



**REGION OF WINDSOR AND WEST HANTS
CO-ORDINATING COMMITTEE**

Meeting Agenda

Monday, January 6, 2020 – 6:00 p.m.

West Hants Council Chambers, 76 Morison Dr., Windsor, NS

- 1. CALL TO ORDER**
- 2. CONFLICT OF INTEREST DECLARATION**
- 3. APPROVAL OF AGENDA**
- 4. APPROVAL OF MINUTES** – Meeting of December 2, 2019
- 5. DELEGATIONS / PRESENTATIONS (if any)**
- 6. BUSINESS ARISING FROM PREVIOUS MINUTES**
 - (a) Work Plan Update
 - (b) Dalhousie Management Without Borders Report
 - (c) Glooscap Agenda/Presentation
 - (d) Update on Labour Board Application
 - (e) Fall/Winter Newsletter
- 7. STAFF REPORTS**
 - (a) CAO Report
- 8. BILL 55, SECTION 12 ITEMS (if any)**
- 9. CORRESPONDENCE**
 - (a) Letter to S. Bennett on RCMP
- 10. ADDITIONS TO THE AGENDA (if any)**
- 11. IN-CAMERA**
 - (a) Personnel Matter
- 12. NEXT CO-ORDINATING COMMITTEE MEETING DATE(S) & ADJOURNMENT**



**REGION OF WINDSOR AND WEST HANTS MUNICIPALITY
CO-ORDINATING COMMITTEE**

Meeting Minutes

Monday, December 2, 2019 – 6:00 p.m.

Brooklyn Civic Centre, 995 Highway 215, Brooklyn NS

ATTENDANCE

Co-ordinating Committee Members

Kevin Latimer	Co-ordinator, Chair
Anna Allen	Mayor, Town of Windsor
Laurie Murley	Deputy Mayor, Town of Windsor
Abraham Zebian	Warden, Municipality of the District of West Hants
Paul Morton	Deputy Warden, Municipality of the District of West Hants

Staff/Alternate Committee Members

Rupert Jannasch	Councillor/Alternate Co-ordinating Committee Member, Municipality of West Hants
Mark Phillips	CAO, Region of Windsor and West Hants Municipality
Louis Coutinho	Consolidation Consultant, Town of Windsor
Martin Laycock	CAO, Municipality of the District of West Hants
Todd Richard	Interim CAO, Town of Windsor
Bruce Morrison	Consultant, Goudreault Associates
Denys Prevost	Consultant, Goudreault Associates
S/Sgt. Cory Bushell	District Commander, RCMP
S/Sgt. Dan McGillivray	District Advisory, NCO for South West Nova
Sgt. Mike Balmaceda	Operations, NCO for Windsor District
Iliana Irons	Dalhousie MWB Team
Patrick Rooney	Dalhousie MWB Team
William Stevenson	Dalhousie MWB Team
Shelleena Thornton	Municipal Clerk, Town of Windsor
Donna Jones	Project Administrator
Approximately 40 members of the Public in the gallery	

Regrets

John Bregante	Councillor/Alternate Co-ordinating Committee Member, Town of Windsor
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- 1. CALL TO ORDER** – Co-ordinator Latimer called the meeting to order at 6:07pm and welcomed the members of the public that were able to come out and join in person as well as those that were attending via live stream. Extended a special thank you to Brooklyn and the Fire Hall for hosting the meeting.

2. **CONFLICT OF INTEREST DECLARATION** (if any)

3. **APPROVAL OF AGENDA** – Additions and/or Deletions

**MOVED/SECONDED THAT THE AGENDA BE APPROVED AS CIRCULATED.
MOTION CARRIED**

4. **APPROVAL OF MINUTES** – Meeting of November 18, 2019

**MOVED/SECONDED THAT THE MINUTES BE APPROVED AS CIRCULATED.
MOTION CARRIED.**

5. **DELEGATIONS / PRESENTATIONS**

(a) Fire Services Report – Bruce Morrison & Denys Prevost – Goudreault Associates

- Mr. Prevost reviewed his presentation and went over the highlights of the Fire Services Report for the Co-ordinating Committee.
- Co-ordinator Latimer noted that the report was to be tabled for this evening's meeting and stated it would be reviewed in greater detail at a scheduled meeting on December 3rd, 2019 with the Committee members.
- Mayor Allen stated the report was a terrific piece of work and was very detailed. Noted that the priorities have been identified as to what needs to happen going forward.
- Warden Zebian asked if there were any other jurisdictions currently that encompass a plan as detailed as this report. Mr. Morrison advised that there were, but not here in Nova Scotia.

Mr. Morrison and Mr. Prevost left the meeting at 6:49pm.

(b) RCMP Report – S/Sgt. Cory Bushell

- S/Sgt. Bushell provided a high-level overview of his presentation with the Co-ordinating Committee and noted the highlights submitted in the report.
- Mayor Allen stated that she has been very concerned about Windsor and noted the report addresses these concerns quite well. Advised she is not prepared to adopt the report this evening and would like the additional time to review it, like they are doing with the Fire Services Report.
- Deputy Mayor Murley noted that her concerns were around the diminished presence of RCMP members in the Town. Advised that the merchants in the area are already concerned about losing visibility of the RCMP in the area. Noted her concern around the new position mentioned in the report.
- Warden Zebian stated that he has full confidence in the RCMP and their professionalism. Asked if there were statistics to show that diminished presence in the town leads to higher rates of crime. S/Sgt. Bushell advised that he did not have these statistics but generally speaking, when there is a police presence, it is a deterrent to crimes of opportunity.
- Co-ordinator Latimer added that it was an excellent report and noted that protective services are very important to the residents and one they want to get right moving forward.

(c) Dalhousie Management Without Borders Team

- Mr. Coutinho provided a brief introduction on the Dalhousie MWB team. Advised there are six graduate students working on the project from various disciplines and introduced the members of the team in attendance.
- Mr. Rooney provided a background on the MWB program and advised how the program was

structured. The members of the team presented their poster presentation to the Co-ordinating Committee.

- Mayor Allen asked if the indicators noted in the presentation were to be measured over a four-year term. Mr. Stevenson advised it would be up to the Municipal Unit to determine how often the indicators are updated.
- Warden Zebian thanked the members of the team and stated that the indicators said it all for him.
- Deputy Warden Morton added that it was a good job and he was looking forward to the final report.
- Deputy Mayor Murley asked what the team thought would be the most important thing in bringing two municipalities together. Both Mr. Rooney and Mr. Stevenson agreed, the buy in of all the parties involved. Understanding what the citizens are getting and what they are okay with spending their money on.
- Co-ordinator Latimer thanked the team for choosing the amalgamation of the Town of Windsor and the Municipality of West Hants for their project. Congratulated and wished them luck in finalizing their report.

6. BUSINESS ARISING FROM PREVIOUS MINUTES

(a) Work Plan Updates – Co-ordinator Latimer

- Co-ordinator Latimer gave a brief update on various sections of the work plan including the Campaign Schools, the organizational structure (HR), services, tax structure and the Community Engagement Survey.
- Provided an update on the release for the next newsletter and noted the upcoming meeting with Glooscap First Nations.

7. STAFF REPORTS

(a) CAO Report

- CAO Phillips provided a review of his report and noted the highlights.

(b) Conflict of Interest Report – CAO Phillips

- CAO Phillips presented the Conflict of Interest Recommendation Report and noted the highlights for the Committee members.
- Noted that the legislative authority with respect to the Alternate is noted in Bill 55 and basically states the purpose of the Alternate is for when persons are absent from a meeting.

MOVED/SECONDED THAT THE CO-ORDINATING COMMITTEE RECOMMEND THE MINIMUM DUTY OF CARE AN ELECTED OFFICIAL SHOULD TAKE ONCE DECLARING A CONFLICT WOULD BE TO STEP AWAY FROM THE COUNCIL TABLE AND SIT IN THE AUDIENCE; WHICH IS IN ALIGNMENT WITH THE NS MUNICIPAL CONFLICT OF INTEREST ACT. MOTION CARRIED

MOVED/SECONDED THAT THE CO-ORDINATING COMMITTEE RECOMMEND THAT THE APPOINTED ALTERNATE(S) COMMITTEE MEMBER(S) ONLY BE AN ACTIVE COMMITTEE MEMBER IN THE ABSENCE OF THE REGULARLY APPOINTED MEMBER (WHEN THE REGULARLY APPOINTED ARE UNABLE TO ATTEND THE CO-ORDINATING COMMITTEE MEETING). MOTION CARRIED.

8. BILL 55, SECTION 12 ITEMS (none)

9. CORRESPONDENCE RECEIVED

(a) Letter to Windsor Elms Village

10. ADDITIONS TO THE AGENDA (none)

11. IN-CAMERA (if any)

12. NEXT CO-ORDINATING COMMITTEE MEETING DATE(S) & ADJOURNMENT – Next meeting is scheduled for 6:00 pm Monday, January 6, 2019 in the West Hants Council Chambers.

MOVED/SECONDED THAT AT 8:15PM THE CO-ORDINATING COMMITTEE MEETING BE ADJOURNED. MOTION CARRIED.

Chair

Project Administrator

Co-ordinating Committee Workplan and Schedule

ID	Task Name	Duration	Start	Finish	Resource Names	% Complete	Timeline																																																								
							018	Half 2, 2018			Half 1, 2019			Half 2, 2019			Half 1, 2020			Half 2, 2020			Half 1, 2021			Half 2, 2021																																					
							A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
1	I. Regional Government for Windsor / West Hants		Thu 1/17/19		Co-Ordinator	90%																																																									
2	a) Governance	315 days?	Thu 1/17/19	Wed 4/1/20		75%																																																									
3	i) Stantec Review - Council Size	39 days	Wed 1/2/19	Mon 2/25/19	KL/LC/ML	100%																																																									
19	ii) Stantec Boundary Review	79 days	Wed 1/9/19	Mon 4/29/19	KL/LC/ML	100%																																																									
37	iii) NSUARB Process	79 days	Wed 5/1/19	Mon 8/19/19	KL/LC/ML	99%																																																									
44	iv) Election Process	268 days?	Mon 3/18/19	Wed 3/25/20	Rhonda/Shelleena	45%																																																									
45	Paper Voting Decision	1 day	Mon 3/18/19	Mon 3/18/19	Rhonda/Shelleena	100%																																																									
46	Co-ordinating Committee - Budget for election	51 days	Mon 3/18/19	Mon 5/27/19	Rhonda/Shelleena	100%																																																									
47	Appointment of Returning/Assist Returning Officer	1 day	Mon 5/27/19	Mon 5/27/19	Rhonda/Shelleena	100%																																																									
48	Method to Develop Preliminary List of Electors	1 day	Mon 5/27/19	Mon 5/27/19	Rhonda/Shelleena	100%																																																									
49	Approve Optional Advance Poll Dates	1 day	Mon 5/27/19	Mon 5/27/19	Rhonda/Shelleena	100%																																																									
50	Determine Alternative Method of Notification for List Revisions	1 day	Mon 5/27/19	Mon 5/27/19	Rhonda/Shelleena	100%																																																									
51	Set Alternative Notice of Poll	1 day	Mon 5/27/19	Mon 5/27/19	Rhonda/Shelleena	100%																																																									
52	Set date for Amended List Due	1 day	Mon 5/27/19	Mon 5/27/19	Rhonda/Shelleena	100%																																																									
53	Councilor Compensation/Remuneration Report to CC	10 days	Tue 10/15/19	Mon 10/28/19	Mark/Louis	100%																																																									
54	Prepare package for Candidates	25 days	Tue 10/1/19	Mon 11/4/19	Rhonda/Shelleena	100%																																																									
55	Ardoise Comm Ctr. Campaign School	1 day	Sat 11/9/19	Sat 11/9/19	Jason/Rhonda B/Shelleena	100%																																																									
56	Avondale Comm Ctr. Campaign School	1 day	Wed 11/20/19	Wed 11/20/19	Rhonda/Shelleena	100%																																																									
57	Hants Co War Mem Comm Ctr. Campaign School	1 day	Wed 12/4/19	Wed 12/4/19	Rhonda/Shelleena	100%																																																									
58	Preliminary List of Electors Due	6 days	Mon 12/23/19	Mon 12/30/19	Rhonda/Shelleena	100%																																																									
59	Council Remuneration Decision - Report to CC	6 days	Mon 1/20/20	Mon 1/27/20	Mark	0%																																																									
60	Revision of Elector List	16 days	Mon 12/16/19	Mon 1/6/20	Rhonda/Shelleena	0%																																																									
61	Ads Placed for Nominations	16 days	Wed 1/1/20	Wed 1/22/20	Rhonda/Shelleena	0%																																																									
62	Amended List of Electors Due	14 days	Wed 1/8/20	Mon 1/27/20	Rhonda/Shelleena	0%																																																									
63	Official Nominations Received	6 days	Wed 2/5/20	Wed 2/12/20	Rhonda/Shelleena	0%																																																									
64	Candidates Can Withdraw	1 day	Thu 2/13/20	Thu 2/13/20	Rhonda/Shelleena	0%																																																									
65	Order Printed Material	2 days	Fri 2/14/20	Mon 2/17/20	Rhonda/Shelleena	0%																																																									
66	Obtain Poll Workers and Train	73 days	Tue 11/12/19	Thu 2/20/20	Rhonda/Shelleena	0%																																																									
67	Place Notice of Poll Ads	11 days	Tue 2/18/20	Tue 3/3/20	Rhonda/Shelleena	0%																																																									
68	1st Advance Poll	1 day	Sat 2/29/20	Sat 2/29/20	Rhonda/Shelleena	0%																																																									
69	2nd Advance Poll	1 day	Tue 3/3/20	Tue 3/3/20	Rhonda/Shelleena	0%																																																									
70	Vote	1 day	Sat 3/7/20	Sat 3/7/20	Rhonda/Shelleena	0%																																																									
71	Alternative Notice of Poll	17 days	Fri 2/14/20	Sat 3/7/20	Rhonda/Shelleena	0%																																																									

Co-ordinating Committee Workplan and Schedule

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72	Website Information	98 days	Mon 10/28/19	Wed 3/11/20	Rhonda/Shelleena	75%																																																									
73	Official Count of Votes	3 days	Sat 3/7/20	Tue 3/10/20	Rhonda/Shelleena	0%																																																									
74	New Councillor Orientation	11 days	Wed 3/11/20	Wed 3/25/20	Rhonda/Shelleena	0%																																																									
75	Return of election list with Declaration to Returning Officer	7 days	Sun 3/8/20	Sat 3/14/20	Rhonda/Shelleena	0%																																																									
76	Draft Un-official results report to CC	1 day	Mon 3/9/20	Mon 3/9/20	Rhonda Brown	0%																																																									
77	Report to Co-ordinating Committee	6 days	Mon 3/16/20	Mon 3/23/20	Rhonda/Shelleena	0%																																																									
78	Swearing in of Candidates at First Council	1 day	Mon 3/23/20	Mon 3/23/20	??	0%																																																									
79	v) Launch for New Municipality	1 day	Wed 4/1/20	Wed 4/1/20		0%																																																									
80	b) Human Resources	272 days?	Mon 3/18/19	Tue 3/31/20	Mark Phillips	75%																																																									
81	i) Walsh HR Analysis/Implementation					0%																																																									
82	Meeting with CAO & Co-ordinator	1 day	Thu 3/28/19	Thu 3/28/19	CaOs	100%																																																									
83	On Site meetings with CAO's	14 days	Mon 4/1/19	Thu 4/18/19	CaOs	100%																																																									
84	Hold Introductory meeting with Co-ordinating Committee	21 days	Mon 5/6/19	Mon 6/3/19	CaOs	100%																																																									
85	Attend Town Hall meetings as Required / staff meetings?	65 days	Mon 4/15/19	Fri 7/12/19	CaOs	100%																																																									
86	Conduct meetings with staff (min 8 meetings)	19 days	Tue 4/23/19	Fri 5/17/19	CaO's/Jillian	100%																																																									
87	Determine Org Structure	160 days	Mon 4/8/19	Fri 11/15/19	Jillian/Mark	100%																																																									
88	Conduct interviews for all positions	49 days	Tue 10/1/19	Fri 12/6/19	Jillian/Mark	100%																																																									
89	Determine performance management system	212 days	Mon 6/10/19	Tue 3/31/20	Jillian/Mark/Craig	60%																																																									
90	Review/Prepare job descriptions	250 days	Mon 3/18/19	Fri 2/28/20	Jillian/Mark/Craig	75%																																																									
91	Review policies and manuals	242 days	Mon 4/29/19	Tue 3/31/20	Jillian/Mark	60%																																																									
92	Complete compensation Review	184 days	Mon 5/20/19	Thu 1/30/20	Gerry/Mark	100%																																																									
93	Complete Benefits Review	176 days?	Mon 5/27/19	Mon 1/27/20	Mark	75%																																																									
94	Recommendation Report on Benefits to CC	1 day	Mon 1/27/20	Mon 1/27/20	Mark	0%																																																									
95	Conduct research & analysis (on-going)	240 days	Mon 4/1/19	Fri 2/28/20	Jillian/Mark	75%																																																									
96	Final Organization Chart	139 days	Mon 7/22/19	Thu 1/30/20	Jillian/Mark	100%																																																									
97	Develop implementation and change Management plan	87 days	Mon 12/2/19	Tue 3/31/20	Jillian/Mark	26%																																																									
98	Present draft report for feedback	39 days	Wed 1/1/20	Mon 2/24/20	Jillian/Mark	0%																																																									
99	Prepare and present the final report	24 days	Wed 1/1/20	Mon 2/3/20	Graig/Mark	50%																																																									
100	Submit Final Report to CC	16 days	Mon 2/3/20	Mon 2/24/20	Graig/Mark	0%																																																									
101	c) CAO Executive Search	123 days?	Thu 3/28/19	Mon 9/16/19	Advisory Group	99%																																																									
102	OCL Implementation	1 day	Thu 3/28/19	Thu 3/28/19		100%																																																									

Co-ordinating Committee Workplan and Schedule

ID	Task Name	Duration	Start	Finish	Resource Names	% Complete	Timeline																																												
							018	Half 2, 2018			Half 1, 2019			Half 2, 2019			Half 1, 2020			Half 2, 2020			Half 1, 2021			Half 2, 2021																									
							A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
200	Benefit Research	131 days	Mon 4/1/19	Mon 9/30/19	Rhonda/Carol	100%																																													
201	CRA Rating Review	51 days	Fri 11/1/19	Fri 1/10/20	Carlee/Mark	0%																																													
202	Bring over Customer Database	79 days	Tue 10/1/19	Fri 1/17/20	Jeff/Matt/Diamond	0%																																													
203	Animal Licenses	79 days	Tue 10/1/19	Fri 1/17/20	Colleen/Jesse	0%																																													
204	EFT Vendor Setup	185 days	Mon 7/1/19	Fri 3/13/20	Colleen/Rhonda/Carol	7%																																													
205	PAP Letter (Water/Sewer)	185 days	Mon 7/1/19	Fri 3/13/20	Carmen/Carol	7%																																													
206	Purchase Order Setup	119 days	Tue 10/1/19	Fri 3/13/20	Diana/Rhonda/Carlee	0%																																													
207	Finance Forms	139 days	Tue 9/10/19	Fri 3/20/20	Carmen/Colleen/Jesse	0%																																													
208	Diamond (Background Setup)	197 days	Mon 7/1/19	Tue 3/31/20	Jeff/Matt/Diamond	20%																																													
209	Banking Setup	131 days	Tue 10/1/19	Tue 3/31/20	Account Admin/Carol/Varun	15%																																													
210	PAP Letter (Taxes)	197 days	Mon 7/1/19	Tue 3/31/20	Carmen/Carol	7%																																													
211	Policies	197 days	Mon 7/1/19	Tue 3/31/20	Diana/Carlee/Doug/Varun	15%																																													
212	Tax Billing & Interest Testing	131 days	Tue 10/1/19	Tue 3/31/20	Suzanne/Pam	10%																																													
213	Water/Sewer Billing & Interest Testing	131 days	Tue 10/1/19	Tue 3/31/20	Cathy/Pam	15%																																													
214	New Payroll Setup & Testing	65 days	Wed 1/1/20	Tue 3/31/20	Carol/Pam	0%																																													
215	Workflow Setup	65 days	Wed 1/1/20	Tue 3/31/20	Diana/Rhonda/Carlee	0%																																													
216	Business Number - Name Change	87 days	Wed 1/1/20	Thu 4/30/20	Doug/Carlee	0%																																													
217	o) Pension Plans to Merge	150 days	Mon 7/8/19	Fri 1/31/20	Carlee/Rhonda M.	71%																																													
218	Recommendation Report	37 days	Fri 5/31/19	Mon 7/22/19		100%																																													
219	Make application to successful carrier to prepare for transfer	0 days	Mon 7/22/19	Mon 7/22/19		100%																																													
220	Notify non successful carrier of intent to transfer	1 day	Mon 7/22/19	Mon 7/22/19		100%																																													
221	Identify plan differences	1 day	Mon 7/22/19	Mon 7/22/19		100%																																													
222	Notify Superintendent of Pensions of impending merger	1 day	Mon 9/2/19	Mon 9/2/19		100%																																													
223	Review fund list and determine proper fund offering	41 days	Mon 7/22/19	Mon 9/16/19		100%																																													
224	Create mapping projects for funds transferring in from other carrier	41 days	Mon 7/22/19	Mon 9/16/19		100%																																													
225	Transfer of plan	89 days	Tue 10/1/19	Fri 1/31/20		27%																																													
226	Deliver educational sessions to all employees	80 days	Mon 10/14/19	Fri 1/31/20	Mark	75%																																													
227	p) Benefits Plans to Merge	262 days	Mon 4/1/19	Tue 3/31/20	Mark Phillips	57%																																													
228	Options Assessment	90 days	Fri 6/28/19	Thu 10/31/19		100%																																													
229	Report for CAO	62 days	Fri 9/6/19	Mon 12/2/19		100%																																													
230	Final Decision	34 days	Tue 12/3/19	Fri 1/17/20		0%																																													
231	Budget Framework	73 days	Fri 12/20/19	Tue 3/31/20	Mark Phillips	21%																																													
232	Prepare Budget Templates	16 days	Fri 12/20/19	Fri 1/10/20	Carlee	0%																																													
233	Meet with Department Heads	31 days	Fri 12/20/19	Fri 1/31/20	Carlee	0%																																													
234	Review with CAO	16 days	Fri 1/31/20	Fri 2/21/20	Carlee/Mark	0%																																													
235	Build & Prepare 20_21 Budget for new Regional Municipality	65 days	Wed 1/1/20	Tue 3/31/20	Mark/Carlee	42%																																													

