seizures
    - General training on Bill C-45/46
    - Roadside screening equipment and supplies
    - Costs to close illegal dispensaries/growth operations
    - Youth education and prevention in schools, community engagement
    - Increase in forensic laboratory capacity: blood draws, testing equipment, forensic analysis
    - Additional officers/work: drug seizures, RIDE spot checks, drug related criminal investigation, drug complaints, cannabis specific violations, motor vehicle collisions, cannabis related demands for services, DRE testing, SFST training.

These cost areas have been identified to assist municipalities in understanding the possible implications of the legalization of cannabis.

The federal government has provided a new revenue stream to provinces to assist in their initiatives related to the legalization of cannabis, without requiring them to justify or document their costs.

With a new revenue stream from an area involving both the province and municipalities, it is only fair that municipalities receive a share. The federal government decreased their share of these revenues specifically recognizing the need for provinces to share this revenue with municipalities. Municipalities already deliver a large component of citizen services with a disproportionately small share of the tax pie.

As well, where cannabis is grown outdoors on agricultural land, the Assessment Act will likely classify this land as agriculture, eligible for a provincial subsidy and lower property tax. As cannabis is not food, it should be regarded as an agricultural crop. It should be classified as commercial for property tax purposes. This will require a change in the assessment act.

**Proposed Action:**

The legalization of cannabis involves the delegation of a considerable number of responsibilities to municipal governments in Nova Scotia. However, many municipal governments in Nova Scotia already struggle to make ends meet. The Province should not expect municipalities to be able to assume these additional responsibilities without better financial and material resources. Municipalities need a new revenue source.

## **Cannabis Resolution**

**WHEREAS** the Government of Canada decided to legalize cannabis; and

**WHEREAS** the Government of Nova Scotia decided how cannabis would be dealt with within the province; and

**WHEREAS** the legalization of cannabis is creating a new revenue source for both the federal government and the province, and there are no new revenues accruing to municipalities

**THEREFORE** be it resolved that NSFM request the Province to provide a share of the revenues being generated through the sale of cannabis to municipalities

**THEREFORE** be it resolved the Province ensure agricultural properties used for growing cannabis be classified and taxed as commercial property.

## **6. EXTENDED PRODUCER RESPONSIBILITY FOR PRINTED PAPER AND PACKAGING (EPR for PPP)**

**Issue Identification:**

Nova Scotian municipalities spend more than \$25 million a year to collect and process blue bag materials, printed paper and packaging (PPP). Coordinated PPP recycling programs exist in many other provinces, but not in Nova Scotia. In other provinces, these programs are funded by the companies that produce PPP, who incorporate the costs of the recycling programs into their national product pricing. This approach is known as extended producer responsibility (EPR).

Because producers build these costs into their national product pricing, Nova Scotia consumers are already paying for the costs of the PPP programs operating in other provinces. But Nova Scotian consumers and municipalities don't receive any benefit for these costs because Nova Scotia has no PPP program. Implementing an EPR program to recycle PPP materials here in Nova Scotia will help to harmonize costs with other provincial EPR programs, and additionally generate a financial benefit of up to \$16 million per year.

### **Background Information:**

Nova Scotia does have a few stewardship programs in place for products such as paint, tires and some electronics. There is also a diversion credit system for beverage container deposits which provides a stream of funding for municipalities which should be maintained. In these specific cases, these programs are paid for by the consumer at the point of sale through the collection of environmental handling fees. The dairy industry also operates an EPR-style program for the recycling of some (though not all) of their containers.

However, the bulk of Nova Scotian recycling programs and services are funded through a combination of municipal taxes and/or the payment of tipping fees. In large part, these are collected through residential, commercial, and industrial property taxes. In the current system, municipalities typically have very little control over the costs associated with processing and marketing recyclable materials. In recent years, exposure to fluctuations in market conditions for plastic bags and plastic film has caused a noticeable strain on the Nova Scotian recycling system and Nova Scotian municipalities.

### **Impact on Municipalities**

Solid waste management services continue to be one of the most expensive line items for any Nova Scotian municipality. The total cost of these services for Nova Scotian municipalities in 2017, even after considering revenues from tipping fees and the sale of recyclables, exceeded \$91 million. At a cost of approximately \$94 per capita, Nova Scotian residents are roughly on par with citizens in other provinces for solid waste management costs. However, British Columbia, Saskatchewan, Manitoba, Ontario and Quebec have a form of fiscal relief we do not have: EPR.

There are several grants and programs that assist with the costs of solid waste management in Nova Scotia. In total, this assistance has averaged approximately \$8 million over the past decade. However, in 2017, due to fluctuations in the market price of recyclables and increased return rates, this amount dropped to just over \$6 million. And over this same period, expenses

facing municipalities have continued to climb at a pace nearly tripling the overall cost of living, as measured by the consumer price index (CPI).<sup>1</sup>

	2005	2015	% Change
Garbage and Collection Costs (all NS)	\$ 70,115,488	\$ 109,403,443	56.03%
CPI - Canada, All-items (2002 = 100)	107	126.6	18.32%
CPI - Nova Scotia, All-items (2002 = 100)	108.2	129.3	19.50%

**Proposed Action:**

EPR is a regulatory tool designed to drive industry to be financially and environmentally responsible for the end-of-life management of the materials they put into the marketplace. A full EPR model for Nova Scotians will build on the progress that has been made in recycling in Nova Scotia over the past 20 years and will harmonize with existing EPR programs across Canada. An EPR for PPP program for Nova Scotia will save Nova Scotian municipalities millions.

NSFM recommends that members vote in support of a resolution to support a full EPR program in Nova Scotia as detailed below:

- The EPR program should use existing infrastructure and human resources
- Municipalities would have right of first refusal for collection and education
- The program would maintain or improve upon the current level of curbside service
- The program would apply to residential PPP materials
- Time must be allowed for planning and transition
- A transition program would be provided by the Province for municipalities with redundant facilities
- Most small businesses would be exempt, including those:
  - With revenue under \$2 million
  - Supplying less than 1 tonne of PPP to Nova Scotia residents annually
  - With a single storefront in NS and who are not supplied by (or operated as part of) a franchise
  - Producing newspapers (except flyers) and registered charities
- The program would be harmonized with other Canadian EPR programs
- Monitoring and compliance must be in place to ensure a level playing field for businesses

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<sup>1</sup> These data are collected from the 2005 and 2015 Annual Reports of Municipal Statistics published by Service Nova Scotia and Municipal Relations (2005) and the Nova Scotia Department of Municipal Affairs (2015).

Moving to an industry-led model may have implications for municipalities who have invested in infrastructure to deal with waste from printed paper and packaging. Assistance in transitioning to the industry-led model should be made available.

## **EPR for PPP Resolution**

**WHEREAS** municipalities have been abiding by the Solid Waste-Resource Management Regulations since 1995; and

**WHEREAS** these regulations hold municipalities solely accountable for proper separation of blue bag materials; and

**WHEREAS** municipalities must manage the risk of rising costs and fluctuating commodity markets for blue bag materials; and

**WHEREAS** municipalities' residential recycling programs cost over \$25 million per year and are paid for primarily by municipal taxpayers; and

**WHEREAS** 80% of Canadian consumers live in areas where producers fund PPP programs by incorporating program costs into their national product pricing; and

**WHEREAS** Nova Scotia consumers are already paying the national product prices that support PPP programs in other provinces, but receive none of the benefits because Nova Scotia has no EPR program; and

**WHEREAS** NSFAM has developed a proposed model for EPR for PPP in cooperation with municipalities and businesses; and

**WHEREAS** EPR for PPP would significantly decrease both costs and risks associated with municipal curbside recycling programs;

**THEREFORE** be it resolved that NSFAM request the Province develop legislation and regulations in support of a full EPR for PPP model as proposed by NSFAM in consultation with municipalities and businesses; and

**THEREFORE** be it resolved the province provide transition program to assist those municipalities who are left with redundant facilities.

## 7. MUNICIPAL RESPONSIBILITIES

### **Issue Identification:**

Municipalities have been granted few revenue sources, and property taxes remain the primary source to pay for municipal services. As municipal responsibilities have grown, revenue sources have not. If municipalities are to continue to meet the needs and expectations of their citizens, the property tax burden will become unbearable for many.

### **Background Information:**

At Confederation the provinces were given the responsibility for municipalities, and property tax was established as the primary source of taxation. Since that time, the responsibilities of municipalities have grown, some through downloading, others through a willingness to better serve their citizens. The ability of property taxes to continue to remain the primary source of revenue for municipalities needs to be examined.

Already many Nova Scotians are paying more than 5% of their household incomes on property taxes. Municipalities are being challenged to replace aging infrastructure, build new infrastructure, respond to increasing regulations, and accept new responsibilities for traditional provincial services such as doctor recruitment. Revenue potential is decreasing as the population ages and declines and as global forces change the economy. Demand for commercial property could well decline as retail space gives way to online shopping and as artificial intelligence impacts the need for workers in offices. The impact on property tax is not known, but chances are it will reduce property tax revenues.

Municipalities need to begin work now with the Province to develop a long-term path to sustainable communities. This means revisiting the relative roles and responsibilities between the Province and municipalities and revisiting the revenue sources available to municipalities. The problem is not going to solve itself, and municipalities should not expect the problem to be solved in the short run.

### **Impact on Municipalities:**

The ability of municipalities to address the infrastructure needs in their communities varies, most often on town vs. rural lines. Towns provide more services (typically) than rural municipalities, although there are often pockets within rural municipalities where services are like those of towns (indeed some encompass former towns). Development patterns are changing the responsibilities of rural municipalities, and this has a distinct and measurable impact on towns. The lines between urban and rural, or towns and rural municipalities, is blurring. Boundaries established 150 years ago, when services were delivered based on how far one could travel in a day by horse and buggy, may no longer be serving us well.

The need for new infrastructure and for replacement of existing infrastructure is understood, but the size of the infrastructure gap in Nova Scotia is not. Applications under new funding programs from the federal and provincial government generally suggest the demand could be ten times the available funding, recognizing that applications typically only represent the top priorities. Although the strain of funding infrastructure is shared by all three levels of government, municipal governments across Canada spend, on average, a little under 50 per cent of each infrastructure dollar in the nation. Furthermore, it is municipalities that are most typically the last recourse for funding: if sewer pipes are failing, and people are leaving communities that lack community and recreation opportunities, it is the municipality that is expected to solve the problem—and no one wants to pay more taxes.

An analysis of the municipal financial condition indices provided by the Department of Municipal Affairs indicates the financial tax burden is higher in towns, and that the ability to put funds away in capital reserves is a struggle. While work is being done with the Province on several of the larger issues (roads, housing, physician recruitment) and a review of the Province's operation grant is being undertaken, there needs to be work done on understanding the future of property taxes and the extent to which this form of taxation can reasonably be expected to cover local services.

The Service Exchange Agreement has not been reviewed in the 30-plus years since it was introduced. In the meantime, municipal costs in policing, fire services, solid waste, water and wastewater have been increasing faster than the consumer price index, with municipalities having little control over those costs. Shared infrastructure is an opportunity to reduce the cost burden, and while there are many examples where municipalities are working together, more of these instances need to be encouraged and/or facilitated. This can be supported through incentives and expertise to facilitate intermunicipal agreements.

While it is understood the Province also levies high income taxes, and has high demands on its services, it should be equally understood that local services are just as important. If local services can't be paid for through property tax, everyone loses, the Province included. It is time now to look at what the infrastructure gap means, what responsibilities municipalities have, and how we can continue to provide the local services communities expect.