Indicators of Success:

Consolidation of the Town of Windsor and Municipality of the District of West Hants



Devin Drover, Iliana Irons, Karuna Varakuti, Medha Malviya, Patrick Rooney,
and William Stevenson

MGMT 5000 – Management Without Borders

Dalhousie University

December 6, 2019

TABLE OF CONTENTS

ACRONYMS.....	3
LIST OF TABLES	3
LIST OF FIGURES.....	3
EXECUTIVE SUMMARY	4
1. INTRODUCTION	5
1.1 BACKGROUND.....	5
1.2 VISION.....	5
1.3 PURPOSE	6
2. PESLE ANALYSIS	6
2.1 POLITICAL FACTORS.....	6
2.2 ECONOMIC FACTORS	7
2.3 SOCIO-CULTURAL FACTORS.....	7
2.4 LEGAL FACTORS	8
2.5 ENVIRONMENTAL FACTORS.....	8
3. METHODOLOGY	9
3.1 RESEARCH QUESTIONS AND OBJECTIVES	9
3.2 DATA COLLECTION AND ANALYSIS COMPONENTS.....	10
3.2.1 Literature Review	10
3.2.2 Jurisdictional Scan.....	10
3.2.3 Expert Consultations	11
3.2.4 Limitations	11
4. LITERATURE REVIEW.....	12
4.1 EXPECTATIONS OF MUNICIPAL CONSOLIDATION.....	12
4.1.1 Pursuit of Savings	12
4.1.2 Managing Urban Sprawl.....	12
4.1.3 Pursuit of Equity	13
4.1.4 Elimination of Conflicts	13
4.1.5 Reducing Bureaucracy.....	13
4.1.6 Bolstering Global Competitiveness	14
4.2 CONCERNS AND SKEPTICAL ATTITUDES	14
4.2.1 Cost Savings	15
4.2.2 Taxes	15
4.2.3 Service of Delivery	16
4.2.4 Staffing	17
4.2.5 Sense of Community	17
4.2.6 Municipal Size.....	18
4.3 WHAT MADE MERGERS SUCCEED?	19
4.3.1 The Abbotsford-Matsqui Consolidation	19
4.3.3 The City of St. John's	20
4.3.4 The Region of Queens Amalgamation.....	21
4.4 WHAT HAVE CAUSED MERGERS TO FAIL?.....	21
4.4.1 Failure to Achieve Cost Savings	22
4.4.2 Tax Inequity, Inefficiency and Rates	22
4.4.3 Citizen Dissatisfaction and Involvement	23

4.5 APPROPRIATE PERFORMANCE MEASUREMENT FRAMEWORK DESIGN	24
4.5.1 <i>Current Performance Metrics in Municipalities</i>	24
4.5.2 <i>Developing Performance Metric Frameworks</i>	25
4.5.3 <i>Best Practices in KPI Development</i>	27
4.5.4 <i>Measuring Community Well-Being</i>	27
4.5.5 <i>Index v Dashboard</i>	28
5. JURISDICTIONAL SCAN	29
5.1 INCLUSION CRITERIA	30
5.2 HALIFAX REGIONAL MUNICIPALITY (NOVA SCOTIA)	30
5.2.1 <i>Examples of Indicators by Theme</i>	31
5.3 CAPE BRETON REGIONAL MUNICIPALITY (NOVA SCOTIA)	32
5.3.1 <i>Examples of Indicators by Theme</i>	33
5.4 REGION OF QUEENS MUNICIPALITY (NOVA SCOTIA)	33
5.4.1 <i>Examples of Indicators by Theme</i>	34
5.5 CHATHAM-KENT (ONTARIO)	34
5.5.1 <i>Examples of Indicators by Theme</i>	35
5.6 PRINCE EDWARD COUNTY (ONTARIO)	36
5.6.1 <i>Examples of Indicators by Theme</i>	36
5.7 QUINTE WEST (ONTARIO)	37
5.7.1 <i>Examples of Indicators by Theme</i>	37
5.8 NORFOLK COUNTY (ONTARIO)	38
5.8.1 <i>Examples of Indicators by Theme (Tentative to WCCD Registration)</i>	38
5.9 KAWARTHA LAKES (ONTARIO)	41
5.9.1 <i>Examples of Indicators by Theme</i>	42
5.10 BEST PRACTICES AND LESSONS LEARNED	43
6. RESULTS	44
7. RECOMMENDATIONS	47
8. NEXT STEPS	48
9. REFERENCES	49
APPENDIX A	1

ACRONYMS

Acronym	Full Name
BSC	Balanced Scorecard
CBRM	Cape Breton Regional Municipality
CIW	Canadian Index of Well-being
DNV	District of North Vancouver
EAB	Emerald Ash Borer
FCI	Financial Condition Indicators
FIR	Financial Information Return
GDP	Gross Domestic Product
HRM	Halifax Regional Municipality
IPAC	Institute of Public Administration of Canada
KPI	Key Performance Indicators
MBN	Municipal Benchmarking Network
MPMP	Municipal Performance Measurement Program
NGO	Non-Governmental Organization
OECD	Organization of Economic Co-operation and Development
PEC	Prince Edward County
PESLE	Political, Economic, Socio-Cultural, Legal, Environmental Analysis
RQM	Region of Queens Municipality
SDG	Sustainable Development Goals
WCCD	World Council on City Data

LIST OF TABLES

List of Tables	Page
Table 1. Logic Model Components	26
Table 2. Inclusion Criteria	30

LIST OF FIGURES

List of Figures	Page
Figure 1. Logic Model	46

EXECUTIVE SUMMARY

Background

In preparation for their voluntary consolidation on April 1st, 2020, the Town of Windsor and the Municipality of the District of West Hants, Nova Scotia, have done what no municipalities on the brink of consolidation have done before: they have decided that the success of their union should be measured over the short and long-term future. Because this type of evaluation has not previously occurred, the municipalities enlisted the help of a team of Dalhousie University Faculty of Management Masters students to develop a set of performance metrics that could be used to measure the short and long-term success of their own consolidation, as well as future consolidations across Canada.

Methods

A literature review was conducted to understand the general expectations of municipal mergers, as well as common components of successful consolidations. The literature review was also used to investigate how performance measurement frameworks are established, and to identify some important attributes of performance indicators. Following the literature review, a jurisdictional scan was completed to determine how municipalities typically measure performance, and what indicators are common across different jurisdictions. A draft list of possible indicators was presented to municipal representatives from Halifax Regional Municipality, Cape Breton Regional Municipality, Region of Queens Municipality, and the Nova Scotia Department of Municipal Affairs for feedback.

Analysis

The literature review found that major expectations of municipal consolidations include cost savings for the consolidated municipality, better management of urban sprawl, elimination of inter-municipal conflicts, and stronger global competitiveness. Furthermore, successful municipal consolidations are ones where citizens are satisfied with the quality of service delivery, the fluctuation in tax rate, and the preservation of their sense of community identity. It was therefore determined that these outcomes of consolidations should be measured with indicators. Indicators should also be developed to measure whether the desired outcomes stated on the [Windsor/West Hants Together webpage](#) have been achieved.

Results

Using the Government of Canada's guide for developing performance measurement strategies, with added elements from other jurisdictions across Canada, a logic model was developed to establish key performance indicators that relate to the specific outcomes of consolidation determined to be of importance in the analysis.

Recommendations

A list of 101 indicators of success were developed across five themes: (1) governance, (2) provision of services and infrastructure, (3) economics, finances and taxation, (4) administrative staff and structure, and (5) sociocultural identity and concerns of citizens.

1. INTRODUCTION

1.1 Background

In the 1990s, municipal consolidations became a prominent theme in Canadian municipal policy discussions, especially in Nova Scotia (Vojnovic, 1998). In 1992, a Nova Scotia Task Force on Local Government was created to assess the need for local government reform within the province (Vojnovic, 1998). This led to consolidation of the City of Sydney with the County of Cape Breton, along with other incorporated towns within its limits in 1995 (Ramsay, 1998). Similarly, in 1996, the City of Halifax, City of Dartmouth, the Town of Bedford, and Halifax County united (Vojnovic, 1998). The same year, the Region of Queens Municipality was formed through an amalgamation of the Town of Liverpool and the Municipality of the County of Queens (Vojnovic, 1998).

Municipal consolidations often occur with the hopes of improving the effectiveness and the efficiency of service delivery to residents (Slack & Bird, 2013a). The idea is that a larger municipality would have the financial and technological means of providing both a larger quantity, and better quality of services. At the same time, administrative costs would be reduced (Slack & Bird, 2013a). However, despite the number of amalgamations that have occurred over the last few decades, the success of municipal amalgamations is still a highly debated topic. Some studies have demonstrated positive outcomes (Slack & Bird, 2013b; Vickers, 2016), whereas others have showcased negative ones (Miljan, 2019).

Very few municipalities have taken the initiative to evaluate the success of their own consolidation; it is typically done by external organizations or academic researchers. Currently, there is no overarching recommended framework to evaluate the success of a municipal amalgamation within the province. Researchers that have studied the outcomes of consolidations choose their own performance metrics to evaluate success, and these metrics typically focus on financial and administrative outcomes. At the onset of their consolidation, which is scheduled for April 1st, 2020, the Town of Windsor and Municipality of the District of West Hants see an opportunity to pave the way for future municipal amalgamations by creating an evaluation framework, consisting of more than just economic metrics, to determine whether the initiative was a success.

1.2 Vision

The consolidation of the Town of Windsor and the Municipality of the District of West Hants is about bringing the community together to work towards common goals and a collective vision. The consolidation is focussed around a vision of strength, growth, and prosperity (Windsor/West Hants Together, 2019). This will be achieved by increasing decision making power, having more sway, and empowering the region.

The goals of consolidation are to grow infrastructure, resources, employment, education and industry (Windsor/West Hants Together, 2019). Through collaboration and a unified regional government, the consolidated municipality of the Town of Windsor and the Municipality of the

District of West Hants, referred to hereafter as the “Consolidated Municipality”, will seek to leverage resources and provide more effective decision-making in areas like land use, regional planning, infrastructure and economic development (Windsor/West Hants Together, 2019).

1.3 Purpose

The purpose of this project was to develop performance metrics that could be used to measure the short and long-term success of the consolidation of the Town of Windsor and Municipality of the District of West Hants. Ancillary to that, the goal is for this evaluative framework to be used to determine the success of future municipal consolidations in Nova Scotia and across Canada.

2. PESLE ANALYSIS

There are many external factors that are beyond the control of a municipality’s jurisdiction that can affect a municipality’s state of affairs. It is important to understand what these external factors are to determine municipal performance metrics of success, and this can be done through a PESLE analysis. This PESLE analysis examined external Political, Economic, Social, Legal and Environmental factors, respectively. These factors may present opportunities or challenges for the Consolidated Municipality. The key findings from the PESLE analysis are highlighted below.

2.1 Political Factors

Political factors that may impact the Consolidated Municipality which were considered include: elections, intergovernmental relations, and municipal policy; and resource availability.

Elections at the municipal, provincial and federal level will each impact how the jurisdiction functions. Municipal elections elect councillors and a head of council (Mayor or Warden) who bring with them new priority areas and perspectives into municipal scope. This change of course can directly impact the ongoing success of the Consolidated Municipality based on the direction chosen. Similarly, provincial elections serve as another important force, as Nova Scotia has jurisdiction over municipal operation – as outlined in the Canadian *Constitution Act*, and defined in the Nova Scotian *Municipal Government Act* – the Consolidated Municipality will have to develop strong relationships with the provincial government to avoid issues or threats of provincial micromanagement (Canada, 1982, sec. 92.8; Nova Scotia, 2019, sec. 2.a-c). While federal elections pose a limited threat, change in federal policy could threaten the municipality’s efficacy through the implementation of austerity measures aimed at limiting grants and transfer payments that the Consolidated Municipality are eligible for.

The availability of resources for which to administer municipal services and bureaucracy is an additional force in the political realm. Due to the forthcoming consolidation of the Town of Windsor and the Municipality of the District of West Hants, there is less grant and subsidy competition in the region. This elimination of federal and provincial grant competition should then be viewed as an opportunity for the municipality to bolster its reserves, infrastructure, and service provision. The former Town of Windsor and Municipality of the District of West Hants were primarily self-financing, and only relied on grants and transfers for 11% of their annual revenue

in 2018 (Municipal Affairs, 2018b; Municipal Affairs, 2018c). Due to this self-sufficiency, resource availability should be viewed as an opportunity, as other levels of government look to invest in successful and fiscally responsible municipalities.

2.2 Economic Factors

The economic analysis examined three primary factors that could impact the Consolidated Municipality: population and labour force, economies of scale, and tax rates.

One of the largest challenges the Consolidated Municipality faces is attracting and retaining its labour force for fostering economic growth of the region and increasing investment opportunities. To address this, a focus on international and domestic immigration, along with youth retention, will need to be pursued to achieve long-term economic goals.

At present, the tax structure is different for the Municipality of the District of West Hants and the Town of Windsor, where the latter has higher taxes than the former. Currently, no tax structure has been established for the Consolidated Municipality, which will be decided by the new council as it comes into force.

2.3 Socio-Cultural Factors

Factors analyzed in the socio-cultural analysis include the population growth rate and population retirement age (Statistics Canada Census, 2011; & Statistics Canada Census 2016).

The growth rate of the population presents an opportunity for the Consolidated Municipality (Statistics Canada Census, 2016). The Town of Windsor has a much older population compared to the Municipality of the District of West Hants with the median age being 50.2 and 46.6 respectively (Statistics Canada Census, 2016). The Town of Windsor is also where most of the nursing homes, hospitals and health services are located (Statistics Canada Census, 2011; Statistics Canada Census, 2016). This therefore presents an opportunity for the Consolidated Municipality to consider health and mobility offering (Statistics Canada Census, 2011; Statistics Canada Census, 2016). As the overall population of the region is declining at a low rate relative to the province, and the adjacent Halifax Regional Municipality (HRM) and Municipality of the District of East Hants are growing, the Consolidated Municipality may be able to increase the population based on the commuting distance to major job centers.

Both the Town of Windsor and the Municipality of the District of West Hants have aging populations, with the former having over half of its population above the age of 50, and a third above the age of 65 (Statistics Canada Census, 2011; Statistics Canada Census 2016).

2.4 Legal Factors

The legal analysis examined relevant legislation and ancillary legislative provisions which pertained to the consolidation process, and what requirements must be met prior to and following consolidation.

This analysis predominately included a review of the *Region of Windsor and West Hants Municipality Act*, which prescribes the creation of the Coordinating Committee, sets the consolidation date of April 1, 2020, and preserves that the by-laws, orders, policies and resolutions in force by either of the municipalities prior to consolidation will remain in-force after this date (Government of Nova Scotia, 2019b). Similarly, statutory requirements for municipal elections under the *Municipal Elections Act* regarding electoral requirements for boundaries of polling districts and number of councillors must be met, as well as freedom of information requirements outlined in the *Municipal Government Act* (Government of Nova Scotia, 2018; Government of Nova Scotia, 2019a).

While these legal factors present both opportunities and threats to the consolidation, it provides an opportunity to conduct a comprehensive review of existing by-laws, procedures, and legal obligations which can identify potential synergies to be exploited for the Consolidated Municipality.

2.5 Environmental Factors

The environmental analysis focussed on three important environmental factors acting on the Consolidated Municipality: The United Nations' 2030 Sustainable Development Goals (SDGs), climate change, and the emerald ash borer (EAB).

The United Nations have targeted municipal governments as a crucial component for achieving global sustainable development because of cities' contribution to the global environmental footprint through factors like greenhouse gas emissions and waste generation (Verchick, 2003). The Consolidated Municipality has an opportunity to invest in sustainable urban design infrastructure, namely public transportation and active transportation systems, to play its part in achieving these SDGs set by the United Nations (Urban Systems Ltd, 2018).

Similarly, threats posed by climate change were analyzed, including the impact that inland and coastal flooding may have on the Consolidated Municipality due to its close location to the Bay of Fundy and Avon and Ste-Croix rivers, which are areas of high tidal activity (The Municipality of West Hants, 2013; Butler, 2014). The Consolidated Municipality has an opportunity in this process to adapt and update its infrastructure to meet the challenges that increased flooding probability presents.

Lastly, there is concern about the potential migration of the EAB into the Consolidated Municipality from HRM (Jarrar, 2018). An EAB infestation would likely cause a devastating impact, costing the Consolidated Municipality millions of dollars to manage tree removal and replacement (Natural Resources Canada, 2013). This does not even consider the cost associated with damaging ecosystem services provided by ash trees, including habitat for wildlife and its role

as a riparian tree species (Poland, & McCullough, 2006). Therefore, the presence of the EAB in the region needs to be monitored to ensure it does not become a threat to the environmental success of the Consolidated Municipality.

3. METHODOLOGY

3.1 Research Questions and Objectives

To develop performance metrics that determine the success of the Consolidated Municipality, it was first necessary to understand what constitutes ‘success’ with respect to municipal consolidations. Next, performance measurement frameworks were analyzed, and best practices for developing performance measurement frameworks and creating performance indicators were studied. Finally, appropriate performance indicators were chosen. Three overarching questions were formulated, with several sub-questions within them:

1. What aspects of municipal consolidation should be measured to determine success?
 - a. What are some of the expectations of municipal mergers in general?
 - b. What are some of the primary concerns or skeptical attitudes towards municipal mergers in general?
 - c. What are some examples of municipal mergers that were deemed ‘successful’ and why so?
 - d. What are some examples of municipal mergers that were deemed ‘failures’ and why so?
2. What performance measurement framework can be used to develop appropriate performance metrics for the Town of Windsor and the Municipality of the District of West Hants?
 - a. What are municipalities doing to measure performance?
 - b. How are performance measurement frameworks established?
 - c. What are some attributes of feasible performance indicators?
3. What indicators could be used to measure the success of the municipal consolidations within the following themes?
 - a. Governance
 - b. Provision of Services and Infrastructure
 - c. Economics, Finances, and Taxation
 - d. Administrative Staff and Structure
 - e. Sociocultural Identity and Concerns of Citizens

3.2 Data Collection and Analysis Components

3.2.1 Literature Review

A literature review analysis was identified as necessary for this research, to better understand the history of municipal consolidations in Nova Scotia and in other Canadian jurisdictions. In addition, an examination into the effects of consolidation in Canada, desirable or otherwise, was conducted to inform the overall goal of evaluating the success of the forthcoming merger. The literature review sought to answer each research question subset listed from both question 1 and 2. To do so, it relied heavily on academic sources and grey literature, the latter coming from governments that have participated in consolidation, as well as consulting firms that have examined the complexities of mergers. Furthermore, scholarly literature regarding the development, measurement and usage of key performance indicators (KPIs) was explored to inform the structure and form of recommended indicators found in the final list (Appendix A).

The literature examined in this report was compiled in two different ways. The first means of accumulation was through the usage of academic databases including Novanet, Jstor, Dalhousie University's Canadian Public Policy Collection, and Google Scholar. The following search terms were used to ensure methodological consistency when choosing literature:

- Municipal
- Success
- Nova Scotia
- Measure
- Concerns
- Single-Tier
- Consolidation
- Failure
- Canada
- Rural
- Skepticism
- Restructure
- Amalgamation
- Expectations
- Indicators
- Mergers
- Performance

The second means of accumulating literature was through the bibliographies and references of works chosen in the first selection wave, to further inform the analysis.

3.2.2 Jurisdictional Scan

A jurisdictional scan was used to analyze the performance indicators of other consolidated municipalities within Nova Scotia and Canada broadly to answer research question 3. Mandatory criteria for inclusion focussed on jurisdictions comparable to the Consolidated Municipality with respect to municipal structure and rural and urban composition. Municipalities in Nova Scotia and those that have voluntarily amalgamated were also weighted heavily for consideration in the jurisdictional scan. Indicators of performance relating to the partners' prescribed themes of governance, provision of services and infrastructure, finances and taxation, administrative staff and structure, and sociocultural identity and concerns of citizens were assessed for best practices. This analysis was then used to inform which indicators were recommended to the Town of Windsor and the Municipality of the District of West Hants (Appendix A).

Inclusion criteria for the jurisdictional scan included the following:

<u>Mandatory Criteria:</u>	• Merged less than 25 years ago	• Single-tier municipal structure	• Rural and urban composition
<u>Preferential Criteria:</u>	• Located in Nova Scotia	• Voluntarily amalgamated	

3.2.3 Expert Consultations

Consultations with municipal professionals and experts in Nova Scotia were used as an analysis method to test and refine compiled indicators. This analysis followed the literature review into municipal consolidations, as well as performance indicator best practices gleaned from the jurisdictional scan of comparable municipalities.

Experts were consulted from the following organizations:

- | | | | |
|---------------------------------------|--|---------------------------------------|---|
| • Halifax Regional Municipality (HRM) | • Cape Breton Regional Municipality (CBRM) | • Region of Queens Municipality (RQM) | • Nova Scotia Department of Municipal Affairs |
|---------------------------------------|--|---------------------------------------|---|

The totality of all three analyses informed the final recommendation of which indicators the Consolidated Municipality should implement.