**Proposed Action:**

The problem of what should, and what should not, properly be understood as a municipal responsibility is large and complex and will take time to understand. Before a review of municipal responsibilities is undertaken, the ability of property taxes to pay for the status quo into the future needs to be understood. Once the capacity of property taxes is better defined, the gap can be identified. To begin the work, a resolution is proposed to request funding to conduct research on the future trend for property taxes, and what can be expected to the average homeowner's tax bill in future years given the current set of municipal responsibilities.

## Municipal Responsibilities Resolution

**WHEREAS** municipalities are expected to provide a package of services to residents; and

**WHEREAS** the cost of these services has often grown at a rate outpacing increases to the cost of living, as measured by the consumer price index; and

**WHEREAS** municipalities rely primarily on property tax to fund the provision of these services; and

**WHEREAS** continually rising service costs result in an increasing tax burden on homeowners; and

**WHEREAS** a large percentage of property taxes collected at the local government level are transferred to the Province;

**THEREFORE** be it resolved that NSFMR request funding from the provincial government to conduct research on future trends for property taxes, the impact of these trends for average Nova Scotian homeowners, and to explore possible alternative revenue sources for municipalities.

## 8. POLICING COSTS

### Issue Identification:

The rising cost of policing is one of the greatest concerns faced by Nova Scotian municipalities. In 2005, Nova Scotian municipalities spent \$1.31 billion on policing. By 2015, this total had increased to \$2.16 billion. This equates to a 64.8 per cent increase, which exceeds the 19.5 per cent increase in the overall cost of living during the same period measured by the consumer price index (CPI), as well as the 18 per cent growth in GDP in Nova Scotia over the same years.<sup>2</sup>

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<sup>2</sup> These data are collected from Statistics Canada and the 2005 and 2015 Annual Reports of Municipal Statistics published by Service Nova Scotia and Municipal Relations (2005) and the Nova Scotia Department of Municipal Affairs (2015).



	2005 <sup>i</sup>	2015 <sup>i</sup>	% Change
Policing Costs - Towns	\$ 24,384,285	\$ 37,460,629	53.63%
Policing Costs - Rurals	\$ 25,505,833	\$ 40,491,931	58.76%
Policing Costs - Regionals	\$ 81,727,890	\$ 138,932,779	69.99%
Policing Costs - Total	\$ 131,618,008	\$ 216,932,779	64.82%
CPI - Canada, All-items (2002 = 100)	107	126.6	18.32%
CPI - Nova Scotia, All-items (2002 = 100)	108.2	129.3	19.50%

### Background Information:

Nova Scotian municipalities provide policing services under three models: municipal police forces; RCMP service through a direct contract; or RCMP through the provincial RCMP contract. NSFM currently shares municipal concerns about policing services with the Nova Scotia Department of Justice (NS DOJ) through two committees. One is a committee that discusses municipal experiences under the RCMP contract. The other is advisory committee to the department on general policing matters.

### Impact on Municipalities

Policing is an essential service necessary in providing safety and security to citizens. The rising cost of policing services, however, constitutes a tremendous pressure on municipal elected officials, who often feel powerless to counteract these cost increases. This is because wages make up the bulk of policing costs, and wages are typically set by arbitrators. When arbitrators decide on wages, they usually duplicate police wage deals from other communities, with little or no consideration for the fiscal situation of the community in question. As a result, many municipalities see continually rising policing costs as proof that the arbitration process is broken.

### Proposed Action:

Not only does the arbitration process need to work, but it also needs to be seen to work. Change must be collaborative, and workers and employers must both work towards their goals in good faith. Arbitration should respect the interests of both employers and employees; help to provide value to citizens receiving police services; and be seen to do both these things. To these ends a few possible solutions might be explored:

- Arbitrators should be required to consider a community's ability to pay as well as agreements negotiated with other local municipal employee unions when ruling on raises for police workers, as well as all other unionized workers in the broader public sector, including fire, public works, and other unions. Furthermore, the specific ability to

pay to be considered must be that of the tax burden for residential ratepayers, and not the theoretic ability of a municipality to continuously increase residential tax rates.

- Municipalities and the Province could consider a centralized arbitration service that is openly made available to employers but voluntary in terms of participation. When individual units negotiate separately with individual police unions, leapfrogging occurs, with one employer being picked off for a concession or increase that will then be replicated. At arbitration, these become the comparators and the spiral continues.
- Police services could be carefully examined to identify opportunities for alternative resources, including civilians, technology and outsourcing. The focus should be on program outcomes and budgets, and not on arbitrary limits on the size of the police force. There should be no ideological or other bias towards or away from civilian delivery of services. We need the flexibility to use civilians for some duties that don't require a uniformed and armed officer.
- Advocacy work could be done at the provincial and federal levels for sharing those costs that are related directly to responsibilities downloaded by them, such as cannabis, mental health, policing of international waters and national security.

At this time, a resolution around arbitration is suggested. Asking arbitrators to consider a community's capacity to pay is a specific and attainable request that will help to mitigate the sharp increases in policing costs experienced by Nova Scotian Municipalities. This solution is also likely to go a long way towards restoring municipal faith in the arbitration process

Adding an ability-to-pay consideration to arbitration is not likely to be a long-term solution for policing costs. Such temporary wage controls will be effective in meeting short-term fiscal targets, but longer-term action will require co-operative approaches that can drive institutional and system-level change. To this end NSFM continues to work collaboratively with the NS DOJ and the Nova Scotia Association of Police Governance boards to identify opportunities for service delivery opportunities and cost containment on the Joint Police Services and Community Safety Advisory Committee. Further solutions may emerge from this committee work, and at that time, additional resolutions would be appropriate.

## **POLICING RESOLUTION**

**WHEREAS** policing is an essential service; and

**WHEREAS** municipal governments pay the bulk of policing costs in Nova Scotia; and

**WHEREAS** the cost of policing services continues to rise at a rate exceeding CPI and GDP growth; and

**WHEREAS** these changes have constituted a great increase in the tax burden of residential property owners; and

**THEREFORE** be it resolved that NSFM advocate for the inclusion of ability-to-pay considerations in arbitrations for all employees in municipal services, including, without limitation, police services, fire services, and public works, and that the ability-to-pay be based on a consideration of the average homeowner's tax burden; and

**THEREFORE** be it resolved that the Department of Justice ensure the joint provincial-municipal advisory committees currently established lead to positive initiatives and changes that will make our police forces more effective and sustainable.

## 9. SURPLUS SCHOOLS

### **Issue Identification:**

The cost of demolishing schools declared surplus has become a significant burden for several municipalities. In a few cases, the burden is simply unmanageable.

### **Background Information:**

Prior to 1982, municipalities were responsible for school board operations and were therefore responsible for the construction and maintenance of schools. When the responsibility for school boards was transferred to the Province, legislation granted school boards control of the school assets. Schools built after 1982 are provincial assets.

There exist some 400 schools throughout Nova Scotia, and about half are owned by municipalities. The Province's position has been that when these schools are declared surplus, they revert to the municipality. In the former school boards in Halifax, South Shore and Tri-County, more than half of the schools are municipal. In Annapolis Valley and Chignecto-Central, less than a third are municipally owned. The implications of surplus schools are not equal throughout Nova Scotia.

Section 93 (1) of the Education Act states that where land and buildings (previously owned by a municipality and that have been vested in a school board) are declared surplus, the municipality shall have the option of having the surplus land and buildings re-conveyed to it. Although several municipalities have raised this section of the Act, the Province continues to insist municipalities do not have a choice and must assume responsibility for the surplus schools.

In several cases, municipalities have willingly agreed to resume responsibility and have been able to transform the schools for other purposes. In other cases, the location of the school, the state of disrepair, and the financial circumstances of the municipality hinders the opportunity to make use of these facilities and the only course of action is to demolish the school. Vacant

schools are a liability to municipalities and there are concerns about public safety should they remain vacant.

### **Impact on Municipalities**

For those who face a school closure, the cost implications can be significant. Many of these schools have not been maintained to a level that renders them usable for other purposes, and may have mould, mercury switches, or other hazardous features. Building codes were not always followed, and schools being handed over often lack any plans or drawings, or any information about services or utilities. Some locations have environmental issues due to buses being parked, serviced, and maintained on the lands, and some contain asbestos products and lead paint.

Examples of recent estimates to demolish a surplus school are as follows:

- CBRM: 7 surplus schools since 2015, with costs to demolish ranging from \$40,000 – \$250,000 and a total cost for the 7 schools of \$1.3 million.
- Town of Pictou: estimated cost \$500,000 for one school.
- Annapolis County - \$700,000 - \$1 million estimate for one school
- District of Lunenburg – current cost to date for three schools is \$497,775.88 and counting, with \$2.5 to \$3.0 million in additional expenses expected for two large schools yet to be demolished.
- Mulgrave \$350,000 – \$500,000 for one school.
- Municipality of Pictou – over \$500,000 for one school.

In some cases, the value of the land is such that it can be sold to other interests, and revenues may offset the cost of demolition. In other cases, the municipality can find funding and/or partners who are willing to share in the investment required to repurpose the property. Since these lands and facilities were built with taxpayers' monies, the municipality should be able to decide the best future for these lands.

In those cases where the municipality refuses the offer for the surplus school, the facility should be demolished by the Province and the land returned to the municipality. The decision to not maintain or close the school was not the decision of the municipality.

It should also be noted property taxpayers contribute over \$250 million annually to the Province for education. This amount is collected by municipal governments and transferred to the Province. It is estimated the mandatory education payments represent close to 20% of the province's education costs. It is not fair to ask property owners to pay more.

**Proposed Action:**

The Province needs to abide by the Education Act and offer municipalities the right to refuse to assume a surplus school, with enough time provided to allow municipalities to conduct a thorough analysis of the options.

For those municipalities that are not interested in taking ownership of the surplus school, the province should be responsible for demolishing it and for ensuring the site is environmentally safe.

Given municipalities did not have control over the use of these sites, costs associated with any environmental damage should be assumed by the Province.

As well, given the municipalities did not have control over the maintenance of the school, the province should assist the municipality with costs required to make the school usable for other purposes.

**Surplus School Resolution**

**WHEREAS** the Education Act says municipalities have the option to assume a surplus school, and municipalities are being told they have no choice but to assume responsibility for it; and

**WHEREAS** municipalities have had no control over the school lands and buildings and may be faced with significant costs to address environmental concerns and to demolish the buildings; and

**WHEREAS** many of the schools have not been maintained nor do they meet building codes,

**THEREFORE** be it resolved that the Department of Education provide all municipalities the option to not to have schools conveyed to the municipality; and

**THEREFORE** be it resolved the Province pay for any environmental clean-up and to cost share in any renovations required to make school buildings usable for other purposes.

## 10. SUSTAINABILITY & INFRASTRUCTURE FUNDING SUPPORT

### Issue Identification

Numerous funding resources exist for municipalities to make their operations more efficient, strengthen their infrastructure planning initiatives and increase their resiliency to our changing climate. However, despite the availability of programs, a significant number of Nova Scotia's municipalities lack the capacity and/or time to access them.

As a provincial association, NSFAM is well positioned to support municipalities in accessing available funding to foster the adoption of innovative and strategic approaches to managing their operations and infrastructure. NSFAM could play a key role in identifying appropriate projects and sources of funding, and opportunities to partner with other municipalities on initiatives that are mutually beneficial.