3.2.4 Limitations

Limitations to data collection and analytical capacity were twofold. The first limitation was the time restraints placed on the project that limited both the breadth and depth to which the report could examine and recommend indicators of municipal merger success. The second was the uniqueness of the Town of Windsor and the Municipality of the District of West Hants' position as a voluntary merger. Due to the typically imposed nature of amalgamation, municipalities rarely have the time or forethought to establish indicators before merging. Therefore, any claims about the success of a municipality post-consolidation are historically hard to qualify. Furthermore, because of the traditional imposition of amalgamations, a large amount of academic literature on municipal consolidations in Canada is focussed on examining the aftermath, as opposed to an evaluation of success or failure.

Despite this, this report has sought to build a robust data collection and analysis structure that identifies the most common and pressing concerns when it comes to municipal consolidation success. In addition, examination into how success is measured in comparable jurisdictions was pursued to provide the most productive and applicable recommendation of what indicators the Consolidated Municipality should implement.

4. LITERATURE REVIEW

Five key themes were examined in this literature review: expectations of municipal consolidations; concerns and skeptical attitudes surrounding municipal consolidations; the identification of successful municipal consolidations; examples of failed municipal consolidations; and the best processes for designing appropriate performance metric frameworks for municipalities.

4.1 Expectations of Municipal Consolidation

Literature discussing the types of expectations that initiate municipal consolidations in Canada, whether by merging existing municipalities into two-tier systems or single-tier systems, are in agreeance. There are six key expectations with scholarly consensus that contribute to discourse surrounding municipal restructuring, and are outlined by Tindal in his 2013 book, including the generation of savings, management of urban sprawl, ensuring equity or lessening inequity, elimination of intermunicipal conflicts, reduction of bureaucracy, and the promotion of global competitiveness (Tindal, 2013). This comprehensive list of expectations is explored in depth by Tindal and touched upon by a range of other public administration scholars, who generally agree. Controversies regarding these expectations come in the form of how valid these desires are for pursuing municipal mergers, with some debate on the efficacy of their intended purposes. Scholars that have contributed to this field include but are not limited to Tindal, Bish, Sancton, Miljan, Spicer, Cox, and Poel.

4.1.1 Pursuit of Savings

The pursuit of savings is demonstrably the most frequent rationale used when consolidation is imposed upon or chosen by municipalities. Provincial obsessions with cost-savings through municipal mergers are indicative of this and began in the 1990s across Canada in provinces including Ontario, New Brunswick, Nova Scotia, and Quebec (Tindal, 2013; Miljan & Spicer, 2015; Sancton, 2015). The creation of savings as a reason to consolidate municipalities is informed by three arguments, ranging from economies of scale, reduction of redundant services and staff, and lastly, that services will remain at the same level provided before consolidation (Tindal, 2013; Bish, 2001).

4.1.2 Managing Urban Sprawl

Regarding urban sprawl, scholars are also in agreeance that consolidations are not a one stop fix. The expectation is that by annexing urban spillover into rural areas, the consolidated municipality would be better able to manage urban planning, and thereby provide comparatively more efficient services than that of their pre-consolidated counterparts. Tindal, Magnusson, and other leading scholars state that spillover is nearly impossible to contain through strict annexation alone, as settlement patterns are hard to predict and ebb and flow with time (Magnusson, 1981; Tindal, 2013). Instead, these authors claim that consolidation while not the singular solution to urban sprawl, can be successful with thoughtful and collaborative provincial partnership, as provinces possess powers better aligned with high-level settlement planning and intermunicipal coordination (Magnusson, 1981; Tindal, 2013; Sancton, 2015). Therefore, the scholarly consensus

on the validity of urban sprawl as a rationale for consolidation can be summarized as dependent on provincial cooperation.

4.1.3 Pursuit of Equity

Ensuring equity or lessening inequity as an expectation of consolidation rests in the standardization and consolidation of services and the unification of socioeconomically segregated geographic areas. Similarly, to urban sprawl, the use of equity as a rationale is too narrow a scope in which to view the problem. Scholars including Tindal have stated that consolidation of services under a singular entity whether it municipal, provincial, or federal is one of many things that contribute to equity (Tindal, 2013). Each author agrees that by following this same logic, people would be better served by provinces who provide consolidated social services, as this would provide higher standardization across every municipality under its jurisdiction (Tindal, 2013; Sancton, 2015). This in combination with the superior taxation powers possessed by provinces, means that consolidation should only be pursued by municipalities as a valid rationale if municipalities have been devolved authority over the service in question.

4.1.4 Elimination of Conflicts

The expectation of ameliorating differences or grievances regarding local preferences, identities, perspectives, or hyper-competitiveness between municipalities by consolidating is another often used rationale. This expectation, while logically founded, is somewhat disputed by scholars as well, with Reese, Cox, and Tindal explaining that while unifying municipalities can remove conflict related to funding or economic development competition, cultural grievances or competing identities will remain despite these structural changes (Tindal, 2013; Reese & Cox, 2007). Instead, the conflict occurs within the municipality as opposed to between municipalities, which could either help or hurt relations going forward depending on the level of collaboration and consensus building that councillors are willing to engage in. Retention of former municipal boundaries as wards in a newly consolidated municipality also has the tendency to entrench these divisions within the governance structure (Tindal, 2013). However, this scholarly analysis was based on imposed consolidations, meaning that voluntary mergers would presumably be successful when it comes to the elimination of conflict, as they would possess more in common than not.

4.1.5 Reducing Bureaucracy

The reduction of bureaucracy and red tape is another common expectation of consolidation, which is supposed to lead to more affordable and efficient municipal operation. While scholarly opinion on this expectation has been mixed, theoretically the reduction of political leaders and administrative staff along with the creation of service delivery synergies should accomplish this. It is generally agreed that expected red-tape reduction is achievable through consolidations, but only when seen holistically with other measures focussed on being “people centred, change oriented, results oriented, decentralized, revenue driven, and competitive” (Tindal, 2013).

4.1.6 Bolstering Global Competitiveness

Municipal consolidation is also expected to bolster global competitiveness. While this has been used as a rationale by those who claim it provides jurisdictions with more resources and clout to promote or market themselves internationally to taxpayers and investors, competitiveness is conceptually more complex. Scholars agree that consolidating municipalities is not only conducive to economic development due to the removal of jurisdictional barriers to business, but also marketability achieved through increased investment incentives, and increased reputation as a regional power (Sancton, 2015; Tindal, 2013). This point while irrefutable should not overshadow other core tenants of global competitiveness, principally collaboration with businesses, agencies, communities, non-governmental organizations, other levels of government, and foreign relations (Tindal, 2013).

Overall, expectations towards municipal consolidations are often oversimplified or misdirected. Consolidation has the potential to empower communities that comprise a municipality, but only if pursued in a holistic way that acknowledges that consolidation is not a one-time solution to issues concerning its existing functions or services.

4.2 Concerns and Skeptical Attitudes

The level of service delivered to a region depends on how efficient government institutions operate. In the past, municipal consolidations were justified by a belief that municipal restructuring would result in cost savings (Miljan & Spicer, 2015; Slack & Bird, 2013). These savings are expected from achieving economies of scale, coordination of service over a larger area, and equitable sharing of costs. This makes consolidation attractive for many municipalities but concerns still exist (Slack & Bird, 2013). These factors have led to municipal consolidation emerging in at least three Canadian provinces; New Brunswick, Nova Scotia and Ontario over the past few decades. Therefore, to assess skepticism around consolidation, these provinces became an area of focus.

Resident concerns regarding consolidation are often based in fear of the unknown, community breakdown, loss of accountability, and changing taxes and services (Kushner & Siegel, 2003). The level satisfaction of residents depends largely on how effectively residents and businesses can access services, which is largely why these concerns arise. In the past many consolidations have resulted in failure to achieve savings, poor organizational design, tensions between residents and inequitable taxes. This is largely a factor of the overall complexity of the situation, the speed in which the transition process must occur, and a lack of understanding all key factors (Miljan & Spicer, 2015).

Reviewing primary concerns toward municipal consolidation, there were many common themes. Most concerns surrounded a loss of local identity and cost equitability (Miljan & Spicer, 2015). Skeptical attitude towards municipal consolidations largely stem from failed mergers in the past and the unknown impact that changes have. These themes were demonstrated in municipal consolidations nationwide, however these themes will be explored in New Brunswick, Nova Scotia, and Ontario due to the recency and commonalities with the Town of Windsor and Municipality of West Hants consolidation.

4.2.1 Cost Savings

A common concern toward municipal consolidations is cost saving. The expectation of achieving economies of scale and equitable sharing of costs in a jurisdiction is attractive but rarely achieved. Much of the underlying issues of cost savings depends on equitable sharing of costs (Kushner & Siegel, 2003). When municipal governments consolidate, residents often debate over what services should be provided and who is going to pay for it.

A report by the Fraser Institute reviewed Ontario consolidations in the 1990s and 2000s, when hundreds of municipalities consolidated (Miljan & Spicer, 2015). The report outlined three smaller municipalities—Haldimand-Norfolk, Essex, and Kawartha Lakes, which involved primary literature review and primary interviews with those involved in the consolidation process. The report suggested that any Ontario consolidation of substantial size in this period did not achieve cost savings (Miljan & Spicer, 2015). This was further corroborated in Ontario by a report by the University of Toronto Monk School of Global Affairs on the consolidation of Toronto, where costs also increased. (Slack & Bird, 2013).

Consolidations in New Brunswick and Nova Scotia also resulted in no substantial cost savings. Examples of these were in a report by the Institute of Public Administration of Canada (IPAC) on the potential consolidations of Miramichi and Moncton in New Brunswick, and CBRM and HRM in Nova Scotia (Sancton, 1996). In New Brunswick, the consolidations were less aimed reducing costs but more attributed to using existing urban tax bases to finance areas that had previously been underserved (Sancton, 1996). This seemed to be less about becoming more competitive, and more about being equitable in regard to financial burdens that were experienced by municipal governments throughout the province (Sancton, 1996).

In Canadian consolidations, an emphasis was placed on the reduction of duplicated governing bodies that create unnecessary financial burden on taxpayers. In Nova Scotia, this notion was disputed. To address these disputes, in the consolidation of HRM, there was a budgetary review of all affected municipalities (Sancton, 1996). Post consolidation projections indicated savings that were never realized (Sancton, 1996). This projection differed greatly from reality due to non-financial measures, which demonstrates the complexity created by the qualitative factors of consolidation.

Factors that affect savings are demands over how taxes are restructured, how staffing is created and how services are shared. These concerns highlight several areas that consolidations must address to realize savings. This poses the question how it is possible for a consolidation to achieve cost savings while not hurting accessibility and responsiveness?

4.2.2 Taxes

One of the major impacts on post-consolidation cost savings is tax structure. In all Ontario case studies reviewed, residents were often concerned about their taxes changing post-consolidation.

A report by the Canadian Journal of Regional Science tracking the impact of consolidations on three Ontario municipalities; Central Elgin, Chatham-Kent and Kingston indicates concerns of tax adjustments (Kushner & Siegel, 2003). Overall, respondents reported the value they were receiving for their taxes had declined in the three years since consolidation. This was consistent in every jurisdiction other than the former City of Kingston (Kushner & Siegel, 2003). However, it is important to note this result correlated with the level of opposition to consolidation from respondents in these jurisdictions. This indicates reports may be biased by residual negative feelings (Kushner & Siegel, 2003).

Responses from residents of the City of Kingston aligns with the notion that municipal consolidation will reduce jurisdictional spillover of services and expenditure (Kushner & Siegel, 2003). Urban centre residents felt that residents from suburban municipalities utilized services that they did not pay for (Kushner & Siegel, 2003). This sentiment was also highlighted from urban residents in Kawartha Lakes, Essex and Haldimand-Norfolk consolidations (Miljan & Spicer, 2015). Contrarily, this notion of sharing the cost of services with a larger tax base is often the concern of more rural residents upon consolidation. In the case of Kawartha Lakes, the largest concern of lower-tier rural municipalities during consolidation was tax increases (Miljan & Spicer, 2015). Rural residents did not want to pay for services they do not use. As a result, the new municipality avoided long-term increases in property taxes. This resulted in financial stress in other areas of service and has resulted in a debt increase of almost 90% since 2000 (Miljan & Spicer, 2015). These conflicting positions on taxes led to concessions in tax structure which ultimately hurt the goal of achieving an equitable tax system while achieving cost savings.

4.2.3 Service of Delivery

One of the largest debates preventing savings from consolidation is how services are distributed across newly formed municipalities. The complications with sharing services was assessed in a survey by Geography students at Bishop's University on the consolidation of the Town of Lennoxville with the City of Sherbrooke (Fletcher, 2001). Respondents were randomly selected from eligible voters residing in Lennoxville, to share their opinions how consolidation will affect services.

The report noted that outside of cost concerns, most responses opposing the consolidation focused on service quality issues (Fletcher, 2001). Respondents were concerned that consolidation would threaten personal connection with service providers. Respondents rated the importance of quality of service, service in French and English, personalized services and service cost (Fletcher, 2001). Respectively, 99%, 97%, 92% and 95% of respondents ranked these issues as very important or somewhat important. However, they ranked their impression of Sherbrooke's services on the same themes as less adequate (Fletcher, 2001). Most of these responses indicated that the quality of service was tied to accessibility and personal connection to service providers (Fletcher, 2001).

When asked their level of acceptance of joining services, most respondents opposed but at varying degrees. Notable oppositions included labor intensive services such as fire, police and public works (Fletcher, 2001). Recreational services received the highest support for sharing at 27% (Fletcher, 2001). Overall, there was heavy opposition toward a regional government

providing services. This presents complications in achieving economies of scale while also providing quality service for residents. The same sentiment toward distribution of service was also a common concern in municipal consolidations in Ontario, Nova Scotia and New Brunswick (Sancton, 1996).

4.2.4 Staffing

In many municipal consolidations, concerns were voiced about staffing. Common themes included the time needed to address issues restructuring created, harmonization of wages, and a failure to reduce government. Addressing these concerns had a major impact on proposed savings in all examples.

In the Kawartha Lakes, Essex and Haldimand-Norfolk consolidations, there was an expectation that consolidation would reduce government employees (Miljan & Spicer, 2015). This was largely not accomplished. In the Kawartha Lakes consolidation many employees were retained, with employees that could have been let go either hired to fulfill other roles, or had new positions created for them (Miljan & Spicer, 2015). The only reductions in staff came from those who chose the leave the government. This was accompanied by compensation packages, which prevented savings from these departures (Miljan & Spicer, 2015).

A common staffing trend that also prevented the success of consolidations is the upward harmonization of wages increasing the cost of the municipal workforce (Slack & Bird, 2013). The consolidation of Toronto is an excellent example of this concern. Prior to consolidation, resources restricted the level of service some municipalities provided. Consolidation provided an opportunity to address services, but this also required all service employees in that range to be paid fairly (Slack & Bird, 2013). As many workers in the city did not want to have a reduction in pay to do more work, all salaries were required to be harmonized to higher salaries (Slack & Bird, 2013). Not only does that effect the bottom line, but when combined with the need to provide more services this increases expenditure greatly.

The common denominator in these case studies was opposing rural and urban interests in representation. Many of these consolidations moved quickly and did not address this issue adequately. Not only does the appropriate number of employees need to be determined, the process requires new facilities, and a newly elected council. The time constraints of implementation in these imposed consolidations did not provide the opportunity for this issue to be addressed and implemented effectively. Staffing issues seem to be a symptom of concerns over representation, accessibility and accountability. Municipalities must address concerns of staff to ensure they are being treated fairly. This balancing act largely impacts cost savings.

4.2.5 Sense of Community

Outside of cost concerns, apprehensiveness regarding consolidation typically arises from residents fearing a loss of belonging to local communities. These concerns came from sentimental, economic and cultural viewpoints. Perceived cultural differences is the perpetrator of this concern.

Sentimental concern seemed to be focussed on the unknown of the future and attachment to current ways of life. To address sentiment in Central Elgin and Chatham-Kent, the new municipalities kept the existing names and signage of former areas. This was approached drastically different in Kingston, where township names were completely changed (Kushner & Siegel, 2003). Interestingly, these differing adjustments resulted in no decrease in most of the respondents' sense of attachment to their community in all jurisdictions (Kushner & Siegel, 2003). This was attributed to community, in a practical sense, mostly being a function neighbours and informal groups that were not constrained political-legal boundary lines (Kushner & Siegel, 2003).

In these surveys, results indicate only significant minorities reported equal decreases and increases in attachment to community. An example of increased attachment is Dresden a former village in Chatham-Kent. Prior to, residents formed community associations surrounding taxes, services, and costs (Kushner & Siegel, 2003). This aligns with what happened in Kawartha Lakes, where non-central municipalities hold the line on tax rates (Miljan & Spicer, 2015). This community activism indicates that consolidation may increase engagement in some areas.

The Central Elgin, Chatham-Kent and Kingston surveys reported that three years post-consolidation, one-third of respondents had started to view the new municipality as their community (Kushner & Siegel, 2003). These respondents were most likely to be in the commercial and administrative centre of the municipality (Kushner & Siegel, 2003). Areas who did not report integration to the broader community were ones who had their own commercial and administrative hubs within the region (Kushner & Siegel, 2003).

Concerns regarding community belonging in these consolidations were also linked to economic concerns regarding travel. Not only were respondents apprehensive about losing old civic buildings that were nostalgic, but they were also concerned with travelling greater distances to a less familiar area to get the same level of service accustomed to pre-consolidation (Kushner & Siegel, 2003). The report did not follow up on these concerns, which may be a potential opportunity to measure change in service accessibility in future consolidations. This measure may prevent issues that were reported in the Toronto, where the region lost accountability and resident connection as the jurisdiction grew (Slack & Bird, 2013).

The final concern regarding sense of community comes from differing culture. In studies focussed on a proposed consolidation of Moncton, Dieppe and Riverview, Acadian residents of Dieppe were afraid they would lose their culture and voice in government (Sancton, 1996). As Acadians were numerically limited to popular representation at the municipal level, they believed an amalgamation would threaten their culture (Sancton, 1996). This opposition was also held by members of the francophone community, further emphasizing the importance of cultural security (Sancton, 1996).

4.2.6 Municipal Size

To achieve economies of scale a region must be sizable enough to realize efficiencies from taxpayers, but it could come at the cost of accessibility and accountability. Consolidation in Toronto has resulted in the creation of a city that is both too small and too large (Slack & Bird, 2013). Toronto is still too small to have a major impact on large regional issues such as

transportation, planning and economic development. However, the region is too large to adequately respond to the needs of specific residents. It has been indicated that small government units are important to provide adequate local voice and accountability (Slack & Bird, 2013). The closer a government is to its residents' the greater efficiency, accountability, and responsiveness in resource allocation (Slack & Bird, 2013).

Contrarily, many municipalities face interjurisdictional spillovers which should be addressed to ensure benefits of service are utilized by resident within jurisdictional boundaries who are paying for them (Slack & Bird, 2013). This is the justification of many municipalities for consolidation, but if the region is too large this increases bureaucracy, which may reduce access and accountability (Slack & Bird, 2013). As a counter measure, large municipalities create community committees or satellite offices which reduces cost savings.

So what size is appropriate for consolidations? While there is no direct answer, reports indicate there are few realized economies of scale once municipalities reach populations of about 20,000 to 40,000 (Slack & Bird, 2013). This is due to savings on capital intensive infrastructure investments having a lower cost of capital, but not requiring drastic changes in labour intensive employment. The justification behind this is services such as police, fire, and refuse collection which are labour intensive (Slack & Bird, 2013).

4.3 What Made Mergers Succeed?

Despite limitations on available literature on municipal consolidation which specify the exact criteria for evaluating the “success,” there are a few examples which illustrate the long-term benefits of consolidation. While benefits may require some time to realize or appear, existing studies on consolidation success focusses on the services shared under new municipalities, the increased capacity for economic development, an ease of interaction with other government bodies, and increased consistency in regional planning. Some literature focuses on the consolidations of Abbotsford-Matsqui, the City of Toronto, the City of St. John’s, and the Region of Queens.

4.3.1 The Abbotsford-Matsqui Consolidation

The consolidation of Abbotsford-Matsqui in 1995 has proven to be reliable for measuring success (Vickers, 2016). A study completed by the District of North Vancouver (DNV) in June 2016 provides several takeaways: the new municipality had a higher capacity for shared projects, a stronger regional presence, and stronger long-term planning. This example demonstrated that citizen-led consolidations generally have resulted in better outcomes than forced consolidations, as the unified community had made economic development relatively easier by engaging in projects it otherwise would not have.

Some benefits observed were in the provision of infrastructure services, like improvements made to the older network of pipes within the former district of Abbotsford, which the newly consolidated municipality was able to rehabilitate for both water supply and sewers. These infrastructure improvements were the result of a better spread of costs which could result in an enhancement of the quality of the infrastructure.

Although cost-saving is an expected outcome from consolidation which is not always realized, Abbotsford-Matsqui observed some positive financial outcomes (Vojnovic, 2000). This includes a reduction in costs when the new municipality moved their city hall to Matsqui's municipal hall, and a reduction in expenditure on employee costs and their equipment. Further, unlike some other mergers, Abbotsford was able to avoid salary increases for employees beyond an expected 1.5% cost-of-living increase (Vickers, 2016).

4.3.2 The Toronto Consolidations

The consolidation of six separate municipalities of Toronto -- namely, Etobicoke, Scarborough, York, East York, North York, and the City of Toronto -- in 1998 also demonstrated a level of success with municipal consolidation. The consolidated municipality saw a more uniform provision of services across the city, while some of the poorer pre-consolidated municipalities, like York, observed financial improvement due to the redistribution of wealth (Farrooqui, 2017).