### Background Information

Over the next 10 years, Nova Scotia will receive \$828 million in federal infrastructure funding through the *Investing in Canada Plan*. This program will offer funding for green infrastructure, public transit infrastructure and community, culture and recreation infrastructure. To access the funding, municipalities will have the added requirement of applying a "climate lens" to applications for major infrastructure projects, where they will need to undertake an assessment of how projects will reduce carbon pollution and better withstand the impacts of climate change.

In addition to the *Investing in Canada Plan* opportunities, the Federation of Canadian Municipalities (FCM) has funding to support sustainability, infrastructure and climate change initiatives. Its main funding program is the *Green Municipal Fund*, which supports projects that improve air, water, soil and reduce greenhouse gas emissions.

Although these programs are available to communities across the country, Nova Scotia's municipalities are often under represented as funding recipients. To position our municipalities to take advantage of these opportunities, NSFAM could support municipalities (which may otherwise not have to the in-house capacity) in securing funding for sustainable infrastructure planning, green innovation and climate change initiatives.

NSFAM could create an in-house position, which would be funded from the Province and NSFAM membership dues. NSFAM would focus on helping municipalities identify and access funding to support initiatives designed to mitigate current and future climate risks as well as those that lead to the adoption of new and sustainable approaches to infrastructure planning.

Through the development of resources, training opportunities and knowledge sharing events, NSFAM could help streamline the application process for municipalities and position them to be successful applicants. Recognizing that local leaders know what is best for their communities, NSFAM could work with municipalities to identify innovative solutions to make their

communities more sustainable that also fit within the program requirements. To make the most of available resources, NSFM would also look for opportunities for municipalities to partner in circumstances where they would benefit from regional or collaborative applications. This would not only ensure that funding programs are as impactful as possible, but also make limited resources go farther.

### **Impact on Municipalities**

NSFM could play a coordinating role in helping municipalities secure funding that they otherwise would not have the capacity to access. This support would help municipalities make the most of programs that mitigate current and future climate risks and enhance infrastructure planning and service delivery.

### **Proposed Action**

To provide this support to municipalities, the suggested approach is to secure \$125,000 to cover the cost of creating a Sustainability & Infrastructure Funding Support position within NSFM (funding for the position would cover salary, benefits, resource development, coordination of events, travel, etc.). Because this position would provide value to both municipalities and the Province, in terms of meeting shared goals relating to environmental and infrastructure sustainability, NSFM would seek half of the funding from the Province of Nova Scotia and the remaining half through membership dues.

The main services that could be provided through this position include:

- Coordinating knowledge sharing and educational opportunities about existing funding programs and resources
- Assisting municipalities in preparing to apply for eligible funding programs
- Supporting municipalities in seeking innovative project ideas and applications to facilitate strategic infrastructure and sustainability planning
- Facilitating networking opportunities to share best practices and successes among municipalities
- Facilitating collaboration among municipalities where it creates economies of scale and shared benefits to develop regional/collaborative applications
- Liaising with Infrastructure Canada, the Province of Nova Scotia, FCM and other organizations to remain current on existing resources and opportunities

Upon securing support for this work, NSFM would seek input from municipalities and the Province of Nova Scotia to identify and agree upon the key services that would be most beneficial to access funding resources. NSFM would seek to establish this position as an ongoing initiative; however, the work could be reviewed in 3 years to ensure it continues to provide maximum value to both municipalities and the Province.

## Sustainability & Infrastructure Funding Support Resolution

**WHEREAS** the Province of Nova Scotia and NSFM recognize common goals relating to municipal sustainability to make municipal operations more efficient and increase climate resilience; and

**WHEREAS** the Province of Nova Scotia and NSFM are supportive of wise investments in infrastructure to support sustainable service delivery at the right level and cost to tax payers; and

**WHEREAS** the Province of Nova Scotia and NSFM recognize the importance of regional cooperation since the impacts of climate change do not recognize boundaries and enhanced collaboration will support municipalities in making their communities healthier, safer and more prosperous; and

**WHEREAS** municipalities have direct or indirect influence of close to 50 percent of the nation's greenhouse gas emissions and are responsible for more than half of Canada's public infrastructure; and

**WHEREAS** NSFM recognizes that some municipalities lack the resources to access existing funding opportunities that would allow them to develop innovative and strategic initiatives to make their operations and infrastructure more sustainable; and

**WHEREAS** NSFM is uniquely positioned to support municipalities in making the most of existing funding opportunities and resources;

**THEREFORE BE IT RESOLVED** that the NSFM write the Province requesting \$62,300 to cost share the funding for a Sustainability & Infrastructure Funding Support position within NSFM; and

**THEREFORE BE IT RESOLVED** that the NSFM increase its membership dues to cover the remaining \$62,500 to support a Sustainability & Infrastructure Funding Support position.

## NSFM Leadership Commitment

### 11. CODE OF CONDUCT

#### Issue Identification:

Municipal councils are now required to adopt a code of conduct to guide behaviour. A model template for a Code of Conduct was prepared by UNSM a number of years ago and needs to be improved to reflect current realities. Clarity and transparency around appropriate behaviour is helpful. NSFM is committed to working with municipalities to rewrite the model code of conduct.



Questions have been raised about the value of a code if there are no consequences for those who act inappropriately. The issue was identified in consultations around the review of the Municipal Government Act and at NSFM meetings, including ones around the need for transparency with expenses and hospitality for elected officials. Changes to the Municipal Government Act would be required to increase options for sanctions. Processes to deal with complaints vary across municipalities and are often in response to a complaint - not described in policy.

### **Background:**

Elected officials are not considered employees and are not subject to labour legislation. Traditional thinking is that the electorate deal with inappropriate behaviour every four years at election time. In today's culture, certain behaviours are not considered tolerable, and there are expectations that such behaviour should be dealt with in a timely manner. Inappropriate behaviour amongst elected officials, between elected officials and staff, and between elected officials and the public need to be dealt with in a timely fashion, all while maintaining respect for citizens' choices in an election.

Sometimes, education around an inappropriate behaviour is enough to prevent the behaviour from being repeated.

Under the review of the MGA, research undertaken around codes of conduct and sanctions for inappropriate behaviour across the country found six provinces have legislation around codes of conduct: Ontario, Quebec, Manitoba, Saskatchewan, Prince Edward Island and Alberta. The approaches vary in each case. In most cases, councils are required to have a code of conduct. Half require councils to establish procedures for dealing with complaints. Ontario requires each council to have an integrity commissioner; Saskatchewan permits an integrity commissioner, but only to deal with internal complaints. Quebec has established a Quebec Municipal Commission to deal with complaints, while Saskatchewan allows for a Provincial Ombudsperson to hear complaints. Sanctions vary from province to province and can include reprimand, requirement of an apology, requirement for training, suspension or removal from committees/appointments, reduction or suspension of remuneration, and fines.

Before requesting changes to the Municipal Government Act, consultation with municipalities across Nova Scotia will be needed to ensure the request going forward has enough detail and support. Key questions include what behaviours should be included in the code of conduct; who can make a complaint and to whom the complaint ought to be made; who should investigate the complaint, and what, specifically, should be the process for investigations; who determines sanctions, and criteria for which sanctions should be applied; whether there is a role for council/staff or whether there is a role for an independent investigator/mediator; who pays for investigations; and how the complainant and the person being accused of an offense are protected.

**Impact on Municipalities:**

The number of complaints or incidents that could give rise to a complaint is not known. The lack of clear processes to deal with complaints as well as both the personal and financial costs of formally levying a complaint could be a deterrent. Recent public incidents reported in the media suggest the number of possible complaints could rise, and the lack of clear processes have led to different responses from different councils. It would be helpful to provide guidance to all municipalities on how to deal with inappropriate behaviour in a more uniform fashion.

**Proposed Action:**

NSFM will work with municipalities and others to develop a model code of conduct.

NSFM will also work to develop a model process to address inappropriate behaviour and complaints of elected officials.

This work will be done over the next six months and will also include the identification of any legislative changes required.

## **Issues to Monitor**

### **12.Connectivity and High-Speed Internet – 2017 Resolution**

#### **Current Progress:**

The Partnership Framework commits the Province to working with municipalities to having all communities able to access high-speed internet connections to support economic development, education and health outcomes. The Province has announced funding for internet expansion and has assigned provincial responsibility to Develop Nova Scotia. The roll out of the provincial approach is underway, and NSFAM is organizing a workshop for October 11 to help municipalities understand the issues and opportunities.

While cellphone connectivity will be improved as high-speed internet improves, there is more that needs to be looked at to support better cell phone connectivity. Work will continue to better understand the issue and to identify possible solutions.

#### **Consideration for 2018 Resolutions:**

The initial focus has been on internet and the organization of a Fall internet workshop for NSFAM members on October 11<sup>th</sup>, 2018, in Truro. Following that, next steps will be identified, including the next steps for the cell-phone issue. At this time, it is recommended that this work continue and be monitored.

### **13.Doctor Recruitment – 2017 Resolution**

#### **Current Progress:**

NSFAM has been working with the Nova Scotia Health Authority and has been invited to serve on a Physician Recruitment and Retention Committee. NSFAM held a workshop for members in June, sharing the provincial strategy for recruitment and what some municipalities are doing to assist in the recruitment effort. The NS Health Authority is working on a toolkit for municipalities which will identify ways in which communities can assist. In the meantime, the Province has undertaken multiple steps to support greater success in recruitment. It is noted that this is a national problem.

The problem is not yet solved, and the issue remains a critical concern for many Nova Scotians. NSFAM members have called provincial attention to this issue through the 2017 resolution. While it is possible that a more specific request could be put forward, staff are not clear on what that request should be.

### **Consideration for 2018 Resolutions:**

At this point it is recommended that NSFM continue to work with the Nova Scotia Health Authority and monitor the progress on the issue.

## **14. AFFORDABLE HOUSING**

### **Issue Identification:**

Affordable Housing is critical to all communities. This issue includes:

- Lack of housing of various types
- Poor quality of housing, especially for low income renters
- Ongoing support from other levels of government to those supplying housing to citizens
- Homelessness
- Appropriate, affordable housing for those with disabilities
- Senior housing options

### **Background Information:**

NSFM issued a statement of municipal concern on affordable housing in 2017. The statement included two separate plans of action: one federal, and one provincial.

The NSFM statement of concern was timely. On the federal front, many long-established federal housing programs were set to expire. The FCM had also been busy undertaking a significant amount of advocacy work to ensure that these programs, or some equivalent, would be renewed. Shortly after the NSFM statement of concern was issued, the Government of Canada introduced a 10-year, \$40-billion National Housing Strategy (NHS). While this figure may appear generous, the new federal strategy does not specifically address the concerns of NSFM requesting that federal housing programs allow joint applications from municipalities with the Province of Nova Scotia, or that they provide an alternative way of ensuring Nova Scotians receive a fair share of the federal funding for housing.

NSFM is currently in the process of addressing the provincial element of the 2017 statement of concern. In 2017, NSFM recommended that a joint provincial/municipal working group be established to review the current housing strategy, to clarify the role and tools available to municipalities to address housing issues including a review of the legislative changes proposed, to develop guides for municipalities on the tools available to them to address these issues, and to review the current Statement of Provincial Interest with respect to housing. A joint committee has been established by Housing Nova Scotia and NSFM to address these issues, and

it is intended that the work of this committee will be submitted to the Ministers Roundtable under the Department of Municipal Affairs and the NSFM Partnership Framework.