These improvements were explored in the article "Amalgamation of the six cities forming Metro Toronto has been a success" (The Star, 2014), which reported that while Toronto's amalgamation process had no doubt been time-consuming, the new municipality has emerged as a stronger, more equitable, and more efficient city. Similarly, Smith (2007) states that the city no longer had to impose separate tax rates, which exemplified this more uniform provision of services and helped the City establish themselves as being the centrepiece of a stronger, more developed regional economy. He argued that the new consolidated council worked well as it resolved many of the problematic sewage and water problems; greatly improved transportation by constructing expressways, roads, and the subway; addressed educational issues through construction of new schools and the renovation of old ones; and attempted to control future development through the introduction of a regional parks system.

4.3.3 The City of St. John's

A report by Stantec Consulting Ltd. (2011) reviewed consolidations of the *City of St. John's* and *Region of Queens*. It analyzed financial data and concluded that consolidation had not led to an increase in overall costs. For St. John's, immediate cost savings and rise in service standards was observed, and the new municipality has pursued a higher level of community and cultural infrastructure, partly because of income re-distribution and partly due to the ease of usage and time coordination of resources

The growth of the City of St. John's is primarily attributed to the annexation and consolidation process beginning in the 1960s with the continuous expansion of its boundaries (Stantec Consulting Ltd., 2011). St. John's has continued to function well and able to resolve challenges of the former towns and service issues of Airport Heights, Kilbride, and Shea Heights in the 1980s. In 1992, Wedgewood Park, the Goulds and Southlands were included within the City to create viable municipal units. This consolidation has appeared to be successful, as Wedgewood Park and East Meadows were developed to a "reasonable urban standard" as compared to the pre-consolidation levels (Stantec Consulting Ltd., 2011).

As a separate town, Goulds faced financial problems, lacked infrastructure, faced flooding of disposal fields which used to cause contamination of wells and roadside areas. After the consolidation, the municipality invested \$6 million on the Shoal Bay Road water and sewer project and the Lakeview Drive watermain to provide water services to residents using wells (Stantec Consulting Ltd., 2011).

Other significant advantages of the consolidation were improved planning, development control, engineering services and building of an arena which the town could not have afforded earlier (Stantec Consulting Ltd., 2011).

4.3.4 The Region of Queens Amalgamation

Similar results were found by Stantec while analyzing the amalgamation of the Region of Queens, which was created with the amalgamation of County of Queens, the Town of Liverpool and the Villages of Milton and Brooklyn (Dunn, 2016).

Stantec (2011) outlines the main objective of this consolidation was to achieve benefits from economies of scale, especially for Liverpool. Immediate cost savings, reduction in municipal conflicts, and a rise in taxes were observed; however, after 1997, most tax rates started to decline. The town residents saw considerably lower property tax rates than pre-amalgamation levels with the removal of waste disposal fees previously levied by Liverpool, a result of eliminating their joint-service agreement with the former County of Queens.

Other benefits included a reduction in expenditures (health and welfare costs) by half, with the monetary benefits accrued enabling the construction of a wastewater treatment plant in the consolidated municipality (Region of Queens Municipality, 2018). The consolidation has seen a reduction in the rural-urban divide over time, and the new municipality is one of the few areas in Nova Scotia which has a separate comprehensive plan for a rural area. The construction of Queens Place Emera Centre, built-in December 2011 and located in Liverpool acts as the hub of recreational, social and cultural activity in the Region of Queens Municipality (Stantec, 2011; Region of Queens Municipality, n.d.). With a budget of \$22 million, it is approximately 1.5 hours from significant markets such as Halifax, the Annapolis Valley and Yarmouth (Dunn, 2016; Region of Queens Municipality, n.d.), increasing opportunities for economic development than pre-consolidation levels (Stantec, 2011).

Similarly, interviews conducted by Stantec with the municipal staff of other consolidated municipalities in Atlantic Canada stated that municipal restructuring was more productive than intermunicipal agreements (Region of Queens Municipality, n.d.). Although modest economies of scale were observed, expenditures were seen to be steady as an expanding tax base has supported the expansion of services without any increase in the tax rates.

4.4 What Have Caused Mergers to Fail?

While a review of literature evaluating the success of Canadian municipal mergers did not produce a list of universally agreed upon examples of consolidation “failures”, there were common themes or areas of criticism prevalent in the literature. These themes includes: the failure of a

consolidated municipality to achieve cost-savings; the failure of a consolidated municipality to have an efficient or equitable tax system, including maintaining tax rates at existing pre-consolidation rates or below; and citizen dissatisfaction with the consolidated municipality, including a perceived decline in quality of service, sense of community, and value for taxes.

4.4.1 Failure to Achieve Cost Savings

A common critique of municipal consolidation is the failure of these consolidated municipalities to live up to the expectation that municipal services will be delivered at a lower cost (Kushner & Seigel, 2003; Miljan & Spicer, 2015; Vojnovic & Poel, 2000). That is, consolidated municipalities fail to meet expectations that cost savings will be abundant due to factors like a reduction in municipal staff and elected officials, or an ability to purchase things in larger quantities at a lower cost due to increased purchasing power through increased revenue and reserves.

Slack has been a key researcher in evaluating the success of the “new” City of Toronto consolidation in 1998 (2000, 2013). Her findings show that while there were initial staff reductions, there were increased costs shortly after consolidation (2013). This was a result of an increased need to hire firefighters following a review of existing fire services; cost of administrative restructuring; service expansion for solid waste; enhancements in service delivery including litter cleaning; and the signing of new collective agreement. However, these cost increases were not limited to initial start-up costs, and it did not seem to produce cost-savings in the long-term for the consolidation.

Vojnovic (2000) researched into the consolidations of both the Miramichi Urban Community in New Brunswick and HRM illustrates the complexity that comes from consolidation of municipalities of which contain differing levels of urban and rural areas. Because of the different service standards and service levels across the originating original municipalities, and varying expectations from rural and urban residences, consolidations have produced cost-increases in both municipalities to ensure one service standard. This meant governance for certain residents were costlier than prior to the consolidation in the case of both mergers.

Similarly, Spicer’s review of the efforts to create the modern Montreal metropolitan government through consolidation of surrounding municipalities resulted in several cost-increases, mostly due to low-density suburban developments and related geographic sprawl (Miljan & Spicer, 2015). While it does not suggest the consolidation, itself has been a failure, but it does indicate that cost increases need to be better considered during the consolidation process and should not necessarily be expected.

4.4.2 Tax Inequity, Inefficiency and Rates

A related critique of municipal consolidations has been their inability to create a tax system that is equitable and efficient for citizens compared to what existed prior to consolidation, and a failure to produce cost-savings which could be passed onto residents through lower municipal taxes.

Vojnovic (2000) analysis of the consolidations which formed the Miramichi Urban Community and the Halifax Regional Municipality highlighted some difficulties with the design of a tax-structure for newer consolidations. He further identified several circumstances in which inter-jurisdictional spillovers can cause rural residents to be over-charged for services they were not able to equally utilize, such as public transit. He concludes that the design of an efficient tax-service structure is required to ensure fiscal accountability in an urban economy for consolidated municipalities.

Using data for years 2000 to 2012, Miljan and Spicer (2015) analyzed tax rates from three Ontario municipalities that were subject to consolidations: The Town of Essex, the Regional Municipality of Haldimand-Norfolk; and the City of Kawartha Lakes. They then compared these tax rates for other unconsolidated municipalities of comparable size and demography. They concluded that there were significant increases in property taxes for consolidated municipalities compared to their unconsolidated counterparts, in part due to increased municipal costs such as municipal employee compensation and long-term debt.

4.4.3 Citizen Dissatisfaction and Involvement

The satisfaction of citizens in consolidated municipalities is measured both in academic literature, and in popular media sources (Kushner & Siegel, 2003) and is often presented to evaluate the success or failure of a consolidation. Popular concerns studied in the literature includes the perceived efficiency of service delivery, value for taxes, and involvement and sense of community.

Kushner and Siegel (2003) attempted to evaluate the success of the consolidation of three Ontario consolidated municipalities – Central Elgin, Chatham-Kent, and Kingston – through an opinion survey of residents. Most residents surveyed in all three municipalities found that service delivery was more inefficient than pre-consolidation and found that the value they were receiving for their taxes has declined, contrary to pre-consolidation expectation. Regarding sense of community, while most residents surveyed felt no change in attachment to their community, most residents still identified themselves as part of their smaller pre-consolidated municipality rather than the new municipality identity.

Slack and Bird (2013) analyzed the long-term impacts of the consolidation of the City of Toronto, highlighting reduced citizen participation and involvement in municipal matters as a key failure. This includes less opportunity for involvement in local governance as the City expanded, such as a reduction in citizen initiatives like community councils in which local issues could be easily raised. The consolidation also resulted in less direct contact with politicians, less community development initiatives, reduced participation in public consultations on specific issues, and less opportunities per capita for involvement in council subcommittees and task forces.

Poel (2000) analyzed citizen responses to HRM consolidation using the 1999 HRM Citizen Survey, finding similar dissatisfaction and reduced involvement from citizens as referenced by both Kushner and Siegel, and Slack and Bird. Notably, opposition to consolidation increased from 42% to 66% following the consolidation (Poel, 2000). Citizens indicated several reasons for this dissatisfaction with the consolidation, including that they found quality declined services offered

including parks and playgrounds, library services, street and road paving and repair, and snow plowing. There was also heavy reduction what Poel dubs “active participation items” – patterns in attention to and participation in the HRM political community, such as communication with local councillors or attendance in municipal council meetings.

4.5 Appropriate Performance Measurement Framework Design

Relevant academic literature reviewed focussed on the tools used to design and evaluate the success of municipalities. Specifically, the prominent themes identified include current performance metrics used in municipalities, the best practices in the development of evaluative frameworks and key performance indicators (KPIs), the use of non-economic variables in measuring community well-being, and the use of indices and dashboards in evaluative practices.

4.5.1 Current Performance Metrics in Municipalities

Around the world, there is an increasing demand for governments at all levels to demonstrate accountability and improvements in performance (Sharma, & Gadenne, 2011). One of the earliest mandatory municipal performance reporting initiatives in Canada was the Municipal Performance Measurement Program (MPMP), developed by the Ontario Ministry of Municipal Affairs and Housing in 2000, and discontinued in 2014 (Chan, 2004). Through this performance measurement framework, municipalities were required to report on fifty-four financial and non-financial indicators across twelve service areas, including police services, transit, drinking water, and land-use planning (Chan, 2004; Government of Ontario, 2007). The chosen performance metrics measured efficiency and effectiveness of service delivery (Government of Ontario, 2007). Efficiency measures the amount of resources required to deliver a service, and is typically communicated as a unit cost, for example “the operating costs for police services per household” (Government of British Columbia, 2003; Government of Ontario, 2007). Effectiveness measures are usually expressed as a percentage or ratio, such as “violent crime rate per 1000 persons” (Government of British Columbia, 2003; Government of Ontario, 2007).

Another Canadian performance measurement initiative to measure efficiency and effectiveness of service delivery to municipal residents is the Municipal Benchmarking Network Canada (MBN Canada) (City of Thunder Bay, n.d; MBN Canada, 2017). MBN Canada is a network of sixteen single-tier and upper-tier municipalities from across Canada that share a common framework as well as similar standard measures and definitions for measuring municipal performance (City of Thunder Bay, n.d.). The most recent MBN Canada report, which was published in 2017, presented 177 KPIs across thirty-six service areas (MBN Canada, 2017). Some of the service areas that differ from the MPMP include culture, information technology, and sports and recreation (MBN Canada, 2017).

The MPMP and MBN Canada focus on measuring the efficiency and effectiveness of service delivery. However, this is just one component of what can be measured by municipalities. Although it was initially created for private sector companies the balanced scorecard (BSC) approach, which is a performance and strategic management system, has gained momentum in public sector organizations and municipalities across the world (Sharma, & Gadenne, 2011). The BCS was first developed in the early 1990’s by Kaplan and Norton who believed that financial

metrics did not provide enough information for senior level managers in decision-making, and that it was important to consider other aspects such as customers, internal processes, and learning and growth for long-term success (Madsen, Azizi, Rushiti, & Stenheim, 2019). As such, the BSC “translates an organization’s mission and strategy into a balanced set of integrated performance measures,” which include both financial and non-financial KPIs, as well as leading and lagging indicators across four perspectives: learning and growth, internal processes, customer, and financial (Chan, 2004). He distributed a survey to American and Canadian municipalities to understand their performance measurement strategies and study their view on the BSC. It was found that municipalities’ performance measurement frameworks focussed primarily on financial performance and operating efficiency (Chan, 2004). Furthermore, although few municipalities have implemented the BSC (7.5 percent), many respondents believed that if implemented successfully, the benefits of the BSC would outweigh the costs (Chan, 2004).

4.5.2 Developing Performance Metric Frameworks

Measuring performance is essential for an organization to track the effectiveness of specific programs and initiatives over time (New Zealand Government, 2008). This can help with an organization’s strategic plan as it can therefore understand which services, capability investments, or resource allocations it should prioritize; and which actions and policies it should implement to achieve desired outcomes (New Zealand Government, 2008). Several organizations have released guidance on how to develop effective performance measurement frameworks, including the Society for Human Resource Management Foundation, the New Zealand Treasury (2008), the Government of Canada (2010), the Canadian Transportation Agency (n.d.) and Root Cause, a socially focussed consulting group (Pulakos, 2004; Wolk, Dholakia, & Kreitz, 2009). There are numerous commonalities between these guiding principles, such as the creation of a logic model or a basic results chain, the selection of appropriate indicators, and the development of benchmarks or targets.

One of the first steps an organization must undertake when creating a performance measurement framework is determining the ultimate outcomes it seeks to achieve (New Zealand Government, 2008; Government of Canada, 2010). A logic model, or basic results chain, can then be created, working backwards from the ultimate outcomes, to understand the links between an organization’s resources, activities, outputs, and the ultimate outcomes (Government of Canada, 2010). Generally, the ultimate outcomes to be achieved are divided into time frames; some organizations divide outcomes into short-term and long-term outcomes within the logic model (Public Health Ontario, 2016), whereas others will consider immediate, intermediate and ultimate outcomes (Government of Canada, 2010). Table 1 provides definitions and examples of inputs, activities, outputs and outcomes (Government of Canada, 2010; Public Health Ontario, 2016).

Logic Model Component	Description	Examples
Inputs	These are the financial and non-financial resources that are required to deliver the activities, which will subsequently produce outputs and the intended outcomes.	<ul style="list-style-type: none"> • Funding • Employees • Equipment • Physical facilities
Activities	These are the actions that an organization must complete to produce an output.	<ul style="list-style-type: none"> • Conducting research and development • Delivering training sessions • Issuing building permits • Delivering workshops
Outputs	These are the results of the activities – the direct products are services generated by the activities.	<ul style="list-style-type: none"> • Number of people trained • Number of workshops delivered • Water treatment plant • Research reports
Outcomes	These are the impacts of the outputs; the changes and results which occurred because of the outputs.	<ul style="list-style-type: none"> • Improved policies • Increased knowledge of a certain issue
Immediate outcomes	This outcome is directly attributable to the output and occurs in the short-term.	<ul style="list-style-type: none"> • Change in awareness, knowledge or skills of a target population
Intermediate outcomes	This outcome is typically expected to occur after several immediate outcomes have first been achieved.	<ul style="list-style-type: none"> • Change in a target population’s behaviour
Ultimate outcomes	These are the highest-level outcomes that can be attributable to a program, policy or initiative	<ul style="list-style-type: none"> • Change of state in a target population

Table 1: Logic Model Components
Source: (Modified from Government of Canada, 2010)

Once a logic model has been developed and links between inputs, outputs, and outcomes are made, the next step in the development of a performance measurement framework is to choose the appropriate indicators, set targets and benchmarks for those indicators, and develop a performance management plan (Canadian Transportation Agency, n.d.). The performance management plan’s purpose is to describe how performance measurement will be implemented, that is, how the data will be collected, where it will be collected from (primary or secondary data sources), how frequently, and by whom (Government of Canada, 2010; Canadian Transportation Agency, n.d.). Once the data has been collected, it must then be analyzed, and communicated to appropriate stakeholders (Canadian Transportation Agency, n.d.).

4.5.3 Best Practices in KPI Development

There are several elements to consider when developing key performance indicators (KPI). First off, two types of indicators can be used: qualitative and quantitative (Government of Canada, 2010; Canadian Transportation Agency, n.d.). Quantitative indicators measure a number and a unit, whereas qualitative indicators measure judgment or perception (Government of Canada, 2010; Canadian Transportation Agency, n.d.). For both quantitative and qualitative KPIs, validity is an important attribute, meaning that KPIs must measure what they were designed to (KPI Basics, n.d.). They must also offer comparisons to understand how performance for a certain criterion has evolved over time (KPI Basics, n.d.). As such, there should be time-series data available (Miller, 2007). Indicators should also be simple to communicate to the target audience and relevant to aid in policy decision-making (Miller, 2007). Reliability is another indicator attribute – if more than one measurement was made for that indicator, the same result would be obtained (Miller, 2007). Good indicators should also be able to detect a small change within a system (Miller, 2007). In summary, validity, policy relevance, simplicity, time-series data, sensitivity and reliability are important characteristics of indicators (Miller, 2007).

Beyond these indicator characteristics, when developing a set of indicators, it is important to ensure that there is a balance between the number of leading indicators and lagging indicators (KPI Basics, n.d.). The difference between a leading and lagging indicator is that “a lagging indicator measures the current results of our past actions, whereas leading indicators measure the future results of our current efforts” (Trivedi, 2018). Similar to what was described in 4.5.2, lagging indicators involve measuring outcomes, whereas leading indicators measure outputs (Trivedi, 2018). It is crucial to include these two types of indicators within a set of KPIs to measure government performance because the consequences of government decisions are often felt in the long-term (Trivedi, 2018). A performance management system that only uses lagging indicators does not provide a real perception of the consequences of current decisions (Trivedi, 2018).

4.5.4 Measuring Community Well-Being

Beginning with the Beyond GDP initiative in the late 2000s, in recent years, there has been increased emphasis on measuring the social and community well-being of populations (OECD, n.d.a.) As such, around the world, countries have been developing well-being frameworks which measure environmental, social and economic dimensions of well-being. In addition to countries, international organizations have created well-being frameworks, such as the Organization of Economic Co-operation and Development (OECD) Better Life Index and the World Happiness Report (OECD, n.d.b; Helliwell, Layard, & Sachs, 2017). The World Happiness Report assesses the well-being of residents using evaluative well-being measures, in which respondents are asked how satisfied they are with their life (Helliwell et al., 2017). This way of measuring the subjective well-being (i.e. self-reported data) of individuals has garnered increased attention in recent years (Tiberius, 2006). The OECD Better Life Index measures well-being using objective and subjective measures across a dashboard of eleven domains (OECD, 2017). These domains are housing, income, jobs, community, education, environment, civic engagement, health, life satisfaction, safety, and work-life balance (OECD, 2017). For each domain, the indicators are averaged with equal weights to produce an index. The OECD Better Life Index was produced following many of the recommendations in Stiglitz, Sen and Fitoussi’s 2009 Report on the Measurement of Economic

Performance and Social Progress, one of the most influential publications about measuring well-being (OECD, 2017). This framework has served as a basis for many well-being frameworks created by countries around the world, including the Luxembourg Index of Well-Being New Zealand's Living Standards Framework (King, Huseynli & MacGibbon, 2018; Stiglitz, Fitoussi & Durand, 2018).

In Canada, the University of Waterloo has produced the Canadian Index of Well-being (CIW), which evaluates well-being separately at the national, provincial and community level (University of Waterloo, n.d.). At the national and provincial levels, well-being is assessed based on a composite index giving equal weight to 64 indicators across eight domains: (1) living standards, (2) healthy populations, (3) community vitality, (4) democratic engagement, (5) leisure and culture, (6) time use, (7) education and (8) the environment (University of Waterloo, 2016). On the community level, well-being is assessed using a survey, which measures subjective well-being (University of Waterloo, n.d.). This was chosen as the ideal method for measuring well-being within a community because local indicator data is minimal (University of Waterloo, n.d.). The questions in the survey relate to the eight domains from the national and provincial index, which helps to understand the stronger and weaker domains of a community, based on survey responses (University of Waterloo, n.d.).

4.5.5 Index v Dashboard

In choosing a performance measurement approach, it must be decided whether to present results as a composite index, or in a dashboard format. A composite index amalgamates the results from several indicators into one single value. This is beneficial because complex, multi-dimensional issues can be summarized into a single score that is simple to understand (Chakraborty, 2002). The dashboard approach, on the other hand, presents indicator results side-by-side without combining them into one single number (Stiglitz, Sen & Fitoussi, 2018). The dashboard approach is more visual – stronger and weaker indicator results are evident, which increases transparency, and details are not lost, as they would be with a composite index. However, one issue with dashboards is that most of them do not demonstrate the causal links or hierarchies between the indicators (Stiglitz et al., 2018). Furthermore, dashboards are also often criticized for lacking what made GDP a success: a single, powerful headline number that can be tracked over time and that can be compared between countries (Stiglitz et al., 2009). Despite this, in the field of well-being, the use of the dashboard dominates (Stiglitz et al., 2009). The dashboard is also as a business management tool as a way of tracking performance (Rasmussen, Bansal & Chen, 2009).

5. JURISDICTIONAL SCAN

To answer the third research question about which KPIs can be used to measure consolidation within each of them specific thematic categories – governance; service and infrastructure provision; economics and finances; staff and administrative structure; and sociocultural identity and concerns of citizens – a jurisdictional scan was used. In addition, the scan was used to better inform the report’s assessment of indicators as an extension of the literature review’s discussion of performance measurement.