### **Impact on Municipalities**

Municipalities remain under pressure to assist in ensuring affordable housing is available. Municipalities can have a direct hand in planning and regulation, and can also work together to secure funding, as well as influence policy and regulation, concerning affordable housing.

Even with the renewed federal commitment, it is possible the federal and provincial programs are not enough, and municipalities will be asked to invest in housing directly. While partnerships are likely allowed under the MGA, the responsibilities municipalities are currently delivering have led to already high tax burdens on property owners. Adding to these burdens is a challenge, one requiring careful and transparent discussion within the community.

Municipal involvement with the Province in finding housing solutions is essential.

### **Proposed Action:**

The Province has recognized the value of working in collaboration with other levels of government and has established a joint committee involving Housing Nova Scotia and NSFM. Housing Nova Scotia's mandate is to deliver affordable housing solutions for Nova Scotians with low-incomes, and their core priorities for 2018-19 include the identification of partnership opportunities with municipalities to address homelessness and increase the supply of affordable housing.

At this time, it is recommended that the NSFM and Housing Nova Scotia proceed with committee work. Potential resolutions may emerge from the work of the committee concerning municipal involvement in affordable housing, including new ways to work with the Province to ensure that Nova Scotians get their share of the \$40-billion federal NHS commitment. The issue of affordable housing should continue to be monitored by municipalities and NSFM staff.

## **15. IMMIGRATION**

### **Issue Identification:**

Improving immigration could help to solve Nova Scotia's demographic woes and bolster local economies.

- Forecasts show the numbers of senior citizens will continue to increase in Nova Scotia.

- Many young Nova Scotians continue to move away to pursue economic opportunities.
- The dependency ratio—the number of children and seniors per 100 persons in the workforce—is going up, leaving a higher burden on working taxpayers.
- Statistics show negative population growth for most NS municipalities over the past 20 years, and projections for the future show the same.
- Immigration can be an ‘interrupter,’ and help restore balance to the dependency ratio.
- Nova Scotia attracts few international immigrants compared to the rest of Canada and has a lower immigrant retention rate than many other provinces.
- International immigrants coming to Nova Scotia primarily settle in urban centres such as Halifax.
- Rural Nova Scotian communities are left especially disadvantaged by these changes.

### **Background Information:**

The dependency ratio in Nova Scotia has been under 50 per cent since the late 1980s, but is forecast to go up, most likely into the 60 per cent region. The dependency ratio is an important number to consider: for quite some time, 100 working Nova Scotians have only had to support an average of about 47 children and seniors.

Nova Scotia has had a declining birth rate for decades, and many Nova Scotian youths continue to leave Atlantic Canada to seek economic opportunities elsewhere. Meanwhile, baby boomers are rapidly reaching retirement.

### **Impact on Municipalities**

As the dependency ratio increases into the 60 per cent range, fewer and fewer working Nova Scotians will have to support a larger number of senior citizens and children. This support includes everything that is provided privately within families and is sometimes mentioned when people talk about belonging to a ‘sandwich generation.’

But even more importantly, this means that there will be fewer working persons paying tax dollars not only into property taxes, but also into the pension plans that support retired baby boomers, and income taxes that support the health system. This is particularly problematic in the case of health care, with average costs per patient increasing with age, life expectancies on the rise, and the looming retirement of the baby boomers.

The demographic shift will be felt less dramatically in Halifax, which, at 40.9 years, has the lowest average age of any region in the province. Halifax attracts the bulk of Nova Scotia’s international and interprovincial migrants, as well as the bulk of Nova Scotians who decide to relocate within the province.

However, rural municipalities and small towns do not—and will not—have it so easy. The average age of their populations is higher, they lose more of their youth and they attract fewer immigrants.

**Proposed action:**

No resolution is recommended at this time. It is recommended that NSFM continue to investigate the issue of immigrant attraction and retention, especially as these subjects pertain to rural municipalities and towns. Consultations will be made with Immigration Nova Scotia, the Immigrant Settlement Association of Nova Scotia (ISANS), the Regional Enterprise Networks and municipalities throughout the province. It is hoped that themes will emerge from these meetings, that partnerships will be built, leading to a concrete action plan for the attraction, settlement, integration, and retention of immigrants.

## **16. LIBRARIES**

**Issue Identification:**

Libraries are an essential part of the community and contribute to social and economic growth. Funding for libraries comes from municipal taxes, library boards and provincial grants. Provincial funding for libraries has been frozen for years yet demands for library services are increasing. More funding is necessary.

**Background Information:**

Public libraries inject \$30 million annually into Nova Scotia communities. Data from 2008/9 shows over 800 staff are employed, along with hundreds of youth who are hired each year gaining valuable skills and supporting community initiatives. At least one-third of Nova Scotians own a library card and visit the 77 library branches throughout rural and urban communities. These branches provide high speed wireless access, offer over 11,000 programs to all ages supporting lifelong learning and family literacy – these numbers have increased since that time.

The demand for library services has been growing significantly and there is a need to ensure our library books and materials collections, computers and other technology, and services are meeting current society's needs and expectations. These expectations are high – the global trends, rapidly changing technology and increasingly diverse population need to be addressed. Yet funding has not kept pace.

**Impact on Municipalities:**

Municipal governments pay for the cost of physical branch facilities and work with their library boards to address improvements. Many of our libraries are old, and the cost of renovations to accommodate current and future technology is increasing and sometimes impossible.

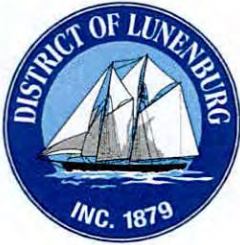
Investment in facilities is required, along with investments in water, wastewater, solid waste, roads, policing, fire – there are many serious demands on municipalities. Property tax burdens are high in many communities and hard choices are being made.