In this scan, municipalities were examined to determine what the impact of consolidation had been as illustrated by indicators implemented by post-consolidation jurisdictions. For feasibility and applicability, specific inclusion criteria were developed to focus the scope of research. The inclusion criteria employed consisted of single-tier municipalities created in the last twenty-five years. Further, for comparison to the Consolidated Municipality, the focus was placed on large rural municipalities that were merged with urban centres. Preferential consideration was also given to consolidated Nova Scotia municipalities, as well as those that pursued amalgamation voluntarily. More analytical consideration was given to municipalities that most closely matched these five criteria.

The scan includes an inclusion criteria chart, a brief report on each municipality, as well as the indicators used by them, followed by best practices and lessons learned from each municipality. The individual reports include a brief history of the municipality, an examination of whether the consolidation was deemed a success and by who, and lastly, a breakdown of some of the KPIs used by the municipality in question. Altogether, the jurisdictional scan from these eight municipalities reveals the standards and norms of performance measurement in municipalities comparable to Consolidated Municipality and provide contextual background and inspiration for the recommended indicators (Appendix A). It is important to note that for use in the jurisdictional scan, information must have been available online and accessible to the general public.

5.1 Inclusion Criteria

Municipality	Year Consolidated (< 25 years)	Single-Tier	Rural/Urban Merger	Province	Voluntary Consolidation
Halifax Regional Municipality	1996	Yes	Yes	NS	No
Cape Breton Regional Municipality	1995	Yes	Yes	NS	No
Region of Queens Municipality	1996	Yes	Yes	NS	Yes
Chatham-Kent	1998	Yes	Yes	ON	No
Prince Edward County	1998	Yes	Yes	ON	No
Quinte West	1998	Yes	Yes	ON	No
Norfolk County	2000	Yes	Yes	ON	Yes
Kawartha Lakes	2001	Yes	Yes	ON	No

Table 2: Inclusion Criteria

5.2 Halifax Regional Municipality (Nova Scotia)

HRM meets four of the five possible inclusion criteria, apart from being involuntary. HRM is an example of Nova Scotia municipal restructuring. Amalgamated in 1996, the municipality covers approximately 6000 km² and contains 45% of the province’s population (Halifax Partnership, 2019). While the imposition of this merger faced staunch opposition in its inception, competition between communities now within its confines has been cooled to a level beneficial to the area as a whole and is now broadly considered a success by its residents and staff (Tindal, 2013).

HRM has measured its success post-amalgamation through many KPIs internally, and externally through partnerships with NGOs and business organizations. The municipality’s current internal indicators fall under six thematic breakdowns including culture and heritage, economy and finance, environment, services and infrastructure, settlement, and transportation, referenced in its strategic plan (HRM, 2019). The purpose of these bi-annual indicators is reported by HRM to

ensure transparency, to promote the municipality, to measure success and resiliency, and to inform and engage the public (HRM, 2019). The vast majority of HRM's external indicators are developed in collaboration with the Halifax Partnership, and represent a comprehensive list related to economic development in the municipality, while also touching on sociocultural indicators of success as outcomes (Halifax Partnership, 2019). HRM's internal indicators should be seen as inputs and outputs directly under the scope of municipal government in Nova Scotia; whereas the Halifax Partnerships are focussed on external indicators or community outcomes that can be influenced by the municipality but are not directly under its control.

In addition, as a Nova Scotia municipality, HRM has access to the province's Financial Condition Indicators (FCIs) that provide a holistic analysis of fiscal performance.

5.2.1 Examples of Indicators by Theme

Governance:

- N/A

Service and Infrastructure Provision:

- New roads accepted by HRM (km)
- Percentage of population served by a central sewer
- Percentage of population served by central water
- Value of servicing upgrades within the Regional Centre
- Trails/greenways, bike lanes, and sidewalks (km) by subregion
- Number of water treatment facilities
- Total water use per capita (in litres per capita per day)
- Age of water and sewer infrastructure by sub-region within Urban Settlement Designation
- Percentage of population obtaining water from private wells
- Percentage of population on a private septic system
- Tonnage of solid waste generated
- Tonnage of solid waste processed at solid waste facility

Economics, Finances, and Taxation:

- Percentage of employed persons and unemployed persons by sub-region
- Commercial growth by square foot within the Regional Centre
- Number of new businesses starts and business failures
- Number of Business Improvement Districts
- Commercial growth by sub-region (building permits)
- Employment density in Regional Centre and Urban Settlement Designation
- Number of flights at the airport, shipping tonnage at the ports, freight movement (tonnage) on trains
- Employment in the natural resource sector (direct and indirect jobs)
- Value and diversity of natural resource export
- HRM investment in capital and operating programs in the Regional Centre
- Cost of housing relative to income by growth centre

- Percentage of rental housing and percentage home ownership
- Number of dwellings by type by sub-region
- Average value of owned dwellings
- Number of beds in homeless shelter and number of beds occupied
- Households in core housing need
- Financial Condition Indicators

Staff and Administrative Structure:

- N/A (Internal use only)

Sociocultural Identity and Concerns of Citizens:

- Population growth by growth centre
- Population growth by age
- Aging population by income and activity level
- Resident satisfaction with quality of life by sub-region
- Resident satisfaction with built environment
- Number of HRM-organized civic events and number of participants
- Number of HRM-offered arts and cultural programs and number of participants
- Number of recreation programs and number of participants
- Municipal investment in culture per capita
- Number of HRM-supported events and participants
- Number of HRM-supported public art installations
- Number of people employed in culture, arts and recreation
- Priority for cultural attractions
- Number of tourists
- Development of special arts and culture advisory committee (implementation of recommendations)
- Completion of culture and heritage inventory
- Number of heritage sites, heritage buildings and cultural landscapes designated

5.3 Cape Breton Regional Municipality (Nova Scotia)

CBRM meets four of the five possible inclusion criteria, apart from being involuntary. CBRM is another example of Nova Scotia municipal restructuring. The municipality is the second largest geographically in Nova Scotia after HRM, and was established in 1995 following the amalgamation of the City of Sydney, the Towns of Dominion, Glace Bay, Louisburg, New Waterford, North Sydney, Sydney Mines, and the County of Cape Breton (Mcinnis, 2012). The economy of the area has traditionally relied on coal, steel and fishing. The area has struggled to find an alternative as several of these industries have experienced a decline (Mcinnis, 2012). Due in part to the struggling economy, the area has also experienced population decline. Over the last 20 years since consolidation, the population has fallen by nearly 20% (Hoath & McIntosh, 2018). The consolidation was suggested at the time to address the large number of special purpose bodies needed to provide services in the region, with an expectation that it would provide cost savings

(Tindal, 2013). Due to external forces such as adjustments to municipal-provincial service swaps, these savings did not materialize to what was expected, although efficiencies in service delivery were achieved (Tindal, 2013).

Regarding the measurement of merger success post-consolidation, CBRM has relied on external studies and reports to measure success, while lacking a central dashboard or strategic document that outlines indicators (CBRM, n.d.). However, the recent CBRM Viability Study has acknowledged the lack of indicators, while providing suggestions regarding financial measurements of success, strategic prioritization through asset planning, and long-term success broadly (Grant Thornton, 2019). Furthermore, as a Nova Scotia municipality, CBRM has access to the province's Financial Condition Indicators (FCIs) that provide a holistic analysis of fiscal performance.

The Viability Study also highlights key expectations of the consolidation that have remained elusive, namely concerns around community identity (Grant Thornton, 2019).

5.3.1 Examples of Indicators by Theme

Governance:

- Number of special purpose bodies

Service and Infrastructure Provision:

- N/A

Economics, Finances, and Taxation:

- Financial Condition Indicators
- Internal Accounting Indicators

Staff and Administrative Structure:

- N/A

Sociocultural Identity and Concerns of Citizens:

- N/A

5.4 Region of Queens Municipality (Nova Scotia)

The Region of Queens Municipality (RQM) meets all inclusion criteria. RQM was formed through the consolidation of the Town of Liverpool and Municipality of the County of Queens in the 1996. The regional municipality of Queens was the first voluntary amalgamation in Nova Scotia (Tindal, 2013). The population, geographic size, and urban-rural composition are all comparable to the Consolidated Municipality. Forestry is an important part of the local economy, along with agriculture, tourism, and fishing. Queens has been widely held as an example of a successful amalgamation by academics, staff, and residents, having achieved expectations of more equitable services, some economies of scale, removal of intermunicipal conflict, and increased ability to promote the municipality (Tindal, 2013).

Regarding the measurement of merger success post-consolidation, RQM has focussed its external-facing indicators on finances and taxation, although there is recognition from

consultations with the municipality that other indicators are measured internally. No single comprehensive list, website page, or dashboard exists as of December 2019 to illustrate these any of these indicators, although some may be found in budget review documents available on their site (RQM, April 2018).

In addition, as a Nova Scotia municipality, RQM has access to the province's Financial Condition Indicators (FCIs) that provide a holistic analysis of fiscal performance.

5.4.1 Examples of Indicators by Theme

Governance:

- N/A

Service and Infrastructure Provision:

- N/A

Economics, Finances, and Taxation:

- Financial Condition Indicators
- Internal Accounting Indicators

Staff and Administrative Structure:

- N/A

Sociocultural Identity and Concerns of Citizens:

- N/A

5.5 Chatham-Kent (Ontario)

The municipality of Chatham-Kent meets three out of the five inclusion criteria. The municipality was created with the provincially imposed consolidation of 23 municipalities in 1998 (Tindal, 2013). Chatham-Kent is one of the many Ontario municipalities that were amalgamated in the 1990s, but one of the few that were restructured as a single-tier municipality.

After amalgamation, the municipality began a new approach to public administration by implementing the business unit model, similar to HRM, whereby each unit was responsible for setting key performance indicator to provide quantitative weight to goals outlined in their strategic plan (Tindal, 2013). Under this regime, KPIs and corresponding targets were established for each service provided and infrastructure maintained by the municipality, and are reported on annually (Public Sector Digest, February 2018). In addition to these inputs and outputs, Chatham-Kent has developed a community index in partnership with NGOs and businesses called CK Counts, which provides indicators for community success that can be influenced by the municipality (Chatham-Kent, September 2019). These indicators are primarily socioeconomic centred.

Financial indicators are also used by the municipality, including a per capita financial position index (Chatham-Kent, 2018).

5.5.1 Examples of Indicators by Theme

Governance:

- N/A

Service and Infrastructure Provision:

- Percentage of total reinvestment compared to asset replacement value
- Completion of strategic plan objectives (related to roads, and bridges & culverts)
- Annual revenues compared to annual expenditures
- Annual replacement value depreciation compared to annual expenditures
- Cost per capita for roads, and bridges & culverts
- Maintenance cost per square metre
- Revenue required to maintain annual network growth
- Total cost of borrowing vs. total cost of service
- Overall Bridge Condition Index (BCI) as a percentage of desired BCI
- Percentage of road network rehabilitated/reconstructed
- Percentage of paved road lane kilometres rated as poor to very poor
- Percentage of bridges and large culverts rated as poor to very poor
- Percentage of asset class value spent on O&M
- Percentage of roads inspected within the last five years
- Percentage of bridges and large culverts inspected within the last two years
- Operating costs for paved lane per kilometres
- Operating costs for bridge and large culverts per square metre
- Percentage of customer requests with a 24-hour response rate
- Recycling rates
- Waste diversion rates

Economics, Finances, and Taxation:

- Per capita breakdowns
- Internal Accounting Indicators
- Median household income
- Median individual income
- Value of construction projects
- Average price of homes sold (annual)

Staff and Administrative Structure:

- N/A

Sociocultural Identity and Concerns of Citizens:

- Percentage of seniors residing in municipality
- Post-secondary education completion rate
- Unemployment rate
- Percentage of people that feel they have workplace stress
- Percentage of population that are active

- Percentage of households facing food insecurity
- Violent crime index
- Number of fires
- Km of walking trails
- Number of people who used free recreational and leisure programs
- Social housing waitlist
- Percentage of people who feel community belonging
- Percentage of people satisfied with their life in the municipality
- Number of households stabilized (homelessness)

5.6 Prince Edward County (Ontario)

Prince Edward County meets three of the five inclusion criteria. The municipality was amalgamated in 1998 under provincial imposition and negotiations. This consolidation brought together nine rural municipalities located around the urban centre and county seat of Picton. Since then, the single-tier municipality has measured the success of their merged county, which has been viewed by other jurisdictions as a success story of Ontario amalgamations (Bertrim, 2019).

The County has established a Community Development Department to measure and promote these evaluations. The Department in conjunction with community and business partners operate the Community and Economic Development Commission, a special body tasked with using grassroots-created indicators to measure the success of the municipality (PEC, 2018). Indicators implemented by the municipality are primarily economic development focussed, using key performance indicators related to services, demographics, cost of living, job opportunities, and housing statistics (PEC, 2017). In addition, other indicators with more governance and social aspects are also used by the department, including voter turnout, volunteerism statistics, and youth retention statistics (PEC, 2017).

5.6.1 Examples of Indicators by Theme

Governance:

- Number of seats on youth council

Service and Infrastructure Provision:

- N/A

Economics, Finances, and Taxation:

- Financial Information Return (AMOS)
- Internal Accounting Indicators
- Number of marketing materials distributed
- Number of business start-up inquiries (potential \$ amount as well)
- Number of visitors/tourists (tracked using hotspot sensors)
- Job fair participation rate
- Number of jobs
- Number of employers
- Average size of businesses (Number of people employed)

- Average home prices
- Percentage of homes selling for listed price vs over

Staff and Administrative Structure:

- Number of County jobs

Sociocultural Identity and Concerns of Citizens:

- Number of social media impressions
- Number of visits to youth centres
- Youth volunteerism rate
- Youth employment rate
- Demographics (median age, age distribution, etc.)

5.7 Quinte West (Ontario)

The City of Quinte West, located approximately halfway between Ottawa and Toronto, was formed in 1998 through the amalgamation of the former City of Trenton, the Village of Frankford and the Townships of Sidney and Murray (Osborne, 2012). The merger of Quinte West combined an urban and rural community (City of Quinte West, n.d.a). The Consolidated Municipality and Quinte West are also comparable in terms of demography and location relative to a big city. While the Consolidated Municipality is located directly along Highway 101 and within one-hour of Halifax, the city of Quinte West is located directly along Highway 401 and is 1.5 hours east of Toronto (Bay of Quinte, n.d.). According to the city's Community Profile, following municipal amalgamation the City of Quinte West has "thrived" (City of Quinte West, 2019). It has a diverse economy related to textiles, agriculture, and telecommunications and is home to the Canadian Air Force Base CFB Trenton (Osborne, 2012).

Quinte West had historically measured its success along with most other Ontario municipalities in accordance with Section 299 of the Municipal Act, 2001, before the Municipal Performance Measurement Program was removed in 2015 (City of Quinte West, n.d.b). It is evident from examining strategic plans, reports, and past databases that information needed for external facing indicators are collected and used in the municipality but are no longer available to the public following the change in provincial policy.

5.7.1 Examples of Indicators by Theme

Governance:

- N/A

Service and Infrastructure Provision:

- N/A

Economics, Finances, and Taxation:

- N/A

Staff and Administrative Structure:

- N/A

Sociocultural Identity and Concerns of Citizens:

- N/A

5.8 Norfolk County (Ontario)

Norfolk County is a rural single-tier municipality on the north shore of Lake Erie in Southwestern Ontario (Norfolk County, n.d.). For several years in the late 20th century, the county was forcibly merged with Haldimand County, but the merged entity was dissolved in 2000 (Tindal, 2013). However, the Townships of Delhi and Norfolk, the Town of Simcoe, and the western half of the City of Nanticoke were amalgamated to form the Town of Norfolk following this restructuring, opting for the name of Norfolk County (Norfolk County Council, 2019). The primary tourist attractions are the ports, towns and villages along Lake Erie, which the municipality promotes as "Ontario's South Coast" (Norfolk County, n.d.). To measure the success of the municipality, Norfolk participates in the provincial Ministry of Municipal Affairs and Housing's Financial Information Return (FIR) (Ontario Municipal Affairs, May 2019). It is clear from strategic and economic development plans that the municipality uses and measures indicators to pursue outlined goals, but the information is not accessible to the public (Norfolk County Council, 2019). In their economic development plan this is acknowledged, and the County states their desire to join the World Council on City Data (WCCD), which provides a dashboard to display and compare indicators that the municipality has access to (Norfolk County, June 2019). These indicators are still tentative as Norfolk is not included on WCCD's website yet as of December 2019 (WCCD, 2019). However, WCCD's indicators will be used for the scan under the assumption that they are implemented in accordance with the report's recommendation.

5.8.1 Examples of Indicators by Theme (Tentative to WCCD Registration)

Governance:

- Voter participation in last municipal election (as a percentage of eligible voters)
- Women as a percentage of total elected to city-level office
- Percentage of women employed in the city government workforce
- Number of convictions for corruption and/or bribery by city officials per 100,000 population
- Citizens' representation: number of local officials elected to office per 100,000 population
- Number of registered voters as a percentage of the voting age population

Service and Infrastructure Provision:

- Total residential electrical energy use per capita (kWh/year)
- Percentage of city population with authorized electrical service
- Energy consumption of public buildings per year (kWh/ m2)
- Percentage of total energy derived from renewable sources, as a share of the city's total energy consumption
- Total electrical energy use per capita (kWh/year)
- Average number of electrical interruptions per customer per year
- Average length of electrical interruptions (in hours)

- Number of firefighters per 100,000 population
- Number of fire related deaths per 100,000 population
- Number of natural disaster related deaths per 100,000 population
- Number of volunteer and part-time firefighters per 100,000 population
- Response time for emergency response services from initial call
- Response time for fire department from initial call
- Percentage of city population with regular solid waste collection (residential)
- Total collected municipal solid waste per capita
- Percentage of the city's solid waste that is recycled
- Percentage of the city's solid waste that is disposed of in a sanitary landfill
- Percentage of the city's solid waste that is disposed of in an incinerator
- Percentage of the city's solid waste that is burned openly
- Percentage of the city's solid waste that is disposed of in an open dump
- Percentage of the city's solid waste that is disposed of by other means
- Hazardous Waste Generation per capita (tonnes)
- Percentage of the city's hazardous waste that is recycled
- Kilometres of high capacity public transport system per 100,000 population
- Kilometres of light passenger public transport system per 100,000 population
- Percentage of city population served by wastewater collection
- Percentage of the city's wastewater that has received no treatment
- Percentage of the city's wastewater receiving primary treatment
- Percentage of the city's wastewater receiving secondary treatment
- Percentage of the city's wastewater receiving tertiary treatment
- Percentage of city population with potable water supply service
- Percentage of city population with sustainable access to an improved water source
- Percentage of population with access to improved sanitation
- Total domestic water consumption per capita (litres/day)
- Total water consumption per capita (litres/day)
- Average annual hours of water service interruption per household
- Percentage of water loss (unaccounted for water)

Economics, Finances, and Taxation:

- Financial Information Return
- Assessed value of commercial and industrial properties as a percentage of total assessed value of all properties
- City's unemployment rate
- Percentage of city population living in poverty
- Percentage of persons in full-time employment
- Youth unemployment rate
- Number of businesses per 100,000 population
- Number of new patents per 100,000 population per year

- Total city population
- Land area
- Population density
- Country gross domestic product
- City gross operating budget
- City gross capital budget
- Percentage of country's population
- Annual population change
- Population dependency ratio
- Total number of households
- Person per unit
- Total number of occupied dwelling units (owned and rented)
- Dwelling density per sq/km
- Average household income (USD)
- City product per capita (USD)
- Employment annual percent change - based on last 5-year data
- Annual inflation rate - average last 5 years
- Income distribution (GINI Coefficient)
- Country GDP per capita (USD)
- City product as a percent of country's GDP
- Debt service ratio (debt service expenditure as a percentage of a municipality's own- source revenue)
- Capital spending as a percentage of total expenditures
- Own-source revenue as a percentage of total revenues
- Tax collected as a percentage of tax billed
- Percentage of city population living in slums
- Number of homeless per 100 000 population
- Percentage of households that exist without registered legal titles
- Annual number of public transport trips per capita
- Number of personal automobiles per capita
- Percentage of commuters using a travel mode to work other than a personal vehicle
- Areal size of informal settlements as a percentage of city area
- Jobs/housing ratio

Staff and Administrative Structure:

- N/A

Sociocultural Identity and Concerns of Citizens:

- Percent of population that are youth aged 15-24
- Percent of population that are seniors aged 65+
- Percent of population foreign born
- Percent of population that are new immigrants
- Percent of population that are children aged 0-14
- Percent of population that are adults aged 25-64

- Male to Female ratio (number of males per 100 females)
- Fine particulate matter (PM2.5) concentration
- Particulate matter (PM10) concentration
- Greenhouse gas emissions measured in tonnes per capita
- NO2 (nitrogen dioxide) concentration
- SO2 (sulphur dioxide) concentration
- Noise pollution
- Percentage change in number of native species
- Average life expectancy
- Number of in-patient hospital beds per 100,000 population
- Number of physicians per 100,000 population
- Under age five mortality per 1,000 live births
- Number of nursing and midwifery personnel per 100,000 population
- Number of mental health practitioners per 100,000 population
- Suicide rate per 100,000 population
- Square meters of public indoor recreation space per capita
- Square meters of public outdoor recreation space per capita
- Number of police officers per 100,000 population
- Number of homicides per 100,000 population
- Crimes against property per 100,000
- Response time for police department from initial call
- Violent crime rate per 100,000 population
- Number of internet connections per 100,000 population
- Number of cell phone connections per 100,000 population
- Number of landline phone connections per 100,000 population
- Kilometres of bicycle paths and lanes per 100,000 population
- Transportation fatalities per 100,000 population
- Commercial air connectivity (number of non-stop commercial air destinations)
- Green area (hectares) per 100,000 population
- Annual number of trees planted per 100,000 population

5.9 Kawartha Lakes (Ontario)

The City of Kawartha Lakes was formed in 2001 from the amalgamation of 18 townships within the former County of Victoria, in Ontario (Welch & Payne, 2012; Neptis Foundation, 2014). In contrast to the merger of the Town of Windsor and the Municipality of the District of West Hants, this was a forced amalgamation that caused tremendous public disagreement (Gray, 2003). Similar to the merger of the Consolidated Municipality, however, the merger of Kawartha Lakes brought together a mixture of urban and rural communities (Welch & Payne, 2012). In the southern part of the Kawartha Lakes, dairy and cattle farms are common whereas in the northern part, the economy is dependent on tourism and recreation (Welch & Payne, 2012).

Manufacturing is also an important industry; between 2012 and 2016, the number of manufacturing jobs in Kawartha lakes grew by 34 percent (City of Kawartha Lakes, n.d.a). In

terms of location, the City of Kawartha Lakes is located 1.5 hours Northeast of Toronto (City of Kawartha Lakes, n.d.b). Since amalgamation, the city has grown by approximately 6000 people (City of Kawartha Lakes, n.d.c).

To measure the success of the municipality, Kawartha Lakes has developed a workforce evaluation dashboard that uses census data to illustrate key workforce indicators (Kawartha Lakes Economic Development, 2016). The City has also created committees to partner with local communities and businesses to measure socioeconomic indicators with funding from the province (Kawartha Lakes Economic Development, n.d.). These indicators are found within strategic plans. The municipality also provides information to the province for FIRs (Ontario Municipal Affairs, May 2019).

5.9.1 Examples of Indicators by Theme

Governance:

- N/A

Service and Infrastructure Provision:

- N/A

Economics, Finances, and Taxation:

- FIRs
- Percentage of population achieving certain level of education
- Percentage of population in given occupation
- Number of people in a given industry
- Commute times (work)
- Primary mode of transport
- Number of households (and type)
- Income distribution (%)
- Household annual expenditures (\$) breakdown by good/service

Staff and Administrative Structure:

- N/A

Sociocultural Identity and Concerns of Citizens:

- Population
- Daytime Population
- Median Age
- Age distribution
- Family Structure and Marital Status
- Housing Tenure and Dwelling Characteristics
- Ethnic origins

5.10 Best Practices and Lessons Learned

From examining these jurisdictions, common elements may be noted. One such example includes the perception of success. The belief that a municipality has succeeded or faltered after the act of consolidation has much to do with how the process was framed or promoted pre-consolidation. This ties in with the discussion about consolidation expectations in the literature review, primarily the validity and feasibility of anticipated results. For example, the most commonly used criteria for a successful or failed amalgamation is the generation of cost savings. However, many external economic forces impact a municipality's finances, which could sway their fiscal state positively or negatively, regardless of the merger's effects on resource efficiencies. This is the case in CBRM, and many other Ontario municipalities referenced in the literature review, that were presupposed with cost savings that never materialized despite being heavily promoted. By not managing expectations of consolidation accordingly, perceptions of success can be unnecessarily damaged. Not only that, but it can also retract from other positive externalities of consolidation that were not as eagerly advertised at the outset of amalgamation, such as the removal of inter-municipal conflict or more equitable service provision, that are of tangible benefit to citizens post-consolidation.

Regarding indicators, the examined municipalities also share commonalities. Financial inputs were a common theme throughout each municipality examined, primarily due to the mandated nature of reporting legislated by the provincial governments of Nova Scotia and Ontario. Governance, staff, and service provision were typically the most neglected measurement themes from the jurisdictions examined, with only the most comprehensive municipalities of HRM, Chatham-Kent, Prince Edward County, and Norfolk County (tentatively) employing external-facing indicators related to these areas. These jurisdictions generally had more robust reporting centred on their strategic plan and could therefore more easily track progress in regard to priority areas, a desire touched upon in CBRM's aforementioned Viability Study (Grant Thornton, 2019). The tracking of this information is also typically accompanied by provincial funding especially in the Ontario municipalities examined, so it may be a matter of affordability.

Municipal measurement of community outcomes that may be influenced but are inherently outside of local jurisdictional scope, can and is used by municipalities to petition or lobby other orders of government for assistance in tackling issues. This is accomplished by reinforcing awareness of the problem at hand, while demonstrating that the municipality is willing to help through collaborative intergovernmental partnerships.

Best practices examined include the measurement of demographics, economic development inputs and outputs, and sociocultural community outcomes. The inclusion of outcomes is also important, as it is the most easily recognized by community members and can act as an aspiration for input and output indicators. Furthermore, any indicator that could acknowledge the expected cost-saving effects of amalgamation should be included, as responsible fiscal management as it relates to the tax rate is typically top of mind for citizens. This is demonstrated by its inclusion in every municipality's indicators. The most impactful practice utilized by municipalities examined was ensuring that the indicators used were external-facing and easily accessible, to ensure transparency and accountability post-consolidation when determining the level of success achieved.

6. RESULTS

6.1 Defining Success

The purpose of this project was to develop performance metrics that could be used in the future (2025, 2030 and beyond) to determine whether the consolidation of the Town of Windsor and the Municipality of the District of West Hants has been successful. Although this project was focussed on the consolidation of the two municipalities, it is hoped that these indicators can be used by other municipalities seeking to restructure.

When governments and businesses create indicators to measure success, they do so by first defining a clear mission statement and strategy as well as specific goals that need to be met to achieve their overall mission (Chan, 2004; New Zealand Government, 2008; Government of Canada, 2010; Public Health Ontario, 2016). Organizations then set specific targets to achieve their goals and create indicators to measure whether those targets are being achieved (Balanced Scorecard Institute, n.d.; & Government of Canada, 2010) Essentially, the achievement of their specified goals and targets is defined as successful.

What indicators can be used to measure success in the context of a municipal consolidation was established in two ways. First, by determining what the Consolidated Municipality seeks to achieve from consolidation, which represents the Consolidated Municipality's vision and goals and second, by understanding some general expectations and successes and failures of municipal consolidations in the literature. The desired outcomes for the Consolidated Municipality have been described in vision section of the paper (section 1.2). They include growing infrastructure, employment, education and industry, and having a stronger voice and regional presence, amongst other things. It is therefore important to create indicators to measure whether these desired outcomes are being achieved. Whether or not the consolidation is viewed as "successful" would be determined according to whether specific targets that the consolidated Municipality would set, have been met.

Based on the literature review of other single-tier Canadian municipalities that have undergone consolidation, the primary expectations and concerns of municipal consolidations revolve around three main elements: (1) cost savings, (2) tax structure, and (3) citizen satisfaction with regard to tax structure, equitable service delivery, and their sense of community. Municipal consolidations that have been deemed as successful in the literature are generally able to achieve cost savings, maintain or decrease the tax rate, and provide equitable services to citizens in urban and rural communities, all of which makes citizens satisfied. Although achieving cost savings and maintaining or decreasing the tax rate is not a specified outcome in the Consolidated Municipality's vision and goals for consolidation, these are important elements to measure because they will determine if citizens are satisfied. Moreover, the issue of cost savings and the fluctuation of the tax rate are such important points in the discussion of municipal consolidations that if other municipalities considering governance reform are to assess how successful the Consolidated Municipality is, they will certainly be curious to understand if cost savings were achieved and how the tax rate changed.

The analysis section of the paper provided an understanding of what elements can be used to measure success in the context of the Consolidated Municipality. From the municipality's standpoint, success is achieved when the desired outcomes and targets based on the Consolidated Municipality's vision and goals have been met. From the perspective of the literature, success is associated with cost savings, tax rate fluctuation and citizen satisfaction. For this project, the authors of this report have chosen to consider success as an inclusion of both those viewpoints. As such, the Consolidated Municipality's success could be measured through indicators that reveal how employment, infrastructure, employment, education and industry has grown; as well as if a stronger regional presence has been achieved, and if cost savings, tax rate, and citizen satisfaction have been achieved. It is recommended that the Consolidated Municipality set specific targets for each of these indicators as is typically done when governments and businesses hope to measure success.

6.2 Choosing a Performance Measurement Framework

As described in the literature review, there exist several different options of performance measurement frameworks. Certain municipalities within Canada, one of them being HRM, are currently using Municipal Benchmarking Network (MBN) Canada as a municipal performance measurement framework (MBN Canada, 2018). Another performance measurement framework, which has supposedly increased in popularity within the public sector, is the Balanced Scorecard Approach (Sharma, & Gadenne, 2011). Neither of these performance measurement frameworks was chosen for this project due to the specific disadvantages presented below. **A performance measurement framework was established using the Government of Canada's guidance for the development of effective performance measurement frameworks, which is comparable to the performance measurement framework guidance produced by many other organizations. Its validity was also reinforced by the Nova Scotian Department of Municipal Affairs, who specified that logic models should be used in the creation of performance indicators.**

6.2.1 MBN Canada Disadvantages

Although the MBN Canada framework includes a variety of valuable metrics to evaluate municipal performance, it is not particularly suited for measuring the success of municipal consolidations specifically as there is an overwhelmingly large amount of metrics and the large majority of them are quantitative measures of outputs related to service delivery (MBN Canada, 2018). As aforementioned, it was found that to evaluate the success of municipal consolidations, it is important to include measures of outcomes. For the purposes of this project, it is thus important to use a performance metric framework that includes indicators of outcomes, and this can be created using the Government of Canada and other organizations' guidance for the development of effective performance measurement frameworks.

6.2.2 The Balanced Scorecard Approach Disadvantages

The Balanced Scorecard (BSC) approach, described briefly in the literature review, includes outcome measures and relates performance metrics to an organization's strategic priorities (Lim, 2019). This approach could have been used to develop metrics to measure the

success of the town of Windsor and Municipality of the District of West Hants' consolidation. Unfortunately, details about how to practically apply the BSC approach to an organization are only offered through a paid online course. Because the information was not readily available for the time allotted in this course, the Balanced Scorecard approach was not chosen for this project.

6.3 Developing a performance measurement framework

Section 6.1 identified important outcomes to measure consolidation success, which is the first step in developing a performance measurement framework using the Government of Canada's guidance on the development of performance measurement frameworks. These desired outcomes and expectations with regard to consolidation from the point of view of both the Consolidated Municipality and the literature are needed to develop a logic model (Government of Canada, 2010; New Zealand Government, 2008). The logic model created for this project is presented in Figure 1 below.

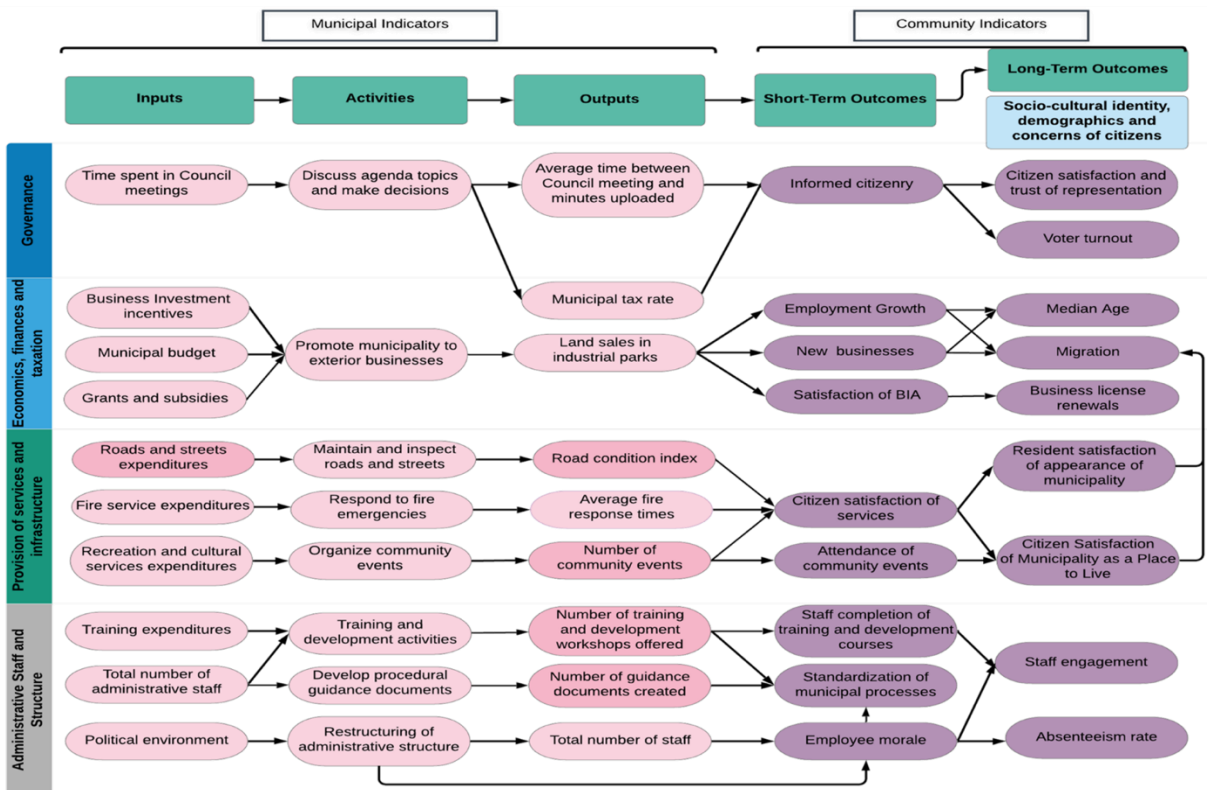


Figure 1: Logic Model

The logic model was created first, using the identified desired outcomes of municipal consolidation. Outcomes were divided into short and long-term outcomes depending on the time frame in which they can reasonably be achieved. It is expected that short-term outcomes would be noticeable within less than five years, whereas long-term outcomes may take five years or more years to truly understand if they were achieved. Working backwards from the outcomes, input and output indicators which can impact the specified outcomes, were then created. **The consultations with CBRM, HRM, RQM, and the Nova Scotia Department of Municipal Affairs reinforced the importance of establishing input and output performance metrics as indicators, because**

these are the types of indicators that municipalities can directly influence through municipal activities. For example, a municipality can control how much time and resources it invests into a project (input). It can also control the output, for example, the number of building permits it issues (output), or the percentage of roads plowed (output), which will thereby influence citizen satisfaction of services (outcome), and citizen satisfaction of services is an important outcome of a successful consolidations. Inspiration for the input and output indicators, as well as some of the outcome indicators, was taken from the jurisdictional scan and consultation with experts, which provided an understanding of what indicators other consolidated single-tier municipalities are measuring and reporting on. Although these municipalities measure indicators that we have chosen, none of them have formally assessed how that specific indicator relates to pre-consolidation, and the merger process as a whole.

7. RECOMMENDATIONS

Using the logic model, a list of 101 indicators that can measure the success of the consolidation of the Town of Windsor and the Municipality of the District of West Hants was compiled. It is recommended by the authors of the report that they be adopted by the Consolidated Municipality (complete list can be found in Appendix A). Although the logic model includes input indicators, it is important to note that the 101 indicators in Appendix A are *output* and *outcome* indicators. Input indicators remain consistent and are straightforward to comprehend; they include time, funds, and number of staff.

The number of indicators recommended demonstrates the complexity of municipal governance as well as the complexity of a successful consolidation. Indeed, there are many factors that can influence elements of the Consolidated Municipality's vision of growing employment, infrastructure, education and coming together as a more prosperous region. There are also many factors that determine citizen satisfaction of services, because of the multitude of services provided by a municipality.

8. NEXT STEPS

8.1 Establishing Benchmarks

It is recommended that the Consolidated Municipality establish indicator benchmarks as a next step. As the Town of Windsor and the Municipality of the District of West Hants are currently two separate entities, for each of the indicators in Appendix A, each entity will have their own benchmark, which will need to be combined to provide an understanding of the region prior to consolidation. For example, the population of the Town of Windsor and the population of the Municipality of the District of West Hants will need to be added together to provide a benchmark in understanding how population has grown. For other indicators, such as the percentage of customer requests addressed within 24 hours, the average percentage between the two municipalities can be used as a benchmark. It will be up to the Consolidated Municipality to determine if it should consider the average for the last year prior to consolidation only, or if it should use an average of two, three, four or five years prior to consolidation as a benchmark.

8.2 Establishing Targets

It is recommended that the Consolidated Municipality establish a performance management plan in which it would set targets relative to indicator benchmarks to determine success.

8.3 Establishing an External Facing Dashboard

It is recommended that the Consolidated Municipality establish an external facing dashboard to both record and present indicators to the public in an accessible way, to ensure accountability and transparency to residents as a next step.

8.4 Determining Reporting Mechanisms and Responsibilities

It is recommended that the Consolidated Municipality determine reporting mechanisms and sources for indicator insights, and that responsibility for its collection is clearly communicated to applicable departments and staff.

8.5 Establishing a Reporting Frequency

It is recommended that the Consolidated Municipality establish and maintain a reporting frequency for these indicators to be updated as a next step. Potential frequencies include every census year, staggered evenly with election years, annually, or biannually.

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APPENDIX A

Theme	Indicator	Input/Output/Outcome	Rationale	Short/Long-Term	Data Source
Governance (NUMBER OF INDICATORS: 8)					
Governance	Number of Special purpose bodies	Output	Reduces bureaucracy associated with intermunicipal matters; reduces expenditures; ensures matters are handled in Council and are therefore more transparent (accountable). Supported by literature review of expectations, and municipal usage by CBRM.	Short-term	Council Data
Governance	Cost of councillors per capita	Output	Demonstrates less cost to the taxpayer. Supported by literature review of expectations on cost savings.	Short-term	Internal
Governance	Number of councillors per capita	Output	Supports the cost of Councillor indicator. Can be used to demonstrate accountability when compared to provincial or federal elected counterparts (i.e. less people per official results in greater accountability). Supported by literature review on expectations and concerns of consolidation.	Short-term	Internal
Governance	Time spent by councillors in council (hours/year)	Output	Demonstrates an open, transparent, and accountable government. Illustrates a willingness of elected officials throughout the municipality to work together in the eyes of the public. Would illustrate removal of intermunicipal clashes which is an expectation examined in the literature review.	Short-term	Council Data

Governance	Time spent by councillors in meetings, in camera	Output	Demonstrates a lack of open, transparent, and accountable government. Illustrates a potential unwillingness of elected officials throughout the municipality to work together in the eyes of the public. Would illustrate extant municipal rivalries, the elimination of which is an expectation examined in the literature review.	Short-term	Council Data
Governance	Percentage of council meeting minutes posted online	Output	Demonstrates open, transparent, and accountable government. The added resources of combined municipalities should improve overall accountability. Would illustrate an increased service capacity in regard to governance, which is an expectation discussed in the literature review.	Short-term	Internal
Governance	Average time elapsed between council meetings and meeting minutes uploaded online (days)	Output	Demonstrates open, transparent, and accountable government. The added resources of combined municipalities should improve overall accountability. Would illustrate an increased service capacity in regard to governance, which is an expectation discussed in the literature review.	Short-term	Internal
Governance	Citizen satisfaction with municipally elected officials	Outcome	Citizen satisfaction is an important outcome to measure because it is one of the elements that determines consolidation success.	Long-term	Survey
Infrastructure and Provision of Services (NUMBER OF INDICATORS: 40)					
Infrastructure	Percentage of projects initiated within 12 months of	Output	Demonstrates municipal capacity to fulfill directives and objectives in an efficient manner. Illustrates agility of government. Supported by literature review of	Short-term	Internal

	funding authorization		expectations on less intermunicipal conflict and bureaucracy.		
Infrastructure	Total number of capital assets	Output	Demonstrates the combined resources of the municipality. Provides a better understanding of assets, how to manage them strategically, and how to plan for the future. Better planning and larger resource capacity are expectations of consolidation examined in the literature review.	Long-term	Internal
Infrastructure	Average age of capital assets	Output	Demonstrates the state of assets owned by the municipality. Provides a better understanding of assets, how to manage them strategically, and how to plan for the future. More resources should mean a reduction in average age. Supported by expectations on service equity, conflict reduction, and competitiveness.	Long-term	FCI
Infrastructure	Total number of new projects	Output	Demonstrates the combined resources of the municipality. Illustrates the ability to develop new services/infrastructure for citizens. Supported by literature review on reduced conflict over external funding opportunities, and increased ability to promote the municipality.	Long-term	Internal
Infrastructure	Total number of municipal buildings	Output	Demonstrates the combined resources of the municipality. Provides a better understanding of assets, how to manage them strategically, and how to plan for the future.	Long-term	Internal
Infrastructure	Percentage of new projects completed within budget	Output	Demonstrates the fiscal restraint of the municipality, and ability to plan expenditures well. Fiscal capacity and	Long-term	Internal

			management are expectations examined in the literature review.		
Infrastructure	Percentage of municipal buildings that are accessible in accordance with Provincial Accessibility Standards	Output	Demonstrates the ability of the municipality given its increased resources to address the legislative requirements of the province. In addition, it illustrates the willingness and capacity of the municipality to provide equitable services to citizens. Supported by expectations on equitable services, conflict reduction, and competitiveness.	Long-term	Internal
Waste management	Average number of people serviced per route	Output	Demonstrates level of service provided by municipality given new efficiencies and resources. Used in conjunction with average cost per route indicator. Supported by expectations on equitable service delivery and cost efficiencies, and by the jurisdictional scan.	Short-term	Internal
Waste management	Average cost of waste management services per route	Outcome	Demonstrates cost of service delivery post amalgamation. Supported by literature review on expectations on generated savings.	Short-term	Internal
Waste management	Waste diversion rate	Output	Demonstrates ability of municipality to influence recycling rates, and thereby help the environment while saving money. Supported by literature review on expectations of cost savings, and by the jurisdictional scan.	Long-term	Internal
Waste management	Percentage of people aware of waste	Outcome	Demonstrates ability of municipality to market and promote itself to improve services, quality of life, and investment in the municipality.	Long-term	Survey

	management services				
Technology	Usage of waste management cellular app (number of downloads)	Outcome	Demonstrates the municipality's ability to promote municipal services. Can lead to increased satisfaction of services by citizens. Supported by expectations of marketability and promotion ability examined in literature review.	Long-term	Internal
Technology	Number of visits to the municipal website	Outcome	Demonstrates the municipality's ability to promote municipal services. Is also an indicator of engaged citizenry. Increased number of visits could also indicate that the municipal website is useful, with a positive user experience, leading to citizen satisfaction of services. Supported by literature review on expectations regarding increased ability to promote municipality.	Long-term	Internal
Technology	Number of subscribers and followers on social media (Facebook, Twitter)	Output	Demonstrates the municipality's ability to promote municipal services and to engage its citizens. Supported by literature review on expectations regarding increased ability to promote municipality.	Long-term	Internal
Technology	Total number of homes with access to high-speed internet	Outcome	Demonstrates the municipality's commitment to growing infrastructure and bettering service provision, which is an output that would lead to overall citizen satisfaction of services. Supported by literature review on expectations regarding increased ability to promote municipality (lobby other orders of government).	Long-term	Survey

Technology	Satisfaction with municipal website	Outcome	Citizen satisfaction is an important outcome to measure because it is one of the elements that determines consolidation success.	Long-term	Survey
Fire service	Average fire response time	Output	Demonstrates the municipality's efficiency and effectiveness in service delivery, as well as its commitment to ensuring the safety and well-being of its residents. Supported by literature review on service equity and efficiency, as well as the jurisdictional scan.	Short-term	Internal
Fire service	Number of community outreach and inspection events	Output	Demonstrates the municipality's commitment to ensuring the safety and well-being of residents, which can lead to overall citizen satisfaction of services, which is an important component of successful municipal consolidations. Supported by increased staff specialization capacity, an expectation examined in the literature review.	Short-term	Internal
Road service	Percentage of roads inspected within the last (X) years	Output	Demonstrates the municipality's ability to maintain its roads. This can lead to resident satisfaction of services. Supported by the literature review and jurisdictional scan.	Long-term	Internal
Road service	Percentage of bridges and culverts inspected within the last (X) years	Output	Demonstrates the municipality's to maintain its infrastructure. Inspecting bridges and culverts is the first step in maintaining them, which can lead to resident satisfaction of services. Supported by literature review and jurisdictional scan.	Long-term	Internal

Road service	Average cost per km of road maintained	Output	Demonstrates the municipality's investments in maintaining its infrastructure. Is one element that would lead to overall citizen satisfaction of services, which is an important component of successful municipal consolidations. Also demonstrates efficiency in service delivery, which relates to cost savings, an expectation of municipal consolidations. Also supported by jurisdictional scan.	Short-term	Internal
Road service	Percentage of total road (km) plowed	Output	Demonstrates the municipality's commitment to improving services for its residents and is one element that would lead to overall citizen satisfaction of services, which is an important component of successful municipal consolidations.	Short-term	Internal
Road service	Road Condition Index	Outcome	Demonstrates the municipality's investments in its roads and maintaining its infrastructure. This leads to citizen satisfaction of services, which is an important component of successful municipal consolidations.	Long-term	Internal
Road service	Percentage of customer requests addressed within 24 hours	Output	Demonstrates the capacity of the municipality to provide services given larger resource availability. Supported by expectations examined in literature review.	Short-term	Internal
Water and storm service	Number of homes with wastewater collection	Output	Expanding the number of homes that have access to wastewater collection demonstrates an improvement in municipal service delivery, which can lead	Long-term	Internal

			to increased satisfaction of citizens, an important component of municipal consolidations. This is supported by expectations on equitable service delivery in the literature review. Also supported by jurisdictional scan.		
Water and storm service	Operating costs for the distribution of drinking water per kilometre of water distribution pipe	Output	Demonstrates the municipality's investments in its water and storm services. Also demonstrates efficiency in service delivery, which relates to cost savings, an expectation of municipal consolidations. Supported by jurisdictional scan.	Short-term	Internal
Water and storm service	Hours of water service interruption	Output	Demonstrates municipality's ability to deliver services to citizens effectively. Supported by literature review.	Short-term	Internal
Water and storm service	Percentage of residents' complaints addressed within 24 hours	Output	Demonstrates municipality's ability to deliver services effectively. Satisfaction of services is an important component of successful municipal consolidations. Supported by literature review.	Long-term	Internal
Recreational services	Percentage of youth participating in recreational programs	Outcome	Indicates that the municipality is improving the promotion of recreational programs and that citizens are satisfied with the quality of recreational programs. Citizen satisfaction is an important component of municipal consolidation success. Supported by literature review.	Long-term	Internal
Recreational services	Citizen satisfaction with recreation	Outcome	Citizen satisfaction with services is an important component of municipal consolidation success. Supported by literature review.	Long-term	Survey

	infrastructure (indoor/outdoor)				
Recreational services	Percentage of dates booked in municipal facilities (pool, arena, gyms, theatres, etc)	Outcome	Indicates that citizens are satisfied with municipal recreational facilities, and citizen satisfaction with services is an important component of municipal consolidation success. Also implies that the municipality is properly maintaining its infrastructure, which is encouraging citizens to use the facilities. Supported by literature review.	Long-term	Internal
Community services	Number of daycare programs	Output	Demonstrates the municipality's commitment to improving service provision for young families. An increase in daycare programs could lead to increased citizen satisfaction with services, which is an important component of municipal consolidation success. This could also potentially encourage new, young families to move to the area growing the population and workforce. Supported by literature review.	Long-term	Internal
Community services	Number of senior care programs	Output	Demonstrates the municipality's commitment to improving service provision for seniors. An increase in senior care programs could lead to increased citizen satisfaction with services, which is an important component of municipal consolidation success. Supported by literature review.	Long-term	Internal
Community services	Number of community	Output	Demonstrates the municipality's commitment to building a strong and inclusive community, which is one of the	Short-term	Internal

	events organized		visions and goals of the Windsor/West Hants Consolidation		
Community services	Attendance at community events and festivals as a proportion of total population	Outcome	Indicates that citizens are satisfied with the quality of events, and citizen satisfaction is an important component of municipal consolidation success. Attendance could also demonstrate citizen engagement and can lead to the creation of a sense of community.	Long-term	Internal / Survey
Planning and transportation services	Percentage of residents who live within a 10-minute walk of a park	Output	Contributes to citizen well-being and satisfaction of residents with the municipality as a place to live.	Long-term	Internal
Planning and transportation services	Kilometers of active transportation paths (walking and biking)	Output	Demonstrates the municipality's commitment to develop active transportation networks, which are shown to improve overall well-being of residents. This could contribute to citizens' overall satisfaction of the municipality as a place to live.	Long-term	Internal
Planning and transportation services	Sum total length of each route in the public transit system	Output	Demonstrates the municipality's commitment to develop its transit infrastructure. Public transit is one of the key elements for supporting economic development of a city, which is part of the vision and goals of the Consolidated Windsor/West Hants Municipality.	Long-term	Internal
Planning and transportation services	Citizen satisfaction with transportation services	Outcome	Citizen satisfaction with services is an important component of consolidation success.	Long-term	Internal

Planning and transportation services	Percentage of workforce that relies on public transportation or active transportation for their commute to work	Outcome	Demonstrates the effectiveness of public transportation services offered by the municipality.	Long-term	Internal
Economics, Finances and Taxation (NUMBER OF INDICATORS: 25)					
Economic development	Unemployment rate	Outcome	Demonstrates municipality's ability to attract and retain labour. Indicates how the region is performing in terms of job growth, workforce retention, and regional growth. Employment growth is part of the vision and goals of the Consolidated Windsor/West Hants Municipality. Supported by literature review and jurisdictional scan.	Long-term	Internal
Economic development	Youth employment rate	Outcome	Demonstrates municipality's ability to attract and retain youth. Indicates how the region is performing in terms of job creation, youth retention, and regional growth. Employment growth is part of the vision and goals of the Consolidated Windsor/West Hants Municipality. Supported by literature review and jurisdictional scan.	Long-term	Internal
Economic development	Net employment growth	Outcome	Demonstrates municipality's ability to attract and retain labour. Indicates how the region is performing in terms of growth of jobs, retention of working population and growth of the region. Growth in	Long-term	Internal

			employment is part of the vision and goals of the Consolidated Windsor/West Hants Municipality. Supported by literature review and jurisdictional scan.		
Economic development	Total number of tourists (collected at Fort Edward National Historic Site or Chimczuk Museum)	Outcome	Demonstrates the region’s ability to promote itself as an attractive destination within Nova Scotia. An increase in tourism also contributes to economic growth of the region by increasing employment. This overall growth aligns with the Consolidated Windsor/West Hants Municipality’s growth goals. Supported by literature review on promotability expectations.	Long-term	Internal
Economic development	Value of commercial projects constructed	Outcome	Demonstrates growth in the region, which aligns with the vision of growth, strength and prosperity of the Consolidated Windsor/West Hants Municipality. Supported by literature review and jurisdictional scan.	Long-term	Internal
Economic development	Storefront vacancy rate	Outcome	Demonstrates municipality’s ability to support industry. Reflects changing market trends, consumer habits, rental incomes, shift in consumer habits, and taxes in the area. Supported by literature review on promotability and jurisdictional scan.	Long-term	Internal
Economic development	Number of new businesses in the region	Outcome	Demonstrates municipality’s ability to attract and retain businesses. Illustrates business growth, which aligns with the vision of growth, strength, and prosperity of the Consolidated Municipality.	Long-term	Internal

			Supported by literature review and jurisdictional scan.		
Economic development	Percentage of business licence renewals	Outcome	Demonstrates the existence of a favourable business environment, which is an important element in fostering industry growth. This is a part of the vision and goals of the Consolidated Windsor/West Hants Municipality.	Long-term	Internal
Economic development	Business Improvement Area (BIA) satisfaction	Outcome	Demonstrates if property owners and tenants within the municipality are satisfied with the municipality's efforts to attract shoppers, diners, tourists and new businesses to the area. BIA satisfaction could be an indication that the municipality is working in the right direction toward its growth goals. Supported by literature review and jurisdictional scan.	Long-term	Survey
Economic development	Land sales for commercial purpose	Outcome	Demonstrates municipality's ability to promote the area as an attractive place to develop. If businesses are establishing factories and offices in the municipality, and if they view the region as an ideal market.	Long-term	Internal
Economic development	Net migration rate	Outcome	Demonstrates municipality's ability to promote the area as an attractive place to live. Supported by literature review and jurisdictional scan.	Long-term	Internal
Workforce	Total workforce	Outcome	Demonstrates available labour in relation to total population. This is important for long term viability of the municipality. Supported by literature review and jurisdictional scan.	Long-term	Internal

Workforce	Resident satisfaction with municipality as a place to work	Outcome	Indicates if the municipality possesses desirable and fulfilling employment opportunities. Supported by literature review and jurisdictional scan.	Long-term	Survey
Finances	Total grants, subsidies, and transfers as a (percentage of total revenue)	Outcome	This shows the amount of funds the municipality receives from other orders of government and other organizations to fund its programs and objectives. Demonstrates ability to draw more external funding municipality as an expectation of municipal mergers noted in the literature review..	Short-term	Internal
Finances	Value of grants received	Outcome	Another way of demonstrating the ability of the municipality to draw external funding, which is an expectation of municipal mergers. Supported by literature review and jurisdictional scan.	Short-term	Internal
Finances	Debt-to-equity ratio	Outcome	Demonstrates the level of debt owed by the municipality to finance its programs or resources compared to total worth, which is an indicator responsible fiscal management. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Property taxes (Tax Rate/Total Taxable Property Amount)	Output	Demonstrates the total assessed value of property within the municipality, and therefore the base of revenue generation. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Capital expenditure	Output	Demonstrates the amount spent on infrastructure by the municipality. Indicates greater capacity for investment. Supported by literature review and jurisdictional scan.	Short-term	Internal

Finances	Self-generated revenue	Outcome	Demonstrates the amount of revenue generated solely by the municipality through taxes, user fees, and donations. Illustrates self-sufficiency and resiliency of the municipality. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Taxes collected per capita	Output	Indicates the average tax rate per person which impacts overall satisfaction. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Debt per capita	Output	Demonstrates the amount of debt accumulated by the municipality as the amount each resident would have to pay to ameliorate it. This is an indicator of whether the Consolidated Windsor/West Hants municipality is achieving its vision of growth and prosperity. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Total revenue generated	Outcome	Demonstrates the financial viability of the municipality. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Total reserves	Output	Indicates the amount saved by the municipality for investments and emergency situations. Supported by literature review and jurisdictional scan.	Long-term	Internal
Finances	Percentage of capital projects completed within project budget	Output	Demonstrates ability to plan expenditures well. Supported by literature review.	Short-term	Internal
Finances	Total municipal expenditures	Output	Demonstrates the amount spent by the municipality. Indicates greater capacity	Short-term	Internal

			for investment. Supported by literature review and jurisdictional scan.		
Administrative Staff and Structure (NUMBER OF INDICATORS: 13)					
Organizational Structure	Total number of administrative staff	Outcome	Due to the change in government structure, the number of administrative staff are expected to fluctuate due to voluntary resignations or retirements. This may also change over time as staff retires but does not need to be replaced due to reduced bureaucracy. Alternatively, the municipality may grow so additional staff will be needed to support the growth. Total number of administrative staff needed has an impact on overall cost savings. Supported by literature review and jurisdictional scan.	Long-term	Internal
Organizational Structure	Supervision rate (number of employees that a manager has to supervise on average)	Output	Is an indication of managers' workload, which influences overall employee engagement and satisfaction. Supported by literature review.	Short-term	Internal
Organizational structure	Percentage of vacant municipal positions filled internally through staff promotion	Output	Demonstrates succession planning, and the ability of the municipality to foster a culture of personal development and growth. Supported by literature review.	Long-term	Internal
Organizational structure	Number of guidance documents created	Output	Standardization of procedures is a challenge when municipalities consolidate. Guidance documents can demonstrate standardization of	Short-term	Internal

			procedures, which can lead to efficiency and effectiveness of service delivery and overall cost savings, which is an expectation of municipal consolidation. Supported by literature review.		
Organizational structure	Percentage of employees who have completed training on municipal internal policies and procedures	Output	Standardization of procedures is a challenge when municipalities consolidate. Employee training on internal policies and procedures can demonstrate standardization of procedures, which can lead to efficiency and effectiveness of service delivery and overall cost savings, which is an expectation of municipal consolidation. Supported by literature review.	Short-term	Internal
Employee engagement	Employee morale	Outcome	Following a reorganization in government structure, employee morale may be low. It is important to measure employee morale because employee morale determines if an employee will be engaged. Supported by literature review.	Long-term	Survey
Employee engagement	Level of employee engagement	Outcome	Demonstrates municipality's ability to motivate employees. Supported by literature review.	Long-term	Survey
Employee engagement	Absenteeism rate	Outcome	Absenteeism rate is an indirect way of measuring employee engagement; employees that are disengaged will have a higher absenteeism rate. Supported by literature review.	Long-term	Internal
Employee engagement	First year voluntary termination rates	Outcome	Is an indicator of the effectiveness of the municipality's onboarding process. Supported by literature review.	Short-term	Internal

Employee engagement	Employee reasons for resigning (exit survey)	Outcome	Indicates areas of improvement for the municipality in terms of the growth and development opportunities it offers, as well as the administrative staff culture. Supported by literature review.	Long-term	Internal
Learning and Development	Percentage of employees who receive a yearly (or bi-yearly) employee evaluation	Output	Demonstrates municipality's ability to foster a culture of personal development and growth within the municipality, which could lead to innovation, increased initiative and engagement of employees.	Short-term	Internal
Learning and Development	Number of training and development courses or workshops offered to employees	Output	Demonstrates municipality's ability to foster a culture of personal development and growth within the municipality, which could lead to innovation, increased initiative and engagement of employees and help with succession planning.	Short-term	Internal
Learning and Development	Percentage of employees that completed one or more training and development courses or workshops offered	Outcome	Indicates employees' interest in the training and development courses offered.	Long-term	Internal
Socio-Cultural Identity, Demographics and Concerns of Citizens (NUMBER OF INDICATORS: 15)					
Socio-Cultural Identity	Percentage of people feeling a sense of community belonging	Outcome	One of the goals of the Windsor/West Hants consolidation is to bring the region together and become stronger. This requires citizens to feel a sense of belonging to the community. Losing the	Long-term	Survey

			sense of community is also a common concern of citizens when consolidation occurs, so it is important to measure.		
Socio-Cultural Identity	Resident satisfaction with appearance of municipality	Outcome	Citizen satisfaction with appearance of municipality could insinuate that citizens are satisfied with municipal service provision. It could also lead to another outcome: citizen sense of belonging to community.	Long-term	Survey
Socio-Cultural Identity	Youth satisfaction of municipality as a place to live	Outcome	If the youth are satisfied with the municipality as a place to live, they may choose to settle in the municipality to raise their own family later in life. This could lead to a growth in population over time. Population growth is part of the vision and goals of the consolidated municipality.	Long-term	Survey
Socio-Cultural Identity	Resident satisfaction with municipality as a place to live	Outcome	If residents are satisfied with the municipality as a place to live, they will likely not leave, which will lead to a growth in population over time. Population growth is part of the vision and goals of the consolidated municipality.	Long-term	Survey
Socio-Cultural Identity	Voter Turnout as a percentage of total population of voting age	Outcome	Higher voter turnout rates symbolize that citizens are engaged and interested in the political process.	Short-term	Internal / Census
Socio-cultural identity	Percentage of population that believe that most or many	Outcome	Trust is an important element that demonstrates the strength of a community, and developing a strong community is one of the goals of the Windsor/West Hants consolidation. Strong feelings of trust	Long-term	Survey

	people can be trusted		contribute to community relationships which affects well-being and a person's sense of belonging to a community.		
Safety	Percentage of people who feel safe walking home at night in their community	Outcome	High levels of perceived safety contribute to overall quality of life and bring people together, fostering a sense of community.	Long-term	Survey
Safety	Crime rate	Outcome	Research demonstrates that a high crime rate will reduce community quality of life. It would decrease trust amongst citizens leading to a decreased sense of community. One of the Windsor/West Hants goals is to grow the strength of the community and crime would hinder that.	Long-term	RCMP
Demography	Education attainment of citizens above the age of 25	Outcome	One of the goals of the Windsor/West Hants consolidation is to grow education, therefore tracking the educational attainment of citizens could demonstrate whether this goal is being achieved. Supported by literature review and jurisdictional scan.	Long-term	Census
Demography	Median age of residents	Outcome	One of the goals of the Windsor/West Hants consolidation is to grow employment and industry. Employment and industry growth bring in a diverse workforce, which could decrease the median age of the municipality. Supported by literature review and jurisdictional scan.	Long-term	Census
Demography	Percentage of residents	Outcome	Reveals what percentage of the region's population is struggling financially, which goes against the vision of growth and	Long-term	Internal

	accessing the local food bank		prosperity of the Windsor/West Hants Consolidated Municipality. Supported by literature review and jurisdictional scan.		
Demography	Percentage of population below poverty line	Outcome	Reveals what percentage of the region's population may be struggling financially, which goes against the vision of growth and prosperity of the Windsor/West Hants Consolidated Municipality. Supported by literature review and jurisdictional scan.	Long-term	Census
Demography	Total population size	Outcome	One of the goals of the Windsor/West Hants consolidation is to grow the region and understanding how the total population changes year over year could demonstrate whether this growth is being achieved. Supported by literature review and jurisdictional scan.	Long-term	Census
Demography	Total number of households	Outcome	One of the goals of the Windsor/West Hants consolidation is to grow the region and understanding how the total number of households changes year over year could demonstrate whether this growth is being achieved. Supported by literature review and jurisdictional scan.	Long-term	Census
Demography	Median household income	Outcome	Demonstrates the changes in the level of income and employment levels of the population, which can measure if the vision of growth and prosperity of the Windsor/West Hants Consolidated Municipality is being achieved. Supported by literature review and jurisdictional scan.	Long-term	Census



Glooscap First Nation Meeting Agenda
Wednesday, December 4, 2019 – 6:00 p.m.
159 Smith Rd. Hantsport Glooscap First Nation Band Office

1. Introductions
2. Community Engagement Project
3. Potential Collaboration, i.e.
 - Recreation
 - Visitor information centre
 - Sports and new arena use for lacrosse, etc.
 - Active transportation
4. Economic Development Opportunities, i.e.
 - Wind turbines, climate change, etc.
 - Glooscap Ventures & Glooscap Landing
 - Engagement
 - Tourism
 - Promotion of GFN events
5. Next Meeting and frequency of meetings

W/WH CO-ORDINATING COMMITTEE GLOOSCAP FIRST NATION

**Glooscap First Nation Office
December 4, 2019**



An Act to Incorporate the Region of Windsor and West Hants Municipality

Section 3:

- On and after April 1, 2020 the inhabitants of West Hants and Windsor are a body corporate under the name the Region of Windsor and West Hants Municipality.

Brief Background

- Councils request to Minister / special legislation - July 2018;
- Province of Nova Scotia / Bill 55 - October 2018;
- Co-ordinating Committee “Guiding Principles” - October 2018;
- Order-in-Council appointment of Co-ordinator - December 4, 2018; and
- CC Start-up Meeting - December 17, 2018.

Bill 55 / Key Features

- April 1, 2020 – W/WH Launch;
- CC to design / implement administrative structure for W/WH;
- Co-ordinator is Chair of the CC;
- Application to NSUARB for council size and polling districts;
- CC appoints CAO – August 2019; and
- First election of Mayor and Councilors – March 2020.

Co-ordinating Committee Work

- Meet monthly / alternate between Windsor and West Hants;
- Terms of Reference / CC governance;
- CAO's / Project Administrator / W/WH CAO;
- Project Budget / Financial Implementation Plan;
- DMA Working Group; and
- Project Workplan / Schedule.

Workplan and Schedule - Overview

- I. Regional Government for Windsor / West Hants;
- II. Provision of Services / Infrastructure;
- III. Financial;
- IV. Administrative / Administration; and
- V. Making the Change.

Wrap Up / Observations

- Citizen-led change;
- Forward looking focus;
- Municipal modernization – better serve citizens;
- Made in Windsor / West Hants solution; and
- Community outreach / exercise in community building.

From: "Latimer, Kevin (Halifax)" <KLatimer@coxandpalmer.com>
Subject: Glooscap/Windsor and West Hants Regional Municipality
Date: December 5, 2019 at 2:06:44 PM AST
To: "speters@glooscapfirstnation.com" <speters@glooscapfirstnation.com>
Cc: "Mark Phillips (mphilips@westhants.ca)" <mphilips@westhants.ca>, "michael.peters@glooscapventures.com" <michael.peters@glooscapventures.com>, "afrancis@glooscapfirstnation.com" <afrancis@glooscapfirstnation.com>

[CAUTION: EXTERNAL EMAIL]

Chief Sid, just a quick note to say thanks on behalf of the Co-ordinating Committee for your kind hospitality last night.

Thought it was a productive (and very enjoyable) chat about mutual opportunities going forward – and how best to tackle them together.

In the short term, there are a few items we'll send along (i.e. our new electoral map for Windsor/West Hants, newsletter, etc.) as discussed. We'll also circle back on the community engagement project once we're ready to roll.

Longer term, creation of the new regional municipality April 1st presents a wonderful opportunity to continue the discussion – finding new and exciting ways to build a stronger community together for all stakeholders.

Again, thanks kindly and please let me know if there's anything further at this point.

Regards,
Kevin

P.S. Copying CAO Phillips here who I know intends to follow up with your team on some of the particular items we discussed.

Kevin Latimer, Q.C. | Cox & Palmer | Partner

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STRONGER TOGETHER

Keeping the citizens of West Hants and Windsor up to date on the consolidation of our two communities.

55% OR BETTER - HAVE YOUR SAY

The job of creating Nova Scotia's newest Regional Municipality in Windsor - West Hants is nearing the end, but the job won't be finished until residents vote in elections for the new council on March 7, 2020.

We've accomplished a great deal since special legislation was passed a year ago creating the Region of Windsor and West Hants. We've established the size and polling districts of the new municipality; decided how best to bring the two administrative structures and workforces together; appointed a Chief Administrative Officer, Mark Phillips; decided how to handle ongoing planning processes; assessed the state of crucial municipal infrastructure; and studied how best to provide protective services for the new municipality.

The effort to bring the two municipalities together has been assisted by many citizens of Windsor and West Hants who have attended public meetings, responded to surveys and have read materials made available by the Co-ordinating Committee. They've offered advice, encouragement and, sometimes, helpful criticism.

So, we have lots of reasons to be optimistic about citizen engagement in launching Nova Scotia's newest municipality in April 2020.

But there's also need for continued vigilance - particularly on the election front. Voter turnout in municipal elections has been poor in Nova Scotia in recent years. Only 47% of eligible voters in Nova Scotia cast votes in the last municipal elections. In Windsor 50% voted; in West Hants 39% voted. And not every seat was contested.

Democracies remain healthy when citizens are active and engaged. Our new Regional Municipality will require strong, thoughtful leadership to thrive. That means we need good candidates and robust debate during the election campaign.

Putting together a new municipality is one thing. Deciding who will serve you is up to you. Consider running for Council or, at the very least, make a point to get out and have your say on March 7th.

What's a reasonable voter turn-out? One could argue that everybody should vote. In October our Co-ordinating Committee recognized the importance of achieving a strong turnout and set 55% as a reasonable target.

Let's commit to at least 55% together. And let's demonstrate that, from its earliest days, Windsor - West Hants is supported by an engaged citizenry working through 12 thoughtful elected officials and professional staff to ensure that our municipal democracy functions in ways that better serves all citizens for many years to come.

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

OFFICIAL NEWSLETTER
DECEMBER 2019

WHAT'S INSIDE

Election News

Key Dates

Our Leadership Team

By-Laws and Policies

Co-ordinating Committee

FAQs

Did You Know

Did you know that meetings of the Co-ordinating Committee are public? Anyone can attend the meetings in person or watch from home as they are livestreamed on the Windsor and West Hants Facebook pages.

Visit StrongerRegion.ca for updates and follow the Town's & Municipality's Facebook and Twitter pages for notifications on upcoming meetings.

Agendas packages and meeting minutes can be found at StrongerRegion.ca. Don't have access to the website? Contact Chrystal at cremme@westhants.ca or at 902-798-8391 ext. 109 to request a copy.

WWH
WINDSOR / WEST HANTS
TOGETHER

ELECTION NEWS

The first election for the Region of Windsor and West Hants Municipality will take place on March 7, 2020 so mark your calendars! There will be Advance Polling on February 29, 2020 and March 3, 2020.

This election will be different for residents in both the Municipality and the Town than previous elections. The Council to be elected will consist of a Mayor and 11 Councillors and each resident will have two ballots - one for Mayor who is elected at large (over the entire region) and one for the Councillor who will represent their district.

We will be using paper ballots only for this election which means that all voters will need to go to their specified polling station to vote. Information cards will be sent to all those on the List of Electors after the close of Nominations on February 12, 2020. These cards will let you know where and when you need to vote as well as who your options are for representatives. Curious about what district you're in? Visit the District Finder Map under "Elections 2020" on StrongerRegion.ca. This site will be updated with candidate information after the close of nominations as well.

Residents should contact our Returning Officer or Assistant Returning Officer during the Revision Period for the List of Electors, January 8-23, 2020 if:

- You want to ensure you are on the List of Electors,
- You want to make corrections to your name and address
- You have just turned 18 years of age since September 1, 2019
- You have moved to any community in the Region of Windsor and West Hants Municipality since September 1, 2019

If you are not able to vote on any of the polling days because of illness, physical disability or absence from the Regional Municipality you can apply to vote by proxy. This allows you to assign someone to vote at the election on your behalf. Contact our Returning Officer, Rhonda Brown, at rbrown@westhants.ca or at 902-798-8391 ext.110 between February 13-28, 2020 to apply to vote by Proxy.

INTERESTED IN RUNNING?

Are you considering running for Mayor or Councillor in the March 7, 2020 election? We have put together a Candidates Package which includes all the information you need prior to putting your name forward.

The Candidates Package contains general election information including a checklist, district maps, a calendar of important dates and general expectations for those taking on the role of Mayor or Councillor.

The Package can be found on our website StrongerRegion.ca or contact our Returning Officer, Rhonda Brown at rbrown@westhants.ca or at 902-798-8391 ext.110, or our Assistant Returning Officer, Shelleena Thornton at 902-798-2275 ext. 207 to arrange to pick up a hard copy.

We're excited to say that we have been receiving enquiries on campaigning already! If you intend to be a candidate in the Region of Windsor and West Hants Municipality you can start campaigning before you are officially nominated but there are some requirements that must be met. Please contact our Returning Officer or our Assistant Returning Officer to find out more information.

Anyone interested in running can also contact our Returning Officer, Rhonda Brown at rbrown@westhants.ca or at 902-798-8391 ext.110 to get more information.

KEY DATES

JANUARY 8-23, 2020

Revision Period for List of Electors

FEBRUARY 12, 2020

Nomination Day. File your nomination papers by 5pm, papers may also be filed by appointment 7 business days earlier

FEBRUARY 13, 2020

Candidates may withdraw by 4pm

FEBRUARY 13, 2020

Mandatory Candidate's meeting at 6:30pm

FEBRUARY 13-28, 2020

Application Period for those wanting to vote by Proxy as they are unable to vote at the Advance or Ordinary Polling Day

FEBRUARY 29, 2020

1st Advance Polling Day

MARCH 3, 2020

2nd Advance Polling Day

MARCH 7, 2020

Ordinary Polling Day

INTERESTED IN WORKING THE ELECTION?

We are anticipating the need for between 50 and 70 people to work the polling stations at both Advance Polling and on Ordinary Polling Day. Detail on qualifications for those wanting to work the election can be found at StrongerRegion.ca as well as a link to the application form. Those interested are also welcome to contact the Returning Officer or Assistant Returning Officer to find out more information.

Did you know that you don't have to live in the Regional Municipality to work the election? The only exception is that workers cannot work at a polling station where a close family member is on the ballot.

COMMUNICATION AND CONSOLIDATION

Our region is very large. We continue to strive to discover the best mix of delivery methods that guarantees the message is always delivered.

We are using the website StrongerRegion.ca along with our municipal sites, Facebook and Twitter to share information. We are fortunate that many of our districts have reliable Internet, and cell service but the reality is that some still do not. If you feel as though you are not hearing information about the consolidation please contact your Warden, Mayor or Councillor. They have been elected by you to serve you and would be more than happy to answer any questions or talk about matters that are important to you at any time.

OUR LEADERSHIP TEAM

The new leadership team for the Region of Windsor and West Hants Municipality has been selected and will officially take effect on April 1, 2020.



Carlee Rochon
Director of
Financial Services



Madelyn LeMay
Director of Planning
and Development



Kathy Kehoe
Director of Community
Development



Mark Phillips
CAO



Todd Richard
Director of Public Works

The organizational structure is being finalized and staff will be placed into their positions of choice or the position they were selected for by January and fully implemented on April 1, 2020. Residents and businesses can be assured that service level continuity is a top priority during the change period. Please continue to contact the same staff and use the communications channels you are accustomed to for support.

WORKING TOGETHER - BUT WHERE?

We are anticipating that a single space will be used to host the new Regional Municipality. The Town Hall, and the Municipal Office on Morison Drive are being evaluated by a design/engineering firm to determine their individual capacity to host the consolidated operations.

Customer service and staff functionality will be key principles influencing the design options that will be provided for both locations. The firm will be looking at items such as current building energy performance, accessibility, structural adaptability, parking and renovation costs and the building's capacity to meet the specific office related needs for staff, Council and for the accommodation of the general public.

It is not anticipated that a building will be renovated by April 1, 2020. Interim plans will be developed, and we will provide additional information on what to expect in the coming months.

WHERE'S MARK?

Our CAO, Mark Phillips shares his time between our municipal sites and will continue to do that until April 2020. This has been a great way for him to get familiar with staff and practices at both municipal units to ensure that only the best practices from each unit move forward into our new Regional Municipality.

Mark can be contacted at anytime by email at mphillips@westhants.ca or at 902-798-8391 ext.133.

BY-LAWS & POLICIES AND HOW THEY'LL AFFECT YOU ON APRIL 1, 2020

We have been reviewing our by-laws and policies over the past number of months to determine which need to be addressed before consolidation in order to ensure a smooth transition and those that can wait until after.

All our By-laws and policies remain in place until they're amended, repealed or replaced. There will be cases where there will be two separate by-laws after the amalgamation dealing with the same subject matter. In these cases, the by-laws will be in force for the geographical area.

Should you have any questions about By-laws or Policies contact one of our Municipal Clerks, Shelleena Thornton or Rhonda Brown.

CO-ORDINATING COMMITTEE

The Co-ordinating Committee continues to meet regularly to move us towards the consolidation date of April 1, 2020. Committee members include Co-ordinator, Kevin Latimer, Mayor Anna Allen, Warden Abraham Zebian, Deputy Mayor Laurie Murley and Deputy Warden Paul Morton. Councillors Rupert Jannasch and John Bregante sit as alternates on the Committee. The guiding principles, developed by the Councils of both municipal units in October 2018, continue to guide decisions made at the table.

Our Project Administrator, Donna Jones, works diligently to support the Co-ordinator and the Committee in the overall administration and management of the consolidation process.

Questions about the election? Contact us!

Rhonda Brown
Returning Officer
76 Morison Drive, Windsor
rbrown@westhants.ca
902-798-8391 ext. 110

Shelleena Thornton
Assistant Returning Officer
100 King Street, Windsor
sthornton@town.windsor.ns.ca
902-798-2275 ext. 207

FAQs

Have a question about the consolidation? Visit the FAQ page on StrongerRegion.ca where we keep a running list of frequently asked questions (FAQ). Didn't find your answer? Contact Chrystal at cremme@westhants.ca or at 902-798-8391 ext. 109 and she'll find the answer for you.

TOGETHER

"Together is about people coming together, with each other and community leaders - working towards common goals, share aspirations and a collective vision. It's about building strength, growth and prosperity. It's about increasing decision making power, having a louder voice, and leaving the people, the communities and the region empowered. Together is about growing infrastructure, resources, employment, education and industry. Most of all, it's prosperity. It's about opening our eyes and greeting a new day. It's about focusing on the future today and having a vision for a brighter tomorrow. It's about realizing that together, we can go anywhere."

TALKING TOGETHER

Visit StrongerRegion.ca for regular updates. Contact our Communications Coordinator Chrystal at cremme@westhants.ca or call 902-798-8391, Ext. 109 for questions about the newsletter.

Coordinating Committee Meeting
January 6, 2020
Chief Administrative Officer Report
November 28, 2019 to January 1, 2020



Activity Report

Governance

- Attended Coordinating Committee (CC) Meeting
- Attended Coordinating Committee Workplan Conference Call(s) and Meeting(s)
- Attended COTW – West Hants
- Attended COTW - Windsor
- Attended Joint Meeting with Glooscap First Nation Council and Coordinating Committee
- Attended Windsor Rotary Meeting
- Attended Windsor / West Hants Region Campaign School – Windsor Community Center
- The Campaign School and Elections information is complete and available on the WWH website. Returning Officer Rhonda Brown and Assistant Officer Shelleena Thornton have been very thorough in communicating and preparing the community for the election. The www.strongerregion.ca website should be referred to for further information. In addition, all methods of media communications are being utilized to promote the election including the website, social media, radio and print.

Administration

- Attended Committees and By-Law Review Meeting(s)
- Attended West Hants / Uniacke Community Health Board Meeting
- Attended meeting with Gerald Walsh and Associates RE Organizational Chart
- Municipal Complex(s) Review is well underway and on schedule. Initial draft floor plans for both complexes have been provided by HATCH for feedback.
- Chrystal Remme is taking the lead to continue to expand the content regarding the new region on both the website and newsletter.
- Attended a Joint Staff Bowling Christmas Event.
- Assisted West Hants staff with their annual gift deliveries to local senior's complexes within the area. Small gifts are purchased from the "Casual Fridays Funds" and provided to over 250 senior residents within the facilities. It was a highlight and thanks to everyone for inviting me to attend.
- I met with former CAO Louis Couthino to review historic and current Town of Windsor files to support onboarding.

- Attended the West Hants secret Santa gift exchange and potluck.
- Attended the annual West Hants breakfast fry-up.
- Attended the Windsor Secret Santa gift exchange.
- Organizational Chart Update- it is anticipated by the end of January that all appointments will be made in relation to the organizational chart.

Finance

- Attended IT Department Meeting(s)
- A preliminary report was prepared for the Province to consider highlighting capital and operating projects / programs requiring financial support, critical for post consolidation. Attached to this report is a high-level overview of the areas of financial support we anticipate asking of the province once finalized.

Parks and Recreation

- Attended West Hants Sports Complex Construction Meeting
- Attended a Joint Parks and Recreation meeting with East Hants municipal representatives and Director Kathy Kehoe. Tourism, AT network linkages and Coastal / Shoreline issues were discussed.
- Attended a meeting with KES School representatives and Director Kathy Kehoe. Future facility usage as well as other collaborative opportunities were discussed.

Planning and Development

Economic Development

- Attended a Windsor Business Enhancement Society's (WBES) meeting. I am scheduled to attend the January 13th meeting to further discuss Economic Development role delineation between all stakeholders under the new regional government (WBES, WWH, VREN, Chamber (s), BNS, NSBI, etc.)

Public Works and Infrastructure

Protective Services

- RCMP and Fire Service Review of Reports with Coordinating Committee
- Attended a meeting with West Hants Search and Rescue to discuss their request to obtain the REMO Mobile Command Unit / Trailer. A report will be forwarded to West Hants Council for consideration.
- Fire Study Update – A second meeting with the Fire Chief's will be scheduled in the coming weeks to get further feedback from each of them in advance of the report returning to the January 27th CC meeting.

Windsor West Hants Region Post Consolidation Provincial Funding Request

The process of consolidation includes many aspects spanning both areas of governance and operational controls. The detailed workplan captures all aspects of municipal service delivery and the Coordinating Committee (CC), the Coordinator, Municipal Affairs and staff have been working through the completion of the plan to best prepare the new regional municipality for readiness and success effective April 1, 2020 and beyond.

Fiscal preparedness is a key element to ensure the region can provide continued service delivery as well as growth as it relates to programs and infrastructure. Receiving fiscal support from the Provincial Government has been critical during the pre-consolidation phase with the provision of 1.5 million dollars to cover costs above and beyond normal municipal operations of both Windsor and West Hants associated with pre-consolidation.

To further assist with the transition, and as with past amalgamations, the province has asked for an indication of post-consolidation related costs that would require provincial fiscal support. The CAO Working Group in consultation with the Coordinator has created a preliminary list of operating and capital expenses in response to the Province's request. All areas of service delivery including governance, administration, finance, parks and recreation, planning and development, economic development, public works and protective services have been considered and post-consolidation related costs have been identified. The current request is expansive totalling beyond 45 million dollars and has not yet been prioritized or reviewed by the CC or been including in the over-all budget preparation process for the new region.

The following key benefits were considered when evaluating post-consolidation costs associated with programs and infrastructure:

1. Community Connectivity
2. Economic Impact
3. Active Transportation / Health
4. Safety / Critical Repairs Required
5. Environmental
6. Social and Cultural

In addition, before the final submission is made to the Province all attempts will be made to ensure the requests are in alignment with the current Statements of Provincial Interest surrounding; drinking water, flood risks, agricultural lands, infrastructure, housing and the development of the Nova Centre.

A thorough review will be conducted with the CC in the coming weeks as we refined the list after receiving the final Asset Management Report /Review provided by HATCH Engineering.

Sincerely,

Mark Phillips

Mark Phillips
Chief Administrative Officer
The Region of Windsor and West Hants Municipality



Co-ordinating Committee of the Region of Windsor and West Hants Municipality

December 16, 2019

VIA E-MAIL

Ms. Shannon Bennett
Department of Municipal Affairs
Province of Nova Scotia
Maritime Centre – 14 North
1505 Barrington Street
Halifax NS B3J 3K5

Dear Ms. Bennett:

RE: Region of Windsor and West Hants Municipality Act

The new Region of Windsor and West Hants Municipality becomes operational April 1, 2020.

The provision of policing services is one of the key deliverables for the Coordinating Committee in establishing the new regional municipality.

Having now received the RCMP's proposal for policing services (presented December 2nd), the Committee is faced with a decision in January on the best service delivery option for the new region. As you know, that decision depends on the RCMP's proposed servicing plan and associated costs.

With regard to costs, the Town of Windsor presently operates under an MPSA (paying 70%), West Hants has a PPSA (paying 70%). Needless to say, the objective through consolidation is to enhance efficiency wherever possible, not precipitate increased costs.

The last official correspondence from Minister Goodale to Minister Furey (copy attached) indicates a new MPSA is required with 90/10 (municipal/federal) cost sharing. It also contains a commitment to ensure an agreement is in place for April 1, 2020. Obviously, a move to 90/10 funding would have significant, unexpected adverse cost consequences for the new region.

As you'll appreciate, the Committee now needs clarity by January on the contractual arrangements referenced in the Minister's letter (including the costs for Windsor/West Hants), failing which we'll need to examine all options for policing services under the existing or alternative arrangements.

The Committee meets next on January 6 and then again on January 27, 2020.

Thanks for your continuing support and we look forward to a timely response.

Regards,



Kevin Latimer, Q.C.
Co-ordinator

Enclosure

cc: Deputy Minister Nancy MacLellan (via e-mail)
Deputy Minister Karen Hudson (via e-mail)
Mark Phillips, CAO (via e-mail)



AUG 13 2019

Ottawa, Canada K1A 0P8

RECEIVED

AUG 21 2019

The Honourable Mark Furey
Attorney General Justice
PO Box 7
Halifax, Nova Scotia B3J 2L6

Dear Minister Furey:

Thank you for your correspondence of May 29, 2019, regarding the amalgamation of the District of West Hants and the Town of Windsor into a "regional community government model", effective April 1, 2020, and the continuation of RCMP front-line police services.

I understand officials have explored a number of options for a new contract policing agreement post amalgamation. While provisions within the 2012 Nova Scotia Provincial Police Service Agreement (PPSA) provide the province and its municipalities with some flexibility with respect to policing models, information received from your officials on July 11, 2019, has confirmed that the new regional community is to be defined as a "municipality" pursuant to its PPSA.

Given this new information, and the fact that the new municipality of Windsor will have a population size over 15,000, Public Safety Canada (PS) officials have no option but to apply the municipal provisions contained within Article 10 of the PPSA, which requires a new Municipal Police Service Agreement for the municipality of Windsor, at a cost share of 90% (municipality)/10% (federal).

PS officials remain committed to working with all parties to make certain a police service agreement for the Municipality of Windsor is in place by April 1, 2020.

Thank you for taking the time to write.

Yours sincerely,

The Honourable Ralph Goodale, P.C., M.P.

c.c.: Brenda Lucki, Commissioner
Royal Canadian Mounted Police

Commanding Officer "H" Division
Royal Canadian Mounted Police

The Honourable Chuck Porter
Minister of Municipal Affairs

Mayor Anna Allen
Town of Windsor

Mr. Martin Laycock, Chief Administrative Officer
Municipality of the District of West Hants