Programming, wages, collections and services are all increasing in demand and costs, and municipal budgets are being stretched.

**Proposed Action:**

The Library Boards Association of Nova Scotia (LBANS) is led by Digby Warden Jimmy MacAlpine and has been meeting over the summer with the Province to address the funding issue. They are developing solutions for the Province to consider. At this time, it is recommended that this work continue and that NSFAM monitor the situation. Should a solution not be forthcoming, NSFAM will work with LBANS on next steps.





# Municipality of the District of Lunenburg

210 Aberdeen Road Bridgewater Nova Scotia Canada B4V 4G8  
Phone: 902-543-8181 / Fax: 902-543-7123 / Web Site: [www.modl.ca](http://www.modl.ca)

## MEMORANDUM

TO: Policy and Strategy Committee

FROM: Tissy Bolivar  
Acting Director of Recreation Services

DATE: September 12, 2018

RE: Elite Athlete Travel Grant

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### RECOMMENDATION

That Municipal Council grant **Daniella Kozera**, of **Pine Grove**, \$1500 from the Elite Athlete Travel grant to compete in the **Sadie Simpson Junior Highland Scholarships** to be held in Banff, Alberta, November 2<sup>nd</sup> to 4<sup>th</sup> 2018.

### Motion Required

### BACKGROUND

Miss Kozera has provided sufficient documentation to confirm that she has been nominated to participate in the invitation-only Sadie Simpson Junior Highland Scholarship. She is eligible for a maximum of 75% of the travel/accommodation/food expenses (\$2040.40) which would be \$1530. The provided budget also details an additional \$318 for registration and event fees. Daniella anticipates raising \$500 through sales and grocery bagging by the date of the competition.

This is the fourth application we have received in this grant category since its inception in 2015. Previous applications were approved in the amount of \$1000.

### BUDGET IMPLICATIONS

No funds have been dispersed from this account this budget year; therefore, there are sufficient funds to cover this request.

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Tissy Bolivar

## Request for Agenda Items under Mayor's/Deputy Mayor's/Councillors' Matters

TO: Chief Administrative Officer  
FROM: Michael Ernst  
DATE: August 22, 2018

1. Agenda Item  
Municipal Council Resolution on Offshore Drilling

2. On what agenda do you want the item placed?  
Council, August 28 - Request has already been made by email

3. Do you have written material to circulate with the agenda? Yes

If you do, please attach it to this form. If you do not, please explain.

Please see attached

4. What is its relevance to Council or the committee?  
The potential of oil pollution resulting from Off Shore Oil exploration will have a devastating impact on our coastal environment, the communities connected to it and the economic activity based there.

5. What outcome(s) are you seeking?  
A unanimous vote in favour of this resolution along with its circulation to other coastal municipalities, the Provincial government through our local MLAs and the Federal government through our local MP.



Councillor's Signature

Date Aug 22, 018

Approval for agenda: Yes  No

Reason for Denial:

Mayor or Chair of Committee

Date



Aug 23/18

to be referred to PSC

# **Municipal Council Resolution on Offshore Drilling**

Summer, 2018

A healthy marine environment is critical to industries, like fishing and tourism, that are the primary lifeblood of Nova Scotia coastal communities.

It is our responsibility to protect and nurture our local economies. It is also our right, and the right of our citizens to be consulted on all major developments that might impact those economies.

The catastrophic effect of a major oil spill at an offshore drill site is unthinkable, yet public knowledge of the risk and potential consequences of such a spill remains inadequate.

We hereby call for a full and independent public inquiry into the pros and cons of oil industry exploration in offshore Nova Scotia to provide our communities, who bear the lion's share of the risk of a disaster in the offshore, a full appreciation of the extent of that risk and of the steps we can take to minimize it.

We also call for a moratorium on all further oil and gas exploration in the offshore pending the completion of that inquiry.

## Request for Agenda Items under Mayor's/Deputy Mayor's/Councillors' Matters

TO: Chief Administrative Officer  
FROM: Michael Ernst  
DATE: August 29, 2018

1. Agenda Item  
Outside Magazine – Cape LaHave Article

2. On what agenda do you want the item placed?  
PSC Sept 18

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3. Do you have written material to circulate with the agenda? Yes

If you do, please attach it to this form. If you do not, please explain.

**Please see web article copied below.** This matter has also been reported on CBC Radio.

4. What is its relevance to Council or the committee?  
This article is promoting the beaches on Cape LaHave Island as a 'must see' pristine area.

I believe this is a MoDL owned property and if so, the Municipality should be pro active in determining a management policy.

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5. What outcome(s) are you seeking?  
The Committee to give direction on how this area can be protected from over use and possible environmental degradation.

*Michael Ernst*

Councillor's Signature

Date Aug 29, 018

Approval for agenda: Yes  No

Reason for Denial:

Mayor or Chair of Committee

Date *Sept. 13/18*

*M/E Bell*

From 'Outside' Magazine

### **Cape Bay Beach, LaHave Islands, Nova Scotia**

Canada might seem more suited to thick beards and chunky sweaters than board shorts and sunscreen, but this eastern province has pristine beaches in spades. Case in point: the LaHave Islands, a group of 20 small isles punctuated by white sand lining thick pine forests. A road bridges the more populated islands, but it's worth paddling to the out-lying landmasses. The kayaking is mellow if you stick to the protected channels, but experienced paddlers should search for seals hunting in False LaHave Bay. Pitch a tent on Cape LaHave Island, which is public land, and head for Cape Bay Beach, with a half-mile's worth of dunes and bodysurfing. Cape LaHave Adventures offers a food-centric multi-day excursion, with boiled lobster, clams, and oysters on the beach every night. —G.A